

# *Invisible Children?*

*Towards Integration of Children's Rights in EU and Member States' Development Co-operation Policies*

*Mirjam van Reisen*



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- a world which listens to children and learns
- a world where all children have hope and opportunity

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# 1. Acknowledgements

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Mirjam van Reisen has conducted the research for the report as external consultant. In EU member states, interviews were conducted by Olivia Lind Haldorsson (Belgium), Arianna Saulini (Italy), Margot Loof and Mijntje van Kernenade (the Netherlands), Maite Pacheco (Spain), Birgitta Jansson (Sweden), and Anna Jefferys (UK) on the basis of a questionnaire. Birgit Dederichs-Bain and Ruth Stock assisted as external advisors in Germany and France respectively and conducted the interviews in these countries. The material collected was analysed by Olivia Lind Haldorsson and Mirjam van Reisen who are the authors of chapter 4. Chapter 3 was written by Diana Sutton and Mirjam van Reisen.

Mirjam van Reisen and Olivia Lind Haldorsson undertook interviews in the European Commission and the European Parliament. Mirjam van Reisen examined the information and is the author of Chapters 5 and 6, which analyse how the EU and its member states incorporate children in development policies and how current efforts might be strengthened and enhanced.

We hope this report will contribute to the awareness in the EU and member states that the special needs and rights of the child must have specific recognition and resourcing in development policies. The EU must firmly commit itself to protecting and promoting the rights of the child as laid down in the 1989 UN Convention on the Rights of the Child, which all EU member states have ratified. This report intends to examine to what extent these firm commitments have been translated into the policies and practice related to development policy in the European Union and in the member states.

This study has certainly found that some policy and programme initiatives do focus on children, address their needs and promote their rights. However, optimal policies for integrating children's rights into development co-operation are yet to be defined. The report contributes to a better understanding of how some existing approaches and 'good practices' can be used to further develop and improve the development policies concerning children, both in European Union institutions and in member states.

Diana Sutton  
European Officer  
Save the Children Europe Group

## 2. Introduction and background to the study

*“[The children’s] participation has been an historic and powerfully moving process to witness... However, the real work has yet to begin. We cannot afford to have the promises of today broken tomorrow.”<sup>1</sup>*

The European Union together with its member states is the largest player in development assistance, including humanitarian aid. The collective European contribution to Official Development Assistance (ODA) makes up more than half of all ODA.

Currently, many European Union programmes and budget lines indirectly benefit children through social investment in health, education and community development programmes. The challenge for government administrations is how to mainstream and integrate children’s rights and needs throughout all relevant development programmes. The challenge is to maximise the effectiveness of programmes aimed at development to relate to children’s rights and to promote and protect the rights of the child.

The UN Convention on the Rights of the Child (CRC), 1989 sets a series of standards for children. These should be used by bilateral and multilateral agencies in their development assistance programmes. The Convention on the Rights of the Child should be used to define criteria for ‘child proofing’ development policy.

The European Community has competence in the area of development together with the member states. This means that the EU programme comprises the programmes implemented by the European Commission and those implemented by the member states. In this study we have therefore looked at programmes implemented at both levels. The aim has been to examine what policies exist that focus on incorporating children into the development process and what lessons can be learnt from current experience in policy-making.

This report looks at the following questions:

- How should the UN Convention on the Rights of the Child be used as a ‘child proofing’ instrument to ensure child sensitive policy and programming?
- How can we ensure that children’s interests are taken into account at the early stages of programme and policy development?
- What mechanisms exist or need to be put in place to ensure there is a child impact assessment of all relevant development policies?
- What mechanisms exist and what mechanisms can be developed to ensure coherence between different areas of EU policy affecting children?

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<sup>1</sup> Burkhard Gnärig, Chief Executive Officer, International Save the Children Alliance, addressing the United Nations General Assembly, Friday 10 May 2002.

- How can the EU assist and encourage member states that have not integrated the rights and needs of children into their development policy?
- How can the EU itself ensure that children both are mainstreamed and highlighted as a target group in the EU and member states' development policy debates?
- How can the EU incorporate the principles of the UN Convention on the Rights of the Child into development policy debates and programmes?
- Should the EU Council of Ministers strengthen the legal bases with regard to the policies towards children and what are the best instruments to do so?

The research undertaken for this study has focused on the integration of children in the EU and member states' development co-operation at policy level. The implementation of the policies or the impact of the actual activities undertaken has not been within the scope of this study. There should be no assumption that because certain policies do integrate children well it will naturally have a demonstrable positive impact on children in the field. However, it remains clear that children are more likely to be neglected within development actions in the absence of a policy that has some focus on children.

The material for this study has been collected through interviews, based on semi-structured questionnaires. Interviews were held with officials from the administrations of the EU member states and staff of the European Commission at a number of different levels and the European Parliament. Information from Norway has been obtained from interviews with resource people familiar with the Norwegian situation and from official documents from the Norwegian government and NGOs. The interviews have been conducted on the basis of anonymity. Interview reports were produced by the interviewers, who are responsible for interpretation of the material collected and for the reflection of the views presented in the quotes in this report.

In Chapter 3 the relevance of a specific focus on children in development policy is discussed. Chapter 4 examines the policies of EU member states and the extent to which they focus on children in development co-operation. The purpose of this part of the study is to present a general overview and to draw conclusions from the ways in which children and children's rights have been incorporated into national development policies in EU member states. This overview serves as a basis for further discussion in the following chapter regarding the extent these feed into the development policy of the European Commission and of the EU as a whole. Chapter 5 also looks at how the EU could learn from these practices. In Chapter 6 and 7, conclusions and recommendations are presented and new policy avenues suggested for strengthening and advancing the protection of children's rights in development co-operation in the EU.

## **Definitions**

### *Development co-operation*

Official Development Assistance as defined by the OECD (also includes humanitarian assistance).

### *European Union*

Established by the Maastricht Treaty (1992); includes 15 member states at present. There are three pillars:

- Community policies (area of competence of the European Community)
- Justice and Home Affairs (intergovernmental area of competence)
- Common Foreign and Security Policy (CFSP) (intergovernmental area of competence)

*Development co-operation is an area of competence of the European Community.*



### 3. Children's rights in development policy

*"We had rocket attacks and bombs in our village every day."*

*"We don't have enough food because there's no one who can help us with money."*

*"When my Mum and Dad were dying I felt like dying before them."*

*"Going to school is a dream for me."<sup>2</sup>*

#### **Facts and figures**

In recent years, the international community has made important advances in defining the rights of the child. An important step was the adoption of the UN Convention on the Rights of the Child in 1989. This was followed by the World Summit for Children in 1990 and the United Nations Special Session on Children in 2002. All governments, with the exception of Somalia, the United States and the Democratic Republic of East Timor, have ratified the Convention on the Rights of the Child. No other international Convention is supported by such wide ratification and support.

At the same time, there is still a large gap between the commitments made and their implementation. The facts and figures speak for themselves.

*Poverty:* Six hundred million children live in households with an income of less than \$1 a day. Two hundred and fifty million children are estimated to be working – millions of them in harmful and dangerous conditions.

*Disease:* For every 100 cases of polio in 1990, there is only one today. However, 10 million children die from preventable diseases every year in sub-Saharan Africa, 1.1 million children are infected with HIV, and 10.4 million children under 15 have been orphaned by HIV/AIDS, while 850 000 children become infected with HIV/AIDS each day.

*Education:* One hundred and thirty million children, two-thirds of them girls, are out of school. This is more than one fifth of all children of primary school age.

*Armed conflict:* Twenty million children have been forced from their homes by war. Over 4 million children have been disabled by armed conflict or political violence.<sup>3</sup>

<sup>2</sup> Joyce, John-Pierre, *Taking Children Seriously – a challenge for us all*, Save the Children UK, April 2001.

<sup>3</sup> International Save the Children Alliance, *Children's Rights: A Second Chance*, International Save the Children Alliance, 2001.

Globally, one out of every three people is a child under 15. In some developing countries, for example in parts of Africa, nearly one out of every two people is a child. Moreover, in some developing countries children constitute a disproportionate percentage of the population and especially of those living in poverty. For example, in Latin America and the Caribbean children aged under 18 make up 43% of the total population living below the poverty line.

We now have the largest generation of children, with a higher ratio of children to adults, than at any time previously. Nearly 40% of the world's population is aged under 20. Almost 98% of this youth bulge is occurring in the South. Even where governments meet economic growth targets and increase social expenditure they are struggling to provide adequate healthcare and education for children. As children make up a substantial percentage of the population and are usually poor, any policy which ignores their views and interests will fail a very substantial number of citizens.<sup>4</sup>

### ***Children in development – why is it important to consider the needs of children separately?***

It is tempting for policy-makers to think children's rights and needs can be addressed within policies targeted at adults or other vulnerable groups, as part of children's membership of households or broader communities. Working with those households or communities is then considered a way to address adequately children's needs and interests. Furthermore, an assumption is made that adults can adequately express children's needs and interests, which can result in failure to consult children directly.

More recently, women in particular have been identified as the principle carers of children, and an assumption made that support targeted at women will automatically benefit their children. There are a number of reasons, however, why children's needs and rights must be considered separately in development planning:

### ***Children's and adults' needs are not the same***

“The consistent failure of policy-makers to take children's needs into account rests on the rather dubious assumption that children's interests are identical to those of the households to which they belong.”<sup>5</sup>

An increasing number of children no longer live in households, or in households headed by adults. HIV/AIDS has in recent years dramatically increased the number of children living in child-headed households. They often lack any possibility of going to school, and are responsible for themselves and the survival of their siblings. As a result they work, or find other ways of survival. Other children like orphans, refugees, child soldiers, disabled children, sexually exploited children and children living on the streets are living outside the framework of a

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<sup>4</sup> *ibid.*

<sup>5</sup> Save the Children *Towards a Children's Agenda – new challenges for social development*, Save the Children UK, March 1995.

traditional household or family and need to be targeted directly if they are to be supported.

But even children within 'traditional households' need to have their own unique situation and perspectives included in the development of policies, programmes, goals and targets. Unfortunately, however, children's policies are often based solely on those of parents, adults or families, in the mistaken assumption that policies that are good for adults will necessarily be good for children. In fact, children's and adults' interests and rights are not always identical; they are frequently different and occasionally conflict.

This failure to recognise children's particular rights and needs is reflected in the lack of research or knowledge about their lives. Children tend to be defined by a wider unit, such as their family or school. And while there is increasing awareness of the need to break down information by gender, it is far less common to do so by age.

### *Children are an integral part of the development process*

Children make a major contribution to the community, on their own, within 'traditional' households, or as part of a family business. Child labour in the formal and informal sector remains a serious problem in almost all developing countries.

Boys, but more usually girls, carry out a considerable portion of family chores, domestic tasks, childcare, some forms of agricultural work, and the tending of animals. This contribution frees other members of the family to take on paid work outside the home but never figures in economic analyses.

*"We know a group of community workers who know every inch of the village in which they work, who are accepted by everyone, who want to help their community, who will work hard (for short periods of time) and cheerfully (all the time). Last month the health worker asked them to collect information about which children had been vaccinated in the village. Next month they plan to help the school teacher in a village clean-up campaign. These health workers are the boys and girls of the village."*<sup>6</sup>

The ILO estimates that 352 million children in the 5–17 age range are working. The organisation also identified the most sensitive areas of child labour in a recent study looking at illegal, criminal or immoral activities relating to children in bondage; child domestic workers; children engaged in armed conflict; child trafficking; drug trafficking; hazardous work in commercial agriculture, fishing, garbage dumps, mining and the urban environment; sexual exploitation; and working street children.

Children are not just dependents or a vulnerable group but active participants in economic development, whose rights are often ignored and neglected. However, as is the case for women, children's economic contribution in developing countries as unpaid domestic labour and in the formal and informal sector is

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<sup>6</sup> Hawes H and Scotchmer C (eds) *Children for Health*, Child-to-Child Trust, London 1993.

often unaccounted for in official statistics and economic analyses. It is therefore necessary that discussions about long-term development policy take their contribution to development specifically into account – and also analyse these facts in the context of the specific needs and rights of the child.

### *Children are the future*

One of the ways in which we fail in development (and indeed other policy areas) is by adopting short-term policies whose negative consequences will not mature until the future. Considerable evidence has now emerged to demonstrate that a failure to invest in early childhood development can have long-term social consequences and that investing in early childhood programmes is one of the best ways of having an impact on a wide range of social issues. This is particularly true for the education of girls:

*“High quality care in early childhood is a prerequisite of healthy human development. It is also a fundamental human right. The world’s leaders must ensure that every child, without exception, has their birth registered; that they start life safe from violence or abuse; that they have sufficient nutrition, clean water, proper sanitation and healthcare... If national and local governments do not deliver these things, they will be making a costly mistake – as well as failing their moral and legal obligations as set forth in the Convention on the Rights of the Child.”<sup>7</sup>*

### *Inappropriate planning – not consulting children can be expensive*

As planners have found to their cost, not consulting children can be expensive. The example below of an ‘invisible boundary’ shows how vital it is to involve children in development planning:

*“Having invested a good deal of money in new school buildings for a village, the local authorities and the World Bank which had provided the funds were puzzled as to why, a year later, the school was still empty; none of the intended pupils had turned up. When the local children were asked why they did not come to school, they replied that there was an ‘invisible boundary’ around the village, which marked the limit of safe travel on foot from their homes. The new school was outside this ‘boundary’. Had the planners talked to children directly in the first place, the school would have been located in the right place and the children would have been happy to attend.”<sup>8</sup>*

When planners fail to take into account the needs, interests and views of children, costly mistakes can be made that are expensive to correct later. The non-involvement of children can result in services and policies which fail to meet their

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<sup>7</sup> UNICEF, *The State of the World’s Children 2002*, UNICEF 2001.

<sup>8</sup> James Socknat, Asia Technical Division, World Bank, Washington DC, Quote taken from *Save the Children*, 1995.

needs. This is especially the case for groups such as child workers, children living on the street, and sexually-exploited children.

## **The international legal and policy framework for children**

### ***The UN Convention on the Rights of the Child (1989)***

The UN Convention on the Rights of the Child (CRC) was unanimously adopted by the UN General Assembly in 1989 and was subsequently ratified by all countries except the US, Somalia and the Democratic Republic of East Timor. It is the most widely ratified human rights instrument ever. It sets out the basic principles that would ensure the realisation of children's rights on a global scale: the right to non-discrimination, to life, survival and development, the promotion of the best interests of the child, and the right of participation.

Article 4 of the Convention on the Rights of the Child states that:

*“States parties shall undertake all appropriate legislative, administrative and other measures for the implementation of rights recognised in the present Convention. With regard to economic, social and cultural rights, states parties shall undertake such measures to the maximum extent of their available resources and where needed within the framework of international co-operation.”*

Article 4 obliges wealthier nations to ensure that a certain proportion of the GNP is spent on development aid and on protecting the rights of the child in poorer nations. This article also places an obligation on bilateral and multilateral agencies to internalise the provisions of the CRC in their own lending and technical assistance programmes.

### ***The World Summit for Children (1990)***

At the World Summit for Children in 1990, world leaders made important commitments to the world's children. These included:

- The reduction of death rates for infants and children under five by one-third by 2000.
- The halving of severe and moderate malnutrition among children under five by 2000.
- The provision of universal primary education and equality of access between boys and girls by 2000.

### ***The Millennium Development Goals (2000)***

The Millennium Development Goals (MDGs) were adopted by the United Nations Millennium Summit held in 2000. See Annex 3. They are a summary

of the development goals and targets agreed at all UN conferences and world summits held during the 1990s. The United Nations Development Programme has since worked with the World Bank, IMF, Organisation for Economic Co-operation and Development (OECD) and other UN departments and funds to agree a set of goals, numerical targets and quantifiable indicators for assessing progress. The Millennium Declaration includes eight goals, 18 targets and more than 40 indicators.

Four of the MDGs refer specifically to children. This created an important impetus for a children's focus in development policy. The International Action Against Child Poverty Coalition, which met at a Westminster Conference convened by the UK government<sup>9</sup>, emphasized the importance of the MDGs as a framework for child-focused development policy. They also stressed the broad range of development policy that must be addressed if the MDGs are to be achieved.

The conference distinguished six areas which need to be addressed in order for the MDGs to be achieved:

- Macroeconomic and fiscal policies, including debt cancellation, which result in better outcomes for children.
- Free, quality and appropriate education for all – now.
- Reform of national health systems through increased, predictable and coordinated resource flows.
- Development of child-focused strategies for tackling HIV/AIDS.
- An equitable trade and investment regime.
- Action to address the root causes of conflict and violence so as to increase children's security.<sup>10</sup>

The UN conferences clearly set the goals in the framework of 'an enabling economic and political environment'. This means greater recognition is needed of the problems associated with current macroeconomic parameters that often guide donor policies. The International Action Against Child Poverty Coalition identifies the following specific problems:

- Focusing on poverty reduction and the Poverty Reduction Strategy Papers has narrowed space for discussing broader development issues and alternative models.
- The IMF/World Bank growth-oriented model could be in conflict with poverty reduction goals and in some cases 'reproduce' poverty.
- The need to de-link the urgent issue of debt relief for economic recovery from the longer-time process of Poverty Reduction Strategy Papers and to free resources for essential services such as health and education.<sup>11</sup>

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9 Westminster Conference on International Action Against Child Poverty, 26 February 2001, convened by Gordon Brown, Chancellor of the Exchequer, and Clare Short, Secretary of State for International Development.

10 International Action Against Child Poverty Coalition (IAACP Coalition), 'Grow up from Poverty', IAACP Coalition 2001.

11 *ibid.*, p. 17. The report mentions that cuts in health spending in sub-Saharan Africa have led to accelerated increase in infant mortality.

It is important to recognise that an enabling macroeconomic environment is a crucial factor for the implementation of the MDGs, and, therefore, for a development policy that promotes and protects the rights of children.

### *The United Nations Special Session on Children (2002)*

The United Nations General Assembly held its first ever special session to discuss the situation of children on 8–10 May 2002. The special session was attended by in excess of 60 heads of state and government and more than 250 parliamentary leaders. An unprecedented number of children actively participated in the formal and informal activities surrounding the session. The meeting had been called to review progress in achieving the goals set at the 1990 World Summit for Children and to prepare a new plan of action for the next decade.

The special session agreed 'A World Fit for Children'. This document is made up of two main parts:

- A declaration from the governments of the world of the key principles and values that provide the foundation for all work with children.
- A plan of action for children for the next decade that includes 21 goals for the world community, linked to a range of agreed strategies and actions. The plan focuses on four priority thematic areas: (i) health, (ii) education, (iii) protection from abuse, exploitation and violence, and (iv) HIV/AIDS. Many of the goals have been specified as intermediate targets (to be achieved by 2010) for the achievement of the Millennium Development Goals (which, in turn, are to be achieved by 2015). The plan includes agreements on implementation and monitoring mechanisms, which member states now have to implement through national plans of action.<sup>12</sup>

The EU as a donor also has a role in implementing the targets agreed and should be encouraging its member states to do so.

States have now committed themselves to the following principles for children, which are supplemented by specific goals.

1. Put children first. In all actions related to children, the best interests of the child shall be a primary consideration.
2. Eradicate poverty: invest in children.
3. Leave no child behind.
4. Care for every child. Children must get the best possible start in life.
5. Educate every child.
6. Protect children from harm and exploitation.
7. Protect children from war.
8. Combat HIV/AIDS.
9. Listen to children and ensure their participation.
10. Protect the earth for children.

<sup>12</sup> The full text can be seen at [www.unicef.org](http://www.unicef.org)

## **Developing policies based on children's rights**

In this study, four different levels of incorporating children's rights into development policy will be distinguished:

*Child 'blindness'*: Where children are absent in policy and strategy formulations and there is no focus on children as a specific target group, though there may be specific interventions directly benefiting children. This was mostly the case in most national development policies and the EC programme prior to the CRC.

*Child 'focus'*: Where children receive far more specific programmatic attention, one result being an increase in child-specific interventions, some of which may directly link to the question of children's rights. Children may be mentioned as a priority area in specific policy documents. Following CRC ratification, development policies in most countries have – to a varying degree – increased the focus on children in policy documents. There is also an increased focus on particularly vulnerable groups of children and youth at programme level.

*'Rights-based approach'*: In which children's rights are incorporated into a general move towards an increased policy focus on human rights in general. In itself, this may not necessarily produce an increased focus on children in policy documents or, indeed, at programme level in development co-operation.

*A 'child-rights based approach'*: A framework approach in which the CRC underpins children in development policy, ultimately resulting in adoption of programmes that pay particular attention to children's rights in all aspects.

Some EU member states have already reviewed their development co-operation policies and programmes in the light of the CRC; this is further discussed in Chapter 4. In Chapter 5 it is advocated that it is also appropriate for the EC programme to implement its development programme in light of the CRC. That chapter discusses what this entails. It is argued that both the EC programme and the EU member states need to ensure that they promote child-centred development and target an appropriate level of Official Development Assistance directly at children.



## 4. *The focus on children in European Union Member States' development policies*

This chapter gives an overview of the approaches in different EU member states as to how children are integrated into development co-operation policy. In order to obtain a comprehensive overview, the study included ten countries: Belgium, Denmark, France, Germany, Italy, the Netherlands, Spain, Sweden and the UK. Norway is included as a representative of a non-EU country.

Data were obtained through in-depth, semi-structured interviews with key persons in relevant Ministries. Official, semi-official and, in some cases, unpublished or not yet released, government documents were analysed, as well as relevant reports from the Organisation for Economic Cooperation and Development/Development Assistance Committee and NGO reports. Additionally, a number of resource persons were interviewed.

There is a substantial degree of compatibility as regards to member states' intentions to contribute to an improvement of children's lives globally and to safeguard their fundamental rights. All member states firmly acknowledge the need to give priority to children in development co-operation and that investment in children is an investment in the future (closely linked to the overarching goal of poverty reduction). All member states have ratified the UN Convention on the Rights of the Child.

However, there are also profound differences in policy approaches to children and children's rights. A number of different methods of integrating the CRC into development policies are emerging, along with ways of transforming policy into action at the programme level. In assessing the extent to which children and children's rights have been incorporated into national development policies, one of the most interesting aspects has been the highly diverse manner in which the respective countries have approached the issue.

The following sections highlight the various approaches of member states.<sup>13</sup>

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<sup>13</sup> See Annex 1 for volume of ODA for each country.

## Belgium

*“An educated child is a child who will become aware of her or his rights, and who will be better equipped for confronting the world in which s/he lives and for securing a stable future. In this sense, schools and education have not only a role in contributing to the social reintegration of child soldiers after a conflict, but they have also an essential preventive role.”*

Jan Vanheukelom on behalf of Eddy Boutmans, Secretary of State for Development Co-operation, conference report ‘Child Soldiers: a Co-operative Approach to Defining Good Practice’, Brussels, October 25–26, 2001, VOICE, 2001, p. 7.

### Overall organisation

In Belgium, development policy and planning is the responsibility of the Directorate-General for International Co-operation (Direction Générale de la Coopération Internationale) DGIC, which is located within the Ministry for Foreign Affairs, External Trade and International Co-operation. The recently established Belgian Technical Co-operation (Coopération Technique Belge) BTC, is the implementing public corporation.

### Priority sectors

The priority sectors of Belgian co-operation are: public health; controlling conflicts and reconstructing peace (with special focus on children and armed conflict); gender; agriculture and food security; education and training; basic infrastructures; environment; and social economy. Poverty alleviation strategies are based on the Millennium Development Goals.

### Cross-cutting issues

Gender, the environment, and social economy are defined as cross-cutting issues.

### Children

Children are regarded as an important target group in all sectors, and especially within education and health at bilateral level. The Belgian strategies on education are based on the Dakar principles contained in the programme ‘Education for All’.

Child soldiers form an important target group in the area of armed conflict and conflict prevention, which is a priority area for Belgium. For instance, during the Belgian EU Presidency, great efforts were made to promote commitments towards conflict prevention and peace building within the Cotonou agreement. In this area the main focus lies with child soldiers and their education and schooling, accompanied by support to demobilisation and reintegration.

tion programmes. Belgium has committed over 3.3 million euro of development co-operation funds specifically to tackle the child soldier problem. At the Winnipeg Conference on War Affected Children in 2000, the Belgian Secretary of State for Development Co-operation promised an additional US\$1 million to the UN agencies working with children affected by violent conflicts. The Belgian government in October 2002 supported a high level conference on children and armed conflict. Belgian policy will also give special focus to the girl child. Gender policy is being mainstreamed, and within that there is a special focus on children, for instance on the girl child soldier.

Although formally there is specific targeting of children, children remain almost invisible in the monitoring and reporting of results achieved in Belgian development policy. Neither the annual reports of the DGIC nor those of the BTC refer to children or children's rights. Children are also not specified in the budgets.

No evaluation of children's rights in Belgian development policy appears to have been carried out.

### *Organisation of a focus on children*

There are no separate departments or sections responsible for children's issues. There is a focal point for human rights, which is also responsible for children's rights. The focus on children should be taken into account by the respective units. Children, as a specific target group, are also the responsibility of the person in charge of gender issues (but this is not officially mentioned as one of this individual's tasks).

### *Children's rights based approach*

In preparation for the UN Special Session on Children, one person was appointed to manage Belgium's participation. A task group will be set up for the purpose of following up on the reporting. There appears to be openness towards discussing a human rights-based approach. However, there is no evidence as yet of a children's rights approach being enacted in Belgian development co-operation. Children's rights are only considered within the framework of assessing human rights violations, but that does not mean the CRC is taken as the basis for Belgian development activity.

### *Promoting a children's rights focus in EU development policy*

The Belgian EU presidency in 2001 took an initiative to promote a focus on children in EU development co-operation. The Commission pledged to pursue its efforts to refine and improve EU development co-operation tools in fragile countries and countries in conflict, such as the countries of central Africa. Within this framework, the Belgian government focused on children in armed conflicts – an area that has subsequently become a central activity of the EU.

## Denmark

*“Denmark’s development policy will promote respect for the rights of children and young people and ensure them the opportunity for democratic influence. Denmark’s development assistance will support initiatives aimed at protecting children and young people against injustice and exploitation and at seeking to eliminate child labour.”*

Danidas Årsberetning 2001, Danida 2002

### Overall organisation

Danish development assistance is administered by Danida, with the Minister for Foreign Affairs being politically responsible.

### Priority sectors

In its policy document, ‘Partnership 2000’, poverty reduction is defined as the overriding objective of Danish development policy. The concept of partnership is crucial to the new strategy, involving constant and close dialogue with the governments and local authorities of countries that receive Official Development Assistance, as well as with the private sector and civil society. The Millennium Development Goals play an important role in Danish development policy. The strategy furthermore outlines the following priority areas or themes:

- Globalisation, international co-operation and development.
- Armed conflicts – preventing, settling and reducing the consequences.
- Children and young people – a resource in the development process.
- HIV/AIDS – prevention and relief.

*“... Denmark will therefore assist the developing countries in building capacity to live up to the obligations in the Convention on the Rights of the Child; to promote the health and welfare of children and young people, including ensuring that girls and boys have equal opportunities for education; to support the development of coherent and qualitatively improved educational systems that will give children and young people skills that correspond to the needs of their country and can thus lead to productive employment and active engagement in the development process”.*

Ministry for Foreign Affairs/Ministry of Social Affairs, ‘The Danish National Report on Follow-up to The World Summit for Children’ 2001, page 21

### *Cross-cutting issues*

Apart from poverty reduction, the following areas have been defined as cross-cutting issues: environment; gender; and human rights and democratisation. Although there is undoubtedly a strong focus on children in Danish development policy, Danida firmly opposes the idea of mainstreaming children or incorporating children as a cross-cutting issue.

### *Children*

In its policy document 'Partnership 2000', children acquired the status of a special priority area or theme in Danish development policy. The principle of partnership affects the area of children to the extent that Danida, at programme level, will follow the outcome of negotiations with partners and the ensuing country strategy. Whether there is a focus or not in a given country will therefore depend very much on whether this has been expressed as a priority by a recipient country.

Danida is in the process of developing a National Plan of Action for Children and Young People in Danish development co-operation. People from various sections of the Ministry, working together with thematic reference groups in which external child experts and representatives from children's agencies and NGOs take part, are developing the plan. Danida is closely cooperating with NGOs and acknowledges the significant role that they play regarding children's issues and children's rights. The outline of the action plan also indicates that particular attention will be given to the girl child in the future.

Denmark has formulated an explicit policy objective to promote equal opportunities for boys and girls in education.<sup>14</sup>

There are no specific budget allocations or benchmarks for children.

In Denmark, an evaluation has been undertaken regarding the issue of children in development, which was initiated by NGOs.<sup>15</sup> This exercise was limited since it only covered Danida support channelled through NGOs. Danida, which supported the study, also supported the publication of a manual for use by NGOs working with children in development.

### *Organisation of a focus on children*

Within Danida there are several focal points for children's issues: one regarding policy issues and several regarding programme issues (e.g. regarding education, health and multilateral aid).

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<sup>14</sup> Ministry for Foreign Affairs/Ministry of Social Affairs, *The Danish National Report on Follow-up to The World Summit for Children*, Ministry for Foreign Affairs, Copenhagen, 2001

<sup>15</sup> Crawford, P. I. *Børn og unge i dansk NGO-bistand*, DUF (Danish Youth Council), København, 1999.

### *Children's rights based approach*

The CRC forms a firm point of departure for Denmark's work. Apart from assisting developing countries in building their capacity to comply with the CRC, Danida has defined the following key areas of intervention:

- Promoting the health and welfare of children and young people.
- Giving priority to education and ensuring equal opportunities for girls and boys.
- Improving educational systems so that they cater for the skills needed by young people to find employment and become actively engaged in the development process.
- Contributing to meeting the particular needs of children and young people affected by armed conflict, refugees, and internally displaced children, but also giving attention to children's resilience and coping abilities.
- Supporting children and young people in particularly difficult circumstances, for example children with disabilities and children orphaned by HIV/AIDS.

## **France**

### ***Overall organisation***

French development co-operation has been undergoing considerable reforms since 1998. There are many government ministries, departments and agencies involved in ODA and the final effects of the 1998 reforms are not yet in place.

### ***Cross-cutting issues***

Since the UN Summit on Social Development in 1995 children have increasingly been regarded as a cross-cutting issue in sectors such as rural development and food security, health (e.g. malaria, HIV/AIDS, maternal health), environment and gender.

### ***Children***

At policy level, children's rights are regarded as an integral part of French development policy and it is seen as an increasing priority area. In reply to our questionnaire, France firmly states that children should be mainstreamed into development policy and that children's rights form an important part of this. Special focus is given to:

- Education of girls.
- Protection of children (child trafficking, child soldiers).
- Urban health.
- AIDS orphans.

France states that special attention is given to the promotion of the rights of the girl child, particularly in its promotion of education for girls.

There is no breakdown of figures enabling an assessment of the proportion of French ODA directly targeting children and children's rights.

No evaluation appears to have been carried out of the integration of children's focus in French development policy.

### ***Organisation of a focus on children***

There is a special office/focal point, located in the Bureau for Social Development, responsible for children, children's rights issues and social exclusion. The member of staff there co-operates with all other offices dealing with matters concerning children. A specific person is responsible for children and gender issues and co-operates with the diplomatic services on matters pertaining to international Conventions relating to children. The Ministry for Social Affairs is responsible for child labour issues.

### *Children's rights based approach*

A specific child focus has emerged from the consideration of children's rights, regarding prostitution and trafficking, violence and sexual abuse, street children and child soldiers. However, there seems to be no indication that children's rights are systematically used as quality standards for projects, except occasionally for specific children's projects.

### *Promoting a children's rights focus in EU development policy*

During its presidency of the EU, France and the European Commission organised a conference as part of the follow-up to the Vienna Declaration. During this conference, a working group was set up to make concrete proposals to contribute to the implementation of the CRC.



## Germany

*“For a long time it was assumed that, by promoting women and families, conditions would improve automatically for children and young people. However, this approach does not go far enough, particularly as many young people no longer live within the family unit. Increasingly, young people are being regarded as a target group in their own right.”*

BMZ, ‘Promoting young people and combating child labour. A strategy paper’, BMZ aktuell 086, Federal Ministry for Economic Co-operation and Development Press and Public Relations Unit, 1997, p. 1

### Overall organisation

The Federal Ministry for Economic Co-operation and Development (Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung, BMZ) has overall responsibility for development issues, while the Agency for Technical Co-operation (Deutsche Gesellschaft für Technische Zusammenarbeit, GTZ) is involved in a large part of the technical co-operation linked to bilateral assistance.

### Priority sectors

Poverty reduction has become the overarching goal of German development assistance in recent years, manifested in the Programme of Action 2015 for Poverty Reduction, approved by the government in 2001.

*“The promotion of youth and their active participation in social processes contributes to the success of development measures today and to the sustained acceptance of the goals pursued. Hence, it is important to take seriously the participation of young people as partners in development co-operation. An international trend has become evident towards acknowledging children and youth as a target group in their own right. In view of poverty, marginalisation and the frequent lack of government responsibility, youth participation in processes of social change represents a major challenge for development co-operation.”*

GTZ, ‘Youth between political participation, exclusion and instrumentalisation’, Publication Series, No 15, Eschborn, May 2000.

### Cross-cutting issues

In the GTZ, cross-sectoral themes are defined as social and ecological standards, participation, project management, organisation and management consultancy.

## Children

Since 1997 German development assistance has featured a strong and increasing focus on children and particularly on youth, with youth roughly being defined as young people above 12 years of age. The pilot programme “Children and Youth as a Target Group in Development Co-operation” has been launched to establish the topic of youth in development co-operation and to develop new approaches which contribute to the integration of girls and boys in development approaches.<sup>16</sup>

Children and youth are clearly seen as important target groups in the fight against poverty. The German government agencies involved in development have produced numerous publications on children and youth, for example the GTZ's thematic publication series on youth.<sup>17</sup>

Main areas of intervention related to children and youth are:

- Education – including basic education and vocational training.
- Health, especially reproductive health and HIV/AIDS.
- Child labour.
- Prevention of violence, especially against girls (the fight against Female Genital Mutilation is a key political initiative of the BMZ).

The girl child is a focus of German policy, with some specific evidence in its focus on education for girls, on genital mutilation and reproductive health.

There are no specific budget allocations or benchmarks for children's issues. A breakdown of statistics was possible, producing a list of 156 projects in which children and youth formed an important component and 52 specific children or youth interventions.

About 20 of GTZ's child programmes are currently being evaluated and some bigger evaluations of a number of larger child-focused programmes are planned for evaluation.

## Organisation of a focus on children

A children's and adolescents' rights unit acts as a focal point for children's issues. One member of staff in this unit is responsible for mainstreaming children's issues in the projects run by country desks, where project decisions are taken. Within the area of children and youth, BMZ works closely together with partner governments, the GTZ and a number of NGOs at bilateral level, and with a number of international organisations, such as UNICEF and International Programme on the Elimination of Child Labour (IPEC), international NGOs and the EU at the multilateral level. Apart from the BMZ, there are two other

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<sup>16</sup> GTZ, 2000, *ibid.* See also [www.gtz.de/youth/english/praxis/pilotvorhaben.html](http://www.gtz.de/youth/english/praxis/pilotvorhaben.html) In 1997 BMZ aktuell, 086 published 'Promoting young people and combating child labour'. Other publications include; BMFSFJ, Ministry for Family, Senior Citizens, Women and Youth, Die Rechte der Kinder, Bonn, December 2002 and BMZ aktuell Nr. 094, HIV/AIDS bekaempfung, Position paper, September 1998.

<sup>17</sup> For instance: GTZ, 2000 *ibid.*

ministries in which children's rights issues are covered – the Ministry for Family, Youth, Gender and Senior Citizen's Issues, responsible for CRC reporting, and the human rights section of the Ministry for Foreign Affairs.

### *Children's rights based approach*

Several policy documents clearly endorse a rights based approach, in which the CRC should govern and structure child-oriented development policy. Apart from a vast number of projects, there also seems to be an incipient move away from a more traditional 'needs-based' approach towards a 'rights-based' approach, reflecting a general trend towards issues that concern global governance becoming significant in German policy. Some of the more recent projects in the list compiled by BMZ thus focus on such issues as 'empowerment' and 'rights'. Exploitative child labour, being a specific child aspect of development, has been integrated as an indicator into the criteria catalogue for German development co-operation.

### *Promoting a children's rights focus in EU development policy*

In the interviews with the German government officials it was stated that the EU should play much more of a co-ordinating role in children's issues on a political level and that it would be useful if a European focal point for children and children's rights was established. An interviewee suggested that a working group or platform could be established, providing information on the issues, offering training and meetings on subjects related to children and development and also providing a forum to meet colleagues from other European governments.

## Italy

*“More than ten years ago the ‘Declaration on survival, protection and development of children’ was approved. It is now time for those of us who are committed to achieving the principles contained therein to outline what has been done to date in real terms to protect the rights of children and adolescents and reaffirm our commitment for the future. Throughout this decade of rapid change, the Italian co-operation has noted a growing concern about social issues and the fight against poverty. Consequently, it has chosen to allocate substantial resources to issues connected with the protection of the rights of children and adolescents in developing countries.”*

Mario Baccini, Deputy Minister of Foreign Affairs, ‘Italy for Children’s Rights’, Ministero degli Affari Esteri, 2002, p. 6.

### Overall organisation

Italian development co-operation has undergone a series of reforms and reorganisations. The Ministry for Foreign Affairs (the Ministero degli Affari Esteri) oversees Italian ODA through a separate agency within the Ministry – the Directorate-General for Development Co-operation (Direzione Generale per la Cooperazione allo Sviluppo, DGCS).

### Cross-cutting issues

Children’s rights are not a cross-cutting issue in Italian multilateral and bilateral projects. At present, the two cross-cutting issues in Italian development co-operation are gender and environment.

### Children

A set of guidelines on issues concerning children sets out trends, priorities and strategies. It encompasses a comprehensive list of guiding principles, priorities and operational strategies. The latter cover emergencies and situations of conflict, multilateral and bilateral relations, as well as strategies for work within the Ministry itself:<sup>18</sup>

- Implementing appropriate organisational modalities to ensure orientation and co-ordination on children’s issues.
- Co-ordinating the competent authorities to make them agree on policies defined for children, and planning collaborative measures for their benefit, in line with international foreign policy.
- Ensuring the presence of the Directorate of Development Co-operation in the Ministry for Foreign Affairs on the Interdepartmental Committee on Human Rights when children’s rights are discussed.

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<sup>18</sup> Ministero degli Affari Esteri, *Italy for Children’s Rights*, Rome, 2002, p. 60, see also <http://www.esteri.it/eng/foreignpol/coop/index/htm>

*“Our commitment, above all, must be one of renewed support for the realisation of the [CRC’s] goals, also through initiatives that seek to reinforce institutions that protect minors in developing countries. Special efforts must be made to involve international organisations, NGOs and civil society in the broadest sense, especially considering the complexity and sensibility of such a grave issue – one that affects each and everyone’s conscience so strongly.”*

Margherita Boniver, Deputy Minister for Foreign Affairs, Ministero degli Affari Esteri, 2002, p. 7

The recent Ministerial publication (2002) concerning children, published in preparation for the UN Special Session on Children in New York, spells out the Italian policy framework, describes budget allocation according to geographical areas and types of intervention, and defines the main themes covered by Italian development co-operation.

The main themes that specifically cover children and children’s rights include:

- Action to fight the consequences of armed conflicts on children and adolescents.
- Action to fight the worst forms of child labour.
- Action to fight sexual exploitation, prostitution and trafficking of children and adolescents.

The Italian government has a clear policy on linking gender in children’s policy:

*“A gender approach must be adopted right from infancy... in order to enable and implement a children’s rights approach.”<sup>19</sup>*

Hence protection of girls is stated to be a priority; with some evidence of programmes, e.g. in Egypt.

Budget allocations by the Italian government, specifically targeting children and promoting children’s rights, amounted to 160 million euro during the period 1999–2001.

### ***Organisation of a focus on children***

Within the DGCS, a separate section deals with children’s issues. This unit is severely understaffed, however.

### ***Children’s rights based approach***

The guidelines concerning children affirm that the CRC is considered a fundamental reference text for Italian development co-operation and include a section

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<sup>19</sup> *ibid.*, p. 20.

with a list of references to Conventions, resolutions and other international agreements regarding children. According to official documents, a change in approach has taken place in recent years. This has involved a move "... from an 'assistance' approach towards a comprehensive framework based on the respect for and consideration of children and young people as individuals with their own rights".<sup>20</sup>

The report to the United Nations General Assembly, Special Session on Children states: "Similar to the situation in countries such as Spain, France and Belgium, Italian development co-operation has been through a series of reforms and reorganisations."<sup>21</sup> However, this statement overlooks the fact that the proposed reforms of the law on international co-operation (149/1987) have not been approved. As a result, a number of issues concerning development and children have not been subject to reform. These include, for instance, a re-organisation of the Directorate General for Development Co-operation into sections responsible for themes such as children issues, specific allocations earmarked for thematic issues (including children), and the promotion and protection of children's rights as a mainstreaming of the action of the Directorate General for Development Co-operation.

The guidelines for Italian co-operation on issues concerning children approved in 1998 (26.11.1998 n.180) appear not to have been fully implemented. This is one of the main concerns of Italian NGOs, which are putting pressure on the government to implement them in full. NGOs have also highlighted the absence of a proper global long-term policy on children in international co-operation and stress the importance of reforms that would put into practice clear and effective guidelines for international development co-operation beyond emergencies.

Many NGOs are concerned about the lack of evaluation of children's policy which could support a concrete translation of declared principles into practices. These concerns have been expressed, for instance, in the 'Supplementary Report on the CRC'<sup>22</sup>, or 'Piano Infanzia'<sup>23</sup>, of the Forum del terzo Settore.

### *Promoting a children's rights focus in EU development policy*

Italy gives priority to children's initiatives in programmes carried out jointly with the European Commission within the existing financial framework agreement as well as on the basis of budget lines.

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<sup>20</sup> *ibid.*, p. 19.

<sup>21</sup> *ibid.*

<sup>22</sup> Document compiled by Italian Child focused NGOs and presented to the UN Committee on the Rights of the Child. The work was coordinated and edited by Save the Children Italy on behalf of the Group for the Convention on the Rights of the Child (November 2001).

<sup>23</sup> Document compiled at national level by Italian Child Focused NGOs presenting an analysis on children rights and welfare in Italy (November 2002). The work was jointly conducted by several Italian children NGOs. The document is an update providing continuity with the supplementary report to the UN.

## The Netherlands

*“The first plan of action [regarding children] dates from 1990, and a number of its main areas have been achieved. Polio has been all but eradicated. Iodised salt has prevented brain damage in 90 million newly born babies. More children than ever before are going to school, and many of them have had their vaccinations. But new problems have arisen. More children have become the victims of conflict and civil war. And many children are now suffering from HIV/AIDS or have been orphaned by the disease. The Netherlands will continue to do all it can to safeguard children’s rights.”*

Government press release on Dutch participation in the UN Children’s Summit in New York, 2002 (7 May 2002). ([www.minbuza.nl](http://www.minbuza.nl))

### Overall organisation

The Ministry for Foreign Affairs has overall responsibility for Dutch development assistance, with the directorate DGIS (International Co-operation) of this Ministry responsible for development co-operation and the directorates DGIS and DGPZ (Political Affairs) responsible for humanitarian aid and human rights.

### Priority areas

Sustainable poverty reduction is the main aim of Dutch development policy. Principles governing Dutch development policy are ‘ownership’ and ‘utilisation of domestic resources’.

Ownership here refers to the principle that strategies are owned by the countries receiving Dutch ODA and are defined as such in poverty reduction strategy papers (PRSP). Since 1998, Dutch funding for long-term bilateral development co-operation goes to 21 ‘partnership’ countries. In 17 of these countries, aid is focused on social development, especially education and health.

Another 30 countries get support for specific themes like good governance, human rights and peace building, the environment, and the commercial sector.

There is a strong tradition in the Netherlands of involving private and non-governmental organisations in development co-operation, amounting to around 16% of Dutch ODA allocated for the 2003 budget.

### Cross-cutting issues

Since the early 1990s, the Dutch government has mainstreamed three cross-cutting issues throughout its development programme. These are gender, the environment and the protection of human rights. Specialised units screen each programme with regards to these three issues.

## Children

In July 1992 the Netherlands presented a National Plan of Action based on the CRC. In 1994 the Ministry for Foreign Affairs' development co-operation information department published a policy memorandum on children in developing countries, 'First steps: Policy memorandum on children in developing countries'.<sup>24</sup> This publication was used as a source of inspiration for administrations and agencies interested in children and children's rights. Through it, the Netherlands became one of the first countries to set out a specific policy for children in the developing world. The government sees the CRC as one of the basic documents underpinning Dutch development policy.

The increased focus on children was initially expressed through annual consultation between the Ministry and several Dutch NGOs focusing on children in developing countries. Unfortunately, these meetings became less frequent after a new government was formed in 1998.

A new policy document for the thematic development co-operation between government and theme/area-specific NGOs was developed in 2001/2002, in which children were not defined as a specific 'thematic area'. However, two out of six NGOs that co-operate with the government on co-funded projects have a child focus.

The Dutch government also works closely with international organisations in multilateral aid and, when it comes to children, is a major contributor to the work of UNICEF and is contributing to the ILO/IPEC programme.

At present, Dutch policy on children in development identifies the following themes/areas as important in coming years: the rights based approach as a guiding principle for the policy; and mainstreaming of children's issues in the general development co-operation policy.

The Ministry defines mainstreaming as a strategy for integrating (the problems of) children and youth in development programmes and important child-related policy development, such as health, education, human rights etc. Thus, in every programme and policy one should consider the implications for children and youth. In addition, there is a specific focus on education, early childhood development, reproductive health, HIV/AIDS, nutrition, child labour, child soldiers, youth employment and commercial sexual exploitation.

The areas/themes reflect what has been defined as the two-pronged strategy of Dutch development policy regarding children. On one hand, the strategy is to mainstream children's rights within wider sectoral policies such as education and health. On the other, the aim is to pay special attention to children in difficult circumstances.

In 1998 the government adopted a policy on women's empowerment, which also looked at the education sector, specifically addressing girls. The aim was to promote support to the education sector, but only if this would advance gender equality.<sup>25</sup>

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24 Ministry for Foreign Affairs, Netherlands "First Steps: Policy Memorandum on children in developing countries", Development Cooperation Information Department 1992.

25 Wildeman Caroline, The Netherlands, In: *The Reality of Aid 2000*, German and Randal (eds.), Earthscan, London 2000. P. 141.



In the early and mid-1990s the increased focus on children led to the establishment of a specific budget line for children's projects with an annual budget of approximately 9 million euro. In 1998 the then Minister for development cooperation abolished the earmarked budget allocated for children. The policy of combining a target group approach with mainstreaming remained intact.

As in other countries, it has been difficult to assess actual budget allocated to children. No evaluation has been undertaken of the children's rights policy.

### *Organisation of a focus on children*

The Dutch policy to work closely with NGOs also applies in the field of children, where several Dutch NGOs work closely with the Ministry for Foreign Affairs' Department for Social Policies.

At this Ministry there is a division for human rights and peace-building (under DGIS and DGPZ) with a department responsible for human rights, including children's rights and a division for social and institutional development (under DGIS) with a department for social policies responsible for children's issues (amongst other issues) in general.

### *Children's rights based approach*

The CRC is the basis of the policy on children and development. The principle guiding the policy is based on human rights of children, which must not, according to the interviewee, be seen as "passive recipients of help and protection". It is reported that Dutch partner organisations which specialise in working with children, such as UNICEF, Save the Children Netherlands, Plan Netherlands and Terre des Hommes, increasingly base their activities on a children's rights-based approach, which strengthens this orientation in the Dutch government policy.

### *Promoting a children's rights focus in EU development policy*

In recent years the Netherlands has co-ordinated its policy towards the EC via the so-called Utstein group, a group of like-minded Ministers from Germany, Norway and the UK. It is believed that the EU should be more proactive and could give a political signal. The fact that it also has a large budget is seen as enabling it to influence a trend towards a children's rights-based approach. In preparatory meetings of the EU Committee of the European Initiative on Democratisation and Human Rights and the EU Committee for Human Rights (COHOM) the Netherlands has taken a firm stand to promote the issues of reproductive health rights, especially for girls.

## Norway

*“In our dialogue with our partner countries we should put emphasis on the rights perspective, especially as related to the CRC.”*

Retningsgivende Dokument Vedrørende Barn i Utviklingssamarbeidet, Utenriksdepartementet, 2001, p. 10.

### Overall organisation

The Norwegian Agency for Development Co-operation (NORAD), a directorate under the Ministry for Foreign Affairs, administers Norwegian development assistance and has long-term bilateral agreements with around 20 recipient countries.

### Priority areas

Poverty reduction lies at the basis of Norwegian efforts. Social and economic development, peace, democracy and human rights, environment, conflict and disaster prevention, and gender are the prime focus areas.

### Cross-cutting issues

The protection of the environment and natural resources are cross-cutting themes in Norway's efforts to “achieve lasting improvements in political, economic and social conditions” for people in developing countries.

### Children

While children and children's rights are not mentioned in NORAD's strategy for 2000–2005<sup>26</sup>, the Ministry for Foreign Affairs published a document outlining children in development co-operation in 2001.<sup>27</sup> The UN Convention on the Rights of the Child firmly underpins the Norwegian strategy, with a particular emphasis on the best interests of the child, non-discrimination, participation and a holistic approach as the foundation for children in development. The main areas of intervention are education, health and nutrition, early childhood development and care, birth registration and civil rights, HIV/AIDS, child labour, trafficking and sexual abuse of children, and children affected by armed conflict. There is a focus on the girl child.<sup>28</sup>

Children and youth were the main priority for the budget 2001, on account of its focus on health and education. Every year, Norway publishes a separate appendix to the annual state budget, which shows the spending on children. This

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26 NORAD *investerer i framtida, NORAD strategi mot år 2005*, Oslo, 1999, [http://www.norad.no/files/strategi\\_2005.pdf](http://www.norad.no/files/strategi_2005.pdf)

27 Utenriksdepartementet, *Retningsgivende Dokument Vedrørende Barn i Utviklingssamarbeidet*, Utenriksdepartementet, Oslo, 2001.

28 *ibid* p.10.

appendix contains disaggregated data, which makes children visible in the overall budget. Norway was the first country in the world to make such a “children’s budget”.

### *Organisation of a focus on children*

There is a focal point for children’s rights and there are other staff members available who specialise in children’s rights.

### *Children’s rights based approach*

Norway’s strategy for children in development was evaluated in 1998. Based on this evaluation, the Ministry for Foreign Affairs produced a report outlining policy on children in development co-operation.<sup>29</sup> The document was also part of preparations for the UN Special Session on Children, the results of which were to determine whether there would be a need to change Norway’s strategy for children in development. The CRC firmly underpinned the document prepared for the Special Session, with a particular emphasis on: (i) the best interests of the child, (ii) non-discrimination, (iii) participation, and (iv) a holistic approach as the foundation for children in development. The children’s rights perspective should also be used in dialogue with partner countries.

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<sup>29</sup> *ibid.*

## Spain

*“Protection of and respect for human rights, equal opportunities, participation and the social integration of women, and protection of the most vulnerable groups of society (minors, with special attention given to the exploitation of child labour, refugees, displaced people, returnees, indigenous people and minority groups).”*

Article 7c of the Spanish Law on International Development Co-operation, (AECI, 2000, p. 16, consultants’ translation)

### Overall organisation

Spanish development co-operation has undergone a series of reforms, the most recent of which resulted in a comprehensive law governing development co-operation (1998) and a master plan for 2001-2004. The SECIPI (Secretaría de Estado para la Cooperación Internacional y para Iberoamérica) within the Ministry for Foreign Affairs has overall responsibility for Spanish ODA. The organisational structure of Spanish development co-operation has been characterised by decentralisation and diversity, with many players at many levels involved. These include government ministries, autonomous regions, local authorities and civil society organisations.

### Priority areas

Following the reforms, poverty reduction has become the overarching goal. There is a strong emphasis on areas and goals coinciding with the objectives of Millennium Development Goals, the UN General Assembly Special Session for Children and the World Education Forum in Dakar 26–28 April 2002. The master plan mentioned above and the annual plan for 2001<sup>30</sup> identify the following areas of priority:

- Basic social needs (health, sanitation, education, food security, human resources).
- Infrastructure and private sector development.
- Institutional development, democracy and good governance.
- Environmental protection and the renewable and sustainable exploitation of biodiversity.
- Humanitarian and emergency aid, peace promotion and conflict prevention.
- Science and technology.
- Culture, cultural identity and cross-cultural understanding.
- Education, universal primary education, research and study grants.

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<sup>30</sup> Secretaría de estado para la cooperacion internacional y para Iberoamerica, *Plan Anual de Cooperación Internacional para 2001*, Ministry for Foreign Affairs, Madrid, 2001.

### *Cross-cutting issues*

Poverty reduction is a cross-cutting issue, together with the environment (sustainability) and gender (equality between men and women).

### *Children*

Children form an important target group within most of the priority areas, most notably in education and health.

### *Organisation of a focus on children*

There is no separate department or section responsible for children's issues in the government departments relating to development co-operation.

### *Children's rights based approach*

Children's rights are included in certain projects covering the promotion of civil society as part of human rights in general. Due to the diversity of players in Spanish development assistance, it is relatively difficult to get an overall view of the status of children and children's rights. However, the replies point towards the need to incorporate children's rights into the development policy in the future for the same reasons that are mentioned in policies and policy documents in other member states.

## Sweden

*"...The principles enshrined in the Convention on the Rights of the Child are not limited to isolated sectors. In a children's rights perspective girls and boys are also actors who shall be given the right and the opportunity to participate in the development of society. It is Sida's responsibility to make children and their rights visible in Swedish development co-operation".*

Bo Göranson, Director General, foreword to Birgitta Rubenson's 'The Rights of the Child in Swedish Development Co-operation', Sida 2000.

### Overall organisation

Swedish ODA comes under the Ministry for Foreign Affairs, where there is a specific department for co-operation, development and migration, and the Swedish International Development Co-operation Agency (Sida), which is a separate government agency for development co-operation.

### Priority areas

Swedish development assistance, which has been poverty-oriented since the early 1960s, has poverty reduction as its overarching goal. Poverty reduction is closely linked to six main objectives: (i) economic growth; (ii) independence; (iii) equity; (iv) democracy; (v) protection of the environment; and (vi) gender equality.

### Cross-cutting issues

The environment, gender, HIV/AIDS, conflict, democracy and human rights are cross-cutting themes. The cross-cutting themes are related to a policy of 'mainstreaming'. In this context it means that these issues should form the base for political decision-making and implementation in Swedish development co-operation.

*"The fundamental aims of child oriented development assistance have long been to provide children with the services they need and protect them from the repercussions of poverty, disease, illiteracy and armed conflict... With the United Nations Convention on the Rights of the Child a new, normative instrument came into being. As a result... assistance for children has come to be based on a rights perspective to an ever-growing extent. Children and young people... are regarded as active individuals with rights, rather than solely as a group in need of special protection".*

Maj-Inger Klingwall, Minister for Development Co-operation, 'The Rights of the Child and Swedish Development Co-operation', Regeringskansliet, Ministry for Foreign Affairs, 2001.

## Children

Children and children's rights have formed an integral part of Swedish development policy for a number of years. Sweden was in the lead in the early 1990s concerning incorporating children in national development policies.

At the multilateral level, the Swedish government works closely with UNICEF and is one of its biggest donors. It also has a strong involvement with NGOs, particularly Save the Children Sweden. Both alliances have helped to promote and cement the important focus on mainstreaming children throughout Swedish ODA.

Sweden has published a number of documents dealing specifically with children in development and also carried out assessments and analyses of how children and children's rights can be incorporated into development policies. Both Sida and the Ministry for Foreign Affairs have published documents outlining the rights of children in Swedish development co-operation policy.<sup>31</sup> It is therefore surprising that children and children's rights are not mentioned in some official documents concerning Swedish development policy.

Within some of the sectors, target figures have been set relating specifically for children, e.g. 60% in the social sector, 5% in the human rights sector and 50% of Sweden's support to UNICEF's programme on water and sanitation. Information on budget spending and allocation towards children is not available in overall terms. In specific sectors (such as social sectors) figures are available.

There is specific focus on the girl child, both from a mainstreaming perspective (all activities should be built on a non-discriminatory perspective) and in terms of a number of special actions towards girls.

An evaluation of Sweden's policy towards children was undertaken by the Swedish government in 2001.<sup>32</sup> The result of this evaluation was a programme containing 10 action points to continue the integration of a children's rights perspective into development policy:

- Put children first: place emphasis on the common responsibility for the well-being of the children of the world in international dialogue.
- Listen to children: promote participation of children and young people, and their possibilities to have a say.
- Invest in the future: mobilise extra resources for children and young people.
- Don't exclude anybody: fight discrimination of certain groups of children or vulnerable children.
- A school for everybody.
- Equal opportunities for girls and boys.
- Health for everybody.
- Protect children in armed conflicts.

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31 Ministry for Foreign Affairs Sweden, *The Rights of the Child and Development Co-operation*, Regeringskansliet, Stockholm, September 2001 and Rubenson, Birgitta, *The Rights of the Child in Swedish Development Co-operation*, Sida 2000.

32 Regeringens skrivelse 2001/02:186, *Ett barnrättsperspektiv i internationellt utvecklingsarbete*, Stockholm: Utrikesdepartementet, 2001.

- Fight HIV/AIDS.
- Stop the exploitation of children.

### *Organisation of a focus on children*

There is a focal point regarding children's rights within Sida and several members of staff well acquainted with the rights of children in different sections of Sida.

### *Children's rights based approach*

The government's position is that in Swedish ODA children's rights are incorporated and mainstreamed at policy level and regarded as a cross-cutting issue. This therefore implies that all areas of Swedish development co-operation take children's rights into consideration.<sup>33</sup>

### *Promoting a children's rights focus in EU development policy*

The Swedish government is actively promoting the idea of mainstreaming children in EU development policy. During the Swedish presidency of the EU in 2001 a seminar was held on this issue. According to the Swedish government it pushed very hard for children's rights as a cross-cutting issue to be mainstreamed into all EU development co-operation. The government spokesperson stated that the administration would continue to push this issue and that the issue of children's rights should also relate to other policy areas, such as trade, agriculture, migration – based on the EU Treaty article of coherence.

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<sup>33</sup> The following areas are specified as receiving particular attention concerning the children's rights perspective: human rights and democracy; public administration; health; education; culture and the media; rural development; agriculture, forestry and fisheries; water issues; environment; urbanisation; infrastructure; private sector development; research; particularly vulnerable children; sexually exploited children; children and HIV/AIDS; disabled children; working children; children and institutional care; and children in armed conflict.



## United Kingdom

*“None of us like the idea of children working long hours, especially in unhealthy and dangerous environments. It is a tragedy that 250 million children around the world have to work rather than attend school and enjoy the sort of childhood that is their right.”*

Rt. Hon. Clare Short MP, Secretary of State for International Development, foreword ‘Helping not hurting children: an alternative approach to child labour’, DFID 1999

### Overall organisation

Since the late 1990s, following the change of government, UK development cooperation has been undergoing a series of transformations. The Secretary of State for International Development became a cabinet Minister and leads the Department for International Development (DFID), as an autonomous government department.

### Priority areas

The objective of the UK development programme is the elimination of poverty. In December 2000 the government adopted a White Paper called ‘Eliminating World Poverty: Making Globalisation Work for the Poor’. The International Development Act establishes that the aim of the aid programme is poverty eradication. The focus on poverty reduction also includes a firm commitment towards helping the international community to reach the Millennium Development Goals.

### Children

DFID has produced a number of poverty reduction strategy papers and target strategy papers, including one on child poverty (DFID, 2002), that explicitly links problems of child poverty to the question of children’s rights. According to the government, the incorporation of child-related issues and children’s rights into UK development policy is inextricably linked with the department’s overarching goal of poverty reduction, meaning that a number of children’s issues are addressed in different ways. DFID also assists countries in developing their own poverty reduction strategies, which in principle include issues relating to children.

The following are some of the key areas regarding children covered by DFID programmes:

- Primary education
- Health
- HIV/AIDS
- Child Labour

DFID does not disaggregate its budgetary data in a way that indicates the proportion of assistance that actually reaches and benefits children. It is therefore difficult to assess to what extent children and children's rights are incorporated sector by sector.

DFID works closely together with a number of organisations and NGOs that focus specifically on children. DFID also works closely with UNICEF and with the International Labour Organisation (ILO), which includes support to the International Programme on the Elimination of Child Labour (IPEC).

No evaluation of children in UK development assistance has been undertaken.

*“The UN Convention on the Rights of the Child provides inspiration for the achievement of these [Millennium Development] goals. Meeting these targets will free children from being victims of poverty and allow them to grow into the agents of change for a better world. There is no greater promise we can make to our children than to leave them a world free of poverty.”*

‘Breaking the Cycle of Child Poverty’, DFID, May 2002, p. 3

### ***Organisation of a focus on children***

In DFID, the social development unit acts as the principal focal point for children's issues though they are also addressed through other DFID departments. According to the social development unit, children and youth should be given higher priority in development assistance and should be mainstreamed into development policy.

Child health is a separate unit under DFID's health and population department and focuses mainly on issues related to the under-5s. However, other units, such as that for communicable diseases and sexual and reproductive health, also cover areas that relate to children.

### ***Children's rights based approach***

DFID is trying to improve work in the core mandate areas and to mainstream a children's rights based approach into all of its programming.

## **Conclusions**

A number of areas that are critical to successful incorporation of children's rights in development policy and programming have emerged in the analysis of the policies of member states above. It is evident that the approaches of some member states have a significant impact on the visibility of children's rights in development policy, and that some important lessons can be learnt from them.

The examination also shows there is no single package that, in and of itself, will guarantee a children's rights-based approach to development. For instance, while the Danish government is firmly opposed both to mainstreaming of a children's focus and to children as a cross-cutting issue, the Swedish government is actively promoting the mainstreaming of children and is treating children as a cross-cutting issue. Nevertheless, both have made considerable progress regarding integration of a focus on children into their development co-operation policies. Despite their differences, these two approaches are both based on the understanding that integrating children will not happen without effort and that concrete measures are needed to ensure that children's rights are taken into account in development actions.

A number of important conclusions can be drawn on the basis of the analysis of the EU member states' and Norway's policies to incorporate a child focus in their development work.

### ***Partnership and policy dialogue***

Many member states see 'partnership' as a priority area of their development policies. Sometimes the principle of partnership is seen as a justification for a limited focus on children – as this would not be among the partners' priorities. Many member states' replies in this study imply that a given lack of a child focus is not due to the donor governments but because partnership based agreements with recipient governments have not resulted in children's rights appearing on the agenda of possible development efforts. It seems, therefore, that policy dialogue is an area where the issue of children's rights should be raised far more proactively by governments. The commitment to implement the CRC would imply that governments mutually accept that children's rights are part and parcel of partnership agreements in development.

### ***Budget allocation and monitoring***

The allocation of funds specifically for children, and funding in general, is crucial – as is monitoring of spending. One striking similarity between member states is the lack of a breakdown of figures, which would enable us to assess how much has actually been allocated to children. Moreover, greater transparency in budgets and funding would increase the visibility of children in development efforts. If budgets alone were taken as the point of departure for measuring children's significance in development in EU member states, a negative conclusion would be drawn. The development of a methodology to analyse the targeting of children in general programmes is thus important. On the basis of such a met-

hodology, further efforts could be made for future incorporation of children in budgets and budget accounting.

### *Organisational set up*

The analysis suggests that organisational set up and structure of development co-operation play a decisive role in achieving a development policy with greater focus on children. The pertinent question here seems to be whether there is a focal point, either a person or a department/section/unit, responsible for children's issues, including children's rights. The existence of such a focal point or separate unit contributes to ensuring that children at least get onto the agenda in most contexts, both internally and externally. In countries that have focal points there seems to be an ongoing discussion about how to approach the issue of children in development policy.

In other words, children and children's issues need a 'voice'. Children's issues should, therefore, be institutionally embedded within the organisational structure of development co-operation.

### *Civil society dialogue*

Civil society dialogue and networking among interested agencies and organisations is an area that improves the work concerning children in development. In some member states this has been going on for years between e.g. NGOs, international organisations and national development agencies. The experiences show that networking may serve as a very important tool indeed. However, in other member states this does not take place or used to take place but no longer does. Policy debate, for obvious reasons, seems to be most constructive and consistent in countries in which there is a strong sector of child-oriented NGOs involved in development. Regular consultations between governments and NGOs, specifically regarding children's issues, that have taken place in some countries, or annual tripartite consultations, inviting multilateral partners as well, bring fruitful cross-fertilisation of expertise, policies and experiences. Civil society dialogue should naturally include listening to children, one of the CRC's fundamental principles.

### *Targeting children versus a children's rights based approach*

Most member states' (formal) development policies are giving greater focus to children. Most of the member countries target children directly as the principal basis for achieving a greater focus for children in development. This may be through programmes set up to deal with vulnerable groups of children (such as child soldiers, displaced children, refugee children, etc.). Or it may be by focusing on sectors that particularly benefit children in general, such as (primary) education and basic health.

The specific targeting of groups of children with particular problems and of sectors that are directly beneficial for children is a significant development.

However, it is also important to observe that this does not resolve the question of how children are addressed in the entirety of a country's ODA. Only a few countries have managed to approach this issue constructively. Pioneering states, such as Sweden, Denmark, Norway, the Netherlands and the UK, have developed specific instruments to implement an approach to mainstream children throughout the development programme. The instruments identified in the interviews that promote mainstreaming of a child focus through development co-operation include:

- Commitment to mainstream a children's focus and/or a children's rights-based approach to development.
- Publication of guidelines and action plans on how to incorporate children in general development co-operation activity.
- Creating an organisational set-up that supports orientation towards children and co-ordination of these actions throughout the administration handling development co-operation.
- Training of development staff.
- Co-ordination among competent authorities to get agreement on policy definitions for children in development activity.
- Setting targets for incorporating children and children's rights into specific sectors.
- Ensuring the presence of relevant units dealing with children in development co-operation at meetings on human rights in the foreign affairs ministries.
- Development and introduction of child impact assessments.
- Consultation with children's civil society organisations.
- Including children's rights in policy dialogue (and poverty reduction strategies) with partner countries.
- Including children's rights as an indicator in the criteria catalogue for development co-operation.
- Disaggregating budgetary data to make children visible as a target group.
- Integrating a focus on children in evaluation.

Mainstreaming is not automatically synonymous with a children's rights based approach. A children's rights based approach is a policy that takes the CRC as the basis for all development activity. At present, many EU member states state that their involvement of children in development policy is based on the CRC. This should include a focus on the best interest of the child, non-discrimination, participation and a holistic approach as the foundation for children in development.

The latter implies a serious degree of mainstreaming of the protection of children's rights throughout the whole of a development programme. Alas, in some countries the formal policy of a children's rights based approach is not buttressed with any instruments identified with mainstreaming a holistic approach to children in development. In these countries, children are seen as part of

a human rights policy but there appears to be little evidence of a constructive approach to promote and protect children's rights through development co-operation.

## 5. *The European Community's development aid programme*

### **Introduction**

In the last decade the European Union has actively and constructively engaged in countless international events and initiatives intending to promote and protect the rights of the child. This has helped advance the framework for protecting children's rights. Consequently, the EU must now ensure its policies comply fully with international law and that the principles expressed are respected and promoted.

In this chapter we examine how the European Union has translated this international emphasis on the protection of the rights of the child to its own development policies. The chapter looks at the EC programme, which is implemented by the European Commission. The financial resources of this programme come in part from the EC budget and in part from the European Development Fund (EDF).

The Cotonou Agreement, signed in 2000, and the successor of the Lomé Convention, sets the framework for the inter-governmental co-operation programme between the EU and 78 developing countries of sub-Saharan Africa, the Caribbean and the Pacific (ACP). The programme dates back to the original Treaty of Rome that established the European Community. It concerns an important group of countries, including almost all Least Developed Countries (LDCs).

The other EU programme falls under the European Community budget, which covers aid to regions in Asia, Latin America, southern Africa, the Mediterranean and countries around the Persian Gulf.

This chapter will focus on the policy-making side of EC development co-operation and is divided into two parts. The first part examines whether and how children's rights are integrated into the overall policy framework of development co-operation and into the overarching legal and policy documents that set out the main framework and objectives for EC development co-operation. The second part looks at the translation of the overall policy framework into specific policy for implementing objectives and goals. This section also examines questions concerning the organisation of the various stages of implementation, focusing particularly on programming, monitoring and evaluation and on data collection.

### ***The framework for development policy and children's rights in the EU Treaties***

The Treaty of Rome and the subsequent treaties of Lomé and Yaoundé provided the first legal basis for actions in providing international aid for the EU. Aid to non-associated countries was formally included as an area of competence of the

European Community in 1992 in the Treaty on European Union (TEU). The articles in the TEU defined development co-operation as a competence shared between the European Community and its member states.

Since 1992, the European Community has an 'essential element clause' in all EU agreements with third countries – including the co-operation agreement with African, Caribbean and Pacific (ACP) countries. The essential elements include respect for human rights, democratic principles and the rule of law, and in some instances the principle of good governance. It includes no reference to children's rights.

In the Amsterdam Treaty (1997) the principle that development co-operation should be consistent with the Common Foreign and Security Policy (CFSP) was introduced. The Treaty of Nice (December 2000) advanced the promotion of human rights with the adoption of the non-binding EU Charter of Fundamental Rights. The charter is seen as an instrument to ensure linkage between "the EU's internal and external approaches to human rights".<sup>34</sup> The Nice Treaty further broadened the objective of promoting respect of human rights and fundamental freedoms from development co-operation to all forms of co-operation with third countries (Art. 181bis TEC).

The Treaties contain no reference to children's rights.<sup>35</sup> The EU Charter of Fundamental Rights, however, contains for the first time a reference to the rights of the child in article 24 on the Rights of the Child.<sup>36</sup>

### **Children within the EU budget**

The European budget provides binding definitions of the budget lines it agrees. These are set out in the comments attached to each budget line. Although there appears to be a relatively impressive list of budget lines that refer to children (see annex 2), there is no guarantee that these references will result in an increase in expenditure towards children in practice, even if this ought to be the case.

At present, it is not possible to know or estimate the amount that reaches children directly – as is the case in most EU member states. The Commission does not quantify how much of its aid reaches children in a systematic manner.

The aid provided by the European Community has a poor track record in allocating aid to sectors that directly address children's specific needs. It makes significant contributions to transport but investment in social sectors, especially basic health, education, clean drinking water and sanitation, has attracted much lower EC contributions. Yet these sectors are of primary concern for children as they provide important instruments to equip children to find a way out of poverty.

The quality of aid, and its potential to reach children in ways that measurably improve their lives, depends on an ability to target aid programmes at sec-

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<sup>34</sup> European Commission, Communication from the Commission to the Council and the European Parliament, The European Union's Role in Promoting Human Rights and Democratisation in Third Countries, Brussels, 8 May 2001, COM(2001) 252 final.

<sup>35</sup> Diana Sutton and Mieke Schuurman, *Children are European Citizens too, Children in the EU Treaty*, Euronet, The European Children's network, Brussels, April 2002.

<sup>36</sup> Article 24 is the first reference to the rights of the child in an EU quasi-legal text.



tors which best contribute to poverty eradication. European Commission officials clearly recognise the link between the objective of improving opportunities for children living in poverty, and investment in social sectors. During interviews, many Commission officials referred to the programmes focused on education and health as programmes that target children. In recent years, the European Parliament has decided that resources for support to basic social sectors should be increased to up to 35 % of the budget lines made regionally available to ACP countries through the European Development Fund, and to the countries of Latin America and Asia and Southern Africa through the budget. It is important that mechanisms are put in place to monitor the achievement of these targets.

## **Regulations**

Regulations are legally binding instruments. They define actions agreed in the Community budget. Regulations are of crucial importance as they provide the legal framework for the regional and sectoral budget lines. The following section details how children are referred to in two regulations.

### *Regulation on development and human rights*

The regulation on development and human rights<sup>37</sup> is of crucial importance for setting an EC framework for children's rights-focused development policies, as it provides the overall relationship between development and human rights. The regulation explicitly refers to developing countries but makes little reference to children.<sup>38</sup>

### *Regulation for Asia and Latin America (ALA).*

The 1992 Regulation for Asia and Latin America<sup>39</sup> explicitly states that "special attention shall be given to child protection". However, an evaluation commissioned by the European Commission and focused on implementation of the ALA regulation failed to refer to the article on child protection.<sup>40</sup> In the Commission's recent proposal for a new ALA regulation, no reference is made to children or their specific needs or rights. The Commission justifies this by referring to its Communications on policy – however, there are no specific references to children or to children's rights in these Communications.

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37 Council Regulation (EC) No. 975/1999 of 29 April 1999, laying down the requirements for the implementation of development co-operation operations which contribute to the general objective of developing and consolidating democracy and the rule of law and to that of the respecting human rights and fundamental freedoms. (OJ, L 120, 8.5.1999).

38 It only refers to children in preamble 14, which says: 'Whereas these operations should in particular focus on those discriminated against or suffering from poverty or disadvantage, children, women, refugees, migrants, minorities, displaced persons, indigenous people, prisoners and victims of torture.'

39 ALA: (EEC) No 443/92 of 25 February 1992 on financial and technical assistance to, and economic co-operation with, the developing countries in Asia and Latin America.

40 *Evaluation of ALA Regulation 443/92*, Synthesis Report, Eva – EU Association, May 2002.

## **The Cotonou Agreement**

The Cotonou Agreement refers to children and youth in section 2 under social and human development and article 26 on youth issues.<sup>41</sup> The Cotonou Agreement is accompanied by a compendium of texts on co-operation strategies that is intended to act as detailed reference regarding the objectives, policy orientations and operational guidelines that attach to specific areas of co-operation.<sup>42</sup> The compendium contains an elaboration of thematic and cross-cutting issues but this only includes gender and the environment.<sup>43</sup> There is no reference to children or children's rights. It may be updated according to "the evolving requirements of co-operation".<sup>44</sup>

## **Policy framework for European Community development assistance**

The binding framework of the Treaties and regulations is elaborated in Commission policy documents of a more descriptive and explanatory character. The Commission also presents working documents, annual action plans and annual reports.

### *European Community development co-operation policy*

The Council of Ministers and the European Parliament established the framework for EC development co-operation in 2000 by approving a Commission policy Communication. This provides an important policy framework for all development action, but is not legally binding.

The Communication asserts that poverty eradication is the main objective of development actions. Emphasis is placed on sectors that have an impact on children's well-being such as social services, particularly health and education. It should, however, be noted that this emphasis contains no specific reference to children or children's rights.

Neither children's needs in the development process nor children's rights are recognised in the Communication. Children are only referred to in the context of gender issues. The Communication merely states: "[Gender issues] are even more important if one considers that in many regions women and children are increasingly and disproportionately the victims of poverty." It contains no notion of children as rights holders, and there is no reference to the CRC. It thus

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41 The article sets out that: 'Co-operation shall also support the establishment of a coherent and comprehensive policy for realising the potential of youth so that they are better integrated into society to achieve their full potential. In this context, co-operation shall support policies, measures and operations aimed at: protecting the rights of children and youth, especially those of girls; promoting the skills, energy, innovation and potential of youth in order to enhance their economic, social and cultural opportunities and enlarge their employment opportunities in the productive sector; helping community-based institutions to give children the opportunity to develop their physical, psychological, social and economic potential; and reintegrating into society children in post-conflict situations through rehabilitation programmes.'

42 Provided for in articles 20(3) of the ACP-EC partnership agreement. (Clause 1 of Compendium Text.)

43 'Compendium of Reference Texts to the Partnership Agreement between the African, Caribbean and Pacific states and the European Community and its Member States'. Co-operation strategies, 8/5/2000-en.

44 The reference text may be reviewed, completed and/or amended by the ACP-EU Council of Ministers on the recommendation of the ACP-EU development finance co-operation committee. (clause 2).

fails to recognise children as individuals as defined in the CRC.

The Communication identifies human rights and democracy as a strategic area for development co-operation. The implication of this policy is that human rights should be pursued on their own account. The enhancement of social, economic, political and cultural rights should be mainstreamed.<sup>45</sup> However, there is no specific mention of children's rights in this section.

In its response to the Communication, the Council made specific references to children. It emphasises the need to:

*“... Mainstream cross-cutting concerns comprising the promotion of human rights, equality between men and women, children's rights and the environmental dimension... Those cross-cutting topics are at once objectives in themselves and vital factors in strengthening the impact and sustainability of co-operation.”<sup>46</sup>*

The Council also refers in this context to the availability of reference texts under the framework of the United Nations.

### **European Community policy towards Asia**

The 2001 Commission 'Communication on Europe and Asia' expresses a “strategic framework for an enhanced partnership” with Asia.<sup>47</sup> It also is a non-binding document.

Nevertheless, this Communication is important as most of the world's children affected by poverty live in Asia.<sup>48</sup> All the same, it makes no specific reference to children and when discussing the policy of “mainstreaming human rights and governance” issues, it fails to indicate how this objective will be taken forward. Moreover, there is no recognition that a specific policy to advance the protection of children's rights might be needed in the region.

### **Mainstreaming human rights**

The European Commission's 2001 Communication on the European Union's Role in Promoting Human Rights and Democratisation in Developing Countries<sup>49</sup> identifies mainstreaming as the best approach to advance the EU's role in promoting human rights and democratisation in third countries:

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45 Civil rights are 'forgotten'. Commission of the European Communities, *The European Community's Development Policy. Communication from the Commission to the Council and the European Parliament*, Brussels, Com(2000) final: see also the Address by Vicky Bowman, Member of Commission Patten's cabinet, in: European Union Human Rights Forum, Jointly organised by the French Presidency and the European Commission, Paris Wednesday 13 December 2000.

46 *The European Community Development Policy*. Statement by the Council. 2,304th Council meeting, 12929/00 (Presse 421), 10 November 2000 (art. 20).

47 Commission of the European Communities, *Europe and Asia: Strategic framework for enhanced partnership, Communication from the Commission*, Brussels, 4.9.2001, Com(2001)469 final.

48 Reisen, Mirjam, van, *Tackling Poverty, A Proposal for European Union Aid Reform*, BOND, London, 2002; Reisen, Mirjam, van, *Tackling Poverty in Asia*, BOND, London, 2002.

49 European Commission, *Communication from the Commission to the Council and the European Parliament, The European Union's Role in Promoting Human Rights and Democratisation in Third Countries*, Brussels, 8 May 2001, COM(2001) 252 final.

*“To be effective, respect for human rights and democracy should be an integral, or ‘mainstream’ consideration in all EU external policies. This means including these issues in the planning, design, implementation, and monitoring of policies and programmes, as well as the dialogue pursued with partners both by the Commission and the Council.”<sup>50</sup>*

The EU’s policy of advancing children’s rights is seen in the light of the objective to mainstream human rights through all its external policies, including development and humanitarian assistance. Emphasising this point, the head of the EU delegation to the UN Special Session for Children stated:

*“In implementing our policies we recognise children as a particularly vulnerable group in the overarching policy focus on poverty. Within this framework, mainstreaming of gender aspects and human rights, including rights of the child based on the Convention on the Rights of the Child, are closely linked with our poverty eradication efforts.”<sup>51</sup>*

Three areas where the Commission can be effective are mentioned in the Communication:

- Through promoting coherent and consistent policies in support of human rights and democratisation, especially the Common Foreign and Security Policy.
- Through placing a higher priority on human rights and democratisation in the EU’s relations with third countries and taking a more pro-active approach, in particular by using the opportunities offered by political dialogue, trade and external relations.
- By adopting a more strategic approach to the European Initiative for Democracy and Human Rights (EIHDR) matching programmes and projects in the field with EU commitments on human rights and democracy.

Mainstreaming is also introduced as the way forward to achieve consistency between the Common Foreign and Security Policy and development. Nevertheless, there is still a need to clarify terminology and the definition of mainstreaming and its relation to other concepts. In some documents, mainstreaming is equated with ‘cross-cutting issues’ or ‘horizontal issues’. But in other documents these do not include human rights as outlined in the sections below.

### ***Mainstreaming the rights of the child***

The Commission states that its focus on children’s rights is based on its human rights policy, and therefore that its policy on children’s rights is indirectly derived from its policy to mainstream human rights. This principle has been applied

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<sup>50</sup> *ibid.*

<sup>51</sup> Statement by H.E. John B. Richardson, Head of the Delegation of the European Commission to the United Nations, UN Special Session for Children, New York, May 10, 2002.

to the regional development programmes, the European Initiative for Human Rights and Democracy (EIHRD) and the humanitarian aid programme.

However, the understanding that children's issues are addressed in the context of a human rights perspective does not correspond with the Communication on the European Union's Role in Promoting Human Rights and Democratisation in Developing Countries as this does not actually include any reference to children, their rights and how the EU intends to implement its obligation to protect children's rights. In other words, there is still some contradiction in defining an overall framework for policy to focus development co-operation on children. In this context, an additional problem was identified. The policy looking at promoting children from a rights-based perspective does not reflect the approach applied in the sections of the Commission that implement development policy. In this 'practical' approach children are seen as a target group and "not as a rights-holder", as was consistently reported in the interviews.

*"Children's problems become really visible in crisis countries and only then they are addressed."*

European Commission official

### ***The girl child***

The Commission does explicitly emphasise the importance it attaches to promoting the rights of girls. In its Communication on human rights in third countries it states:

*"The EU also upholds the principle that the human rights of women and the girl child are an inalienable, integral and indivisible part of universal human rights, as reaffirmed in the 1995 Beijing Platform of Action."*<sup>52</sup>

This emphasis, however important, lacks – at this stage – resonance in other legal instruments and policy instruments of the European development co-operation programme. It is apparent that an emphasis on girls does not seem to be embedded in a clearly stated and elaborated framework for addressing children's rights in general.

### ***European Initiative for Human Rights and Democracy***

The promotion of children's rights was one of the priorities of the European Initiative for Human Rights and Democracy (EIHRD) in 2001.<sup>53</sup> During that year children's rights projects formed part of the selection criteria and involved two experts. As a result of this special attention, ten children's projects were funded during 2001.

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<sup>52</sup> European Commission, *ibid*, May 2001, COM(2001) 252 final.

<sup>53</sup> DG External Relations is in charge of the programming of the European Initiative on Democracy and Human Rights. A specific unit in EuropeAid is in charge of the implementation of the programme.

However, for the period 2002–2004 mainstreaming has been identified as the policy for this programme.<sup>54</sup> Focal sectors were reduced from ten to four and, as one official put it: “*Children’s rights were shaved off.*”

The formal policy is now that in all projects, an assessment needs to be made on children’s rights, but it is no longer possible to fund projects dedicated specifically to children’s rights.<sup>55</sup>

According to some of the interviewees, this policy has effectively blocked the funding of projects focused on the protection of children’s rights, even though separate projects might be more effective to address children’s rights.

### **Organisation of a focus on children**

The overall structure of EC development aid is divided between four administrative units: DG Development, in charge of programming of development policy and actions towards ACP countries and southern Africa; DG External Relations, in charge of programming and policy towards third countries and programming of development policy and actions towards Asia, Latin America and the Mediterranean; EuropeAid, in charge of the implementation of projects and programmes towards all developing countries and regions; and ECHO, in charge of policy and implementation of humanitarian assistance and relief operations to all third countries. Two Commissioners, the Commissioner for external relations and the Commissioner for development, head these administrative units.

DG External Relations is in charge of policy-making on human rights, including children. It has no specific section or department dealing with children’s rights, but one official has responsibilities for children’s rights among other tasks. A similar situation exists in DG Development and at ECHO. In both cases, one official deals with children’s rights among other responsibilities.

The officials in the different departments co-ordinate an informal inter-service group on children’s rights, which also includes a representative from DG Trade. This group has its origin in the preparation of the UN Special Session on Children.

Co-ordination between member states takes place through the Human Rights Working Group (COHOM), which consists of members from human rights desks or units in the member states. As yet, it lacks any specific emphasis on children’s rights. It was indicated in interviews that COHOM’s impact could be improved if it also included representatives of the member states’ permanent representations.

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54 UNGASS on Children, 8–10 May 2002, New York, Background Note, EU. Subject: Children in Armed Conflicts.

55 The call for proposals under EIHDR includes the following paragraph: “*The Commission considers that the promotion of gender equality and the rights of women and children are cross-cutting issues, which must be reflected in all the activities its supports. All proposals must, therefore, have a perspective relevant to these issues which will be assessed in the course of the evaluation of application.*”

*“Attention for children and their rights is increasing and children are the main target groups in education and, in a way, also health. However, it is not stated anywhere that children’s rights need to be taken into account in the strategies of DG External Relations, and there is nothing like children’s rights programming.”*

European Commission official

## **Policy debate**

The main instrument for programming EU aid to specific countries or regions is the development of Country and Regional Strategy Papers (CSP/RSP) and National or Regional Indicative Programmes (NIPs/RIPs). EC programming is seen as one of the most important tools for implementing human rights mainstreaming:

*“The adoption of a Community Co-operation Framework for Country Strategy Papers in May 2000... serves as a tool for the Commission itself to take a more coherent and consistent worldwide approach to the promotion of human rights and democratisation, using various financial instruments available... The Country Strategy Papers encourage a systematic approach by requiring an analysis of the situation in each country relating to human rights, democratisation and the rule of law.”<sup>56</sup>*

The Commission staff working paper that provides a framework for country strategy papers<sup>57</sup> identifies the need to include information on democratic participation, human rights and the rule of law. The expectation in terms of a focus on human rights is directed towards civil rights. The analytical section focusing on poverty refers to gender and to the environment – as cross-cutting issues. It does not refer to children; it only identifies the need to look at access to education and health in a general fashion. Promotion of the rights of the child is not explicitly taken into account in the programming exercise as defined by the checklist developed by the Commission.

The staff working paper<sup>58</sup> states that the recipient government should be encouraged to involve civil society in the development of the analysis for country strategy papers. This would provide an opportunity to encourage the consultation of children and children’s organisations in such dialogues, which would be a useful tool relating to the principle of the CRC on participation (article 12). In developing countries, children’s organisations do exist, and many children from both the South and the North were involved in consultations with governments prior to and during the UN Special Session on Children.

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<sup>56</sup> European Commission, *Communication from the Commission to the Council and the European Parliament, The European Union’s Role in Promoting Human Rights and Democratisation in Third Countries*, Brussels, 8 May 2001, COM(2001) 252 final, p. 7.

<sup>57</sup> Commission staff working paper, *Community Co-operation: Framework for country Strategy Papers*, (SEC) 2000-1049; Commission Européenne, DG Développement, *Ligne Directrices pour l’utilisation d’indicateurs dans l’appréciation de la performance-pays*, Bruxelles, mars 2002, DEV/B/2 D(2001).

<sup>58</sup> *ibid* (2000).

*“We take our obligations to listening to boys and girls seriously when considering issues that affect them. We recognise children as active participants in the construction of our societies and perceive the importance of their vision in the formulation of a common future strategy.”*

Statement by H.E. Mr Pío Cabanillas, government of Spain, on behalf of the European Union at the UN Special Session on Children.

### **Concentration of activities**

Country Strategy Papers feed into the National Indicative Programmes (NIPs), which set out specific areas for co-operation between the recipient country and the EC. In recent years the policy has been to focus the programming on two, or at most three, principal sectoral areas identified by, or with, the partner countries. Transport remains an important sector. The importance of education as a sector for co-operation has increased.

Within the Commission there is a perception that the policy of mainstreaming a variety of sectors contradicts a policy of concentration. The Director General of DG Development commented:

*“We have restructured EC-development co-operation, in line with the international understanding. We insist on ownership, we insist on complementarity and co-ordination between donors. Furthermore we have to concentrate on – in general – not more than two sectors per country in order to deliver quality assistance. We have problems in harmonising these principles in our daily practice with heavily pushed sectoral approaches, which are to a certain extent supply-driven and change with the seasons of fashion.”<sup>59</sup>*

In other words, the policy of concentration does not always “sit comfortably with mainstreaming”. Another official from the Commission stated:

*“There is a contradiction related with the idea of mainstreaming. Now we have this new approach: we have to look at human rights, gender, children, conflict prevention, etc. etc. All of these are extremely important. Maybe we have to understand that to work on these issues is important for the success of the other issues, such as road building. At the same time we are living in the time of transparency, financial problems, less people to do the work etc. The answer to this has been concentration and programming. We have more important issues to deal with but more concentration, less capacity to steer the programme and less people. There is a new vision but we have to do more things while concentrating our efforts. More issues and more concentration, with fewer people, these seem contradictory trends. This is not only a problem in the Commission; national administrations are coping with the same problems.”*

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<sup>59</sup> Director General Richelle, quote confirmed 4/11/2002.



At the moment insufficient tools are offered to Commission staff to maintain equilibrium between the principle of mainstreaming children's rights and the EC policies of promoting ownership and concentration of activities. This means that, even though children are identified as a priority area for the EC, there are no instruments to ensure the implementation of this concern with partners.

The analysis of EU member states' policies has identified a number of concrete instruments that will make a policy of mainstreaming children's rights work effectively, even within a policy of concentration. It is important that the EC identifies such instruments to overcome the current contradiction between mainstreaming children's rights on one hand, and concentration of priority areas on the other.

### **Budget support**

The Commission presents budget support as a specific instrument through which it mainstreams children's rights approaches to development. This takes two forms. First, the increasing support to (basic) education is normally embedded in an agreement on macroeconomic support. Second, the protection of human rights, or specifically children's rights, can be included in the context of policy dialogue with respective partner countries.

The increased focus on budget support stems from growing co-operation between the EC and the World Bank.<sup>60</sup> However, Commission staff recognise there are very limited instruments to monitor improvements in the sector and to ensure implementation of agreements as intended. As one Commission official stated:

*“Macroeconomic support is like a double-edged sword. Because when you do everything through macroeconomic support we have less and less control. How do you then manage the increasing number of issues we have to deal with in this new vision?”*

The project identification sheet used for programme resources by way of budget support identifies only a limited range of issues. It does not identify any questions with regards to mainstreaming. Instead it contains a set of questions regarding cross-sectoral aspects of the project that need to be identified. It looks at the following three areas: poverty reduction, gender and environment. Children are not included in this set of questions.

Human rights are not mentioned in projects or country situations. The only general policy features of the country addressed in the project identification relate to agreements with the World Bank and the IMF.<sup>61</sup> Budget support is dependent upon the country's IMF rating. Or, as an official put it:

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<sup>60</sup> Budget support is financial support, which enters directly into the budget of the partner country – on the basis of policy agreements. A growing number of Community programmes are implemented in close collaboration with the World Bank. More generally, Community co-operation relates to whether the recipient country has drawn up agreements with the World Bank and IMF. This is certainly the case for macroeconomic budget support.

<sup>61</sup> The sheet excludes the possibility of not having an agreement, or an agreement in preparation, with the World Bank and IMF.

*“Eligibility of budget support is cleared in advance and in the context of IMF analysis.”*

Budget support is too general an instrument to serve on its own as a tool for mainstreaming children’s rights. More specific instruments are needed to complement budget support and more precise targets and criteria will be required for monitoring how the situation of children in specific areas is promoted. There is a need for programmes that permit a more detailed definition, developed and implemented within a policy dialogue with partner countries, in which children can be more directly targeted. These programmes, called sector-wide approaches, may offer greater possibilities for mainstreaming a focus on children’s rights in EC development co-operation.

### ***Partnership and ownership***

The problems associated with the limitations of mainstreaming children’s rights in EC development co-operation through its focus on budget support, its policy of concentration, and its lack of precise instruments that focus on children are compounded by the Commission’s aim to base its policies on the principle of ‘ownership’ of developing countries. According to the Commission, its partner countries identify other priorities, which do not include children’s rights:

*“The reason why there is a lack of focus is because the target countries do not wish to focus specifically on children.”*

This is a problem, which prompted another official to say:

*“Partnership is beautiful but the real world necessitates a more robust approach.”*

It is clear that mainstreaming of children’s rights can only be advanced if the Commission promotes its approach to partnership and ownership in the recognition that this implies mutual consideration of priorities. In dialogue or negotiations the Commission must seek to promote its own key objectives, including protecting the rights of the child. Moreover, much greater attention must be given to mainstreaming of children in policy dialogue with partner countries, complementing co-operation policies.

### ***Political dialogue***

Political dialogue is becoming an important instrument in the EC foreign and development policy of promoting human rights. In December 2001 the Council adopted a Commission Communication on the EU’s role in promoting human rights and democracy in third countries and established guidelines on human rights dialogue. One of the aims is to “strengthen the coherence and consistency of the European Union’s approach towards human rights dialogue”.<sup>62</sup>

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<sup>62</sup> European Union guidelines on Human Rights Dialogue, Council of the EU, 13 December 2001.

Commission officials recognise that human rights need to be included in each meeting held in the framework of political dialogue “because of the bad results in the Human Rights Committee this year” which in turn requires a “re-evaluation of Human Rights policy” in that “we need to include Human Rights as a matter of course in every meeting.”

Children’s rights could potentially be included as a standard topic in every meeting between the Commission and partner country. This would be feasible because the CRC is the most widely ratified Convention and is supported by the broadest consensus surrounding any international instrument.

### **Project evaluation**

The EC guide for evaluations identifies only two key cross-cutting issues: gender and the environment. There is no reference to human rights or children – except in the context of defining women’s tasks in relation to childcare.<sup>63</sup>

A Commission official explained the situation as follows:

*“Children’s rights are not used as a criterion in the evaluations, and they are not specifically related in any way to children’s rights. Children only come into the evaluations indirectly, for instance in connection with evaluation of education or health programmes. The reason why children’s rights are ignored in the evaluations is that it is difficult [impossible] to integrate guidelines on children’s rights since there are no clear indications from the Commission that they should do so. Children’s rights could come up under human rights, but it should be noted that children never come up when they talk about human rights in general.”*

The legal basis is the only point of departure for defining evaluation criteria. The Commission official said an insufficient legal basis existed for evaluating whether a children’s rights approach had been followed in Commission programmes and projects:

*“All evaluations have to be done from Commission objectives and thus a children’s rights approach would need to be enshrined in a legal document. Without legal impetus there is no way evaluations can take a children’s rights approach into account... Thus, the evaluation unit needs a legal basis or a strong policy instrument that it can refer to when including children’s rights in the evaluation. There is a regulation on gender but not on children, and children could use the same kind of regulation.”*

The success of mainstreaming children’s rights cannot be measured without it being incorporated in the Commission’s evaluation exercises. There is clearly an urgent need for a regulation on children’s rights to ensure that all evaluation

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<sup>63</sup> Commission of the European Communities, *Evaluation in the European Commission, A Guide to the Evaluation Procedures and Structures Currently Operational in the Commission’s External Co-operation Programmes*, Brussels, March 2001.

exercises do incorporate a focus on looking at the impact of activities on children – in line with the guidance of the CRC. It would also be useful if the policy to mainstream children's rights were subject to an independent evaluation exercise.

In terms of data gathering and information, children are invisible in EC development co-operation. There are no specific documents or policy papers to set out the Commission's policies on children. In ECHO, work is undertaken to assemble statistical information on children's projects.<sup>64</sup>

## **Specific programmes**

### ***EU humanitarian aid***

ECHO has implemented a specific campaign on supporting child soldiers, which drew much attention to the specific problems of children in emergency situations.

In 2000 and 2001 ECHO funded a number of specific projects to protect and assist children worldwide to a total of 40 million euro, 4% of ECHO's total budget for those two years.<sup>65</sup> These focused on demobilisation, rehabilitation and reintegration of child soldiers, health and nutrition projects and psychosocial support. ECHO also funded schools in camps for displaced persons. Given that children make up at least half of ECHO's target groups and are among the most vulnerable, the need for proportionate funding focused on children needs to be addressed.

*“Making children a priority in humanitarian assistance is obviously important.”*

Commissioner Nielson in the brochure 'It is time to act', European Commission, 2002

Children are a cross-cutting priority for humanitarian assistance, as set out in ECHO's mid-term plans. According to the Commission, this “is reflected in concrete projects, advocacy work inside the EU and in research aimed at improving the international humanitarian response”.<sup>66</sup> Although there is evidence of political commitment to this new strategy, the capacity to implement the policy seems to be lacking since there is no particular responsibility defined for implementing the mainstreaming policy and for monitoring its success. Moreover, guidelines for implementation of the policy and parameters for success are also absent.

Co-ordination with member states takes place through the Humanitarian Aid Committee (HAC). Some officials indicated that children's rights should be

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<sup>64</sup> Information on projects is taken from the geographic desks. A database was launched in 2001. Aggregate data will be available in 2002/3.

<sup>65</sup> The total budget for 2000 was 491.7 million euro and for 2001 was 543.7 million euro.

<sup>66</sup> UNGASS on Children, 8–10 May 2002, New York, Background Note, EU. Subject: Children in Armed Conflicts.

more regularly discussed in the committee and noted particular interest from Sweden, Denmark, the UK and the Netherlands.

In the interviews we found a wide variety of views concerning the relevance of children's rights in humanitarian aid. Some officials pointed out that children are not specifically referred to in the regulation for Human Rights. It was also argued that, given the nature of humanitarian and emergency relief, specific attention to children was inappropriate.

*“Women and child-focused projects have been implemented by ECHO from the beginning because they are a natural aspect of emergency. This is all left to goodwill.”*

Other officials expressed a clear notion of the relevance of a children's rights approach in humanitarian aid:

*“There are important questions arising from the obligations under the CRC, e.g. the legal implications of sexual abuse in refugee camps or how to incorporate a child focus in peacekeeping missions.”*

Several interviewees expressed the importance of focusing on health and food aid and education for children in emergencies. Some expressed the criticism that the importance of education and a social policy approach in humanitarian aid was absent in the Commission. These interviewees argued that humanitarian aid, in its current format, is focused on infrastructure alone.

Nevertheless, it is worth noting that some recognition of the importance of education in emergency aid is emerging. For instance, a resolution adopted by the European Parliament states that funding for education “must be made available for non-standard development contexts, including national emergencies, conflict situations, refugee camps, or when governments ignore the rights of groups of children”.<sup>67</sup>

In the European Parliament's regulation on education, adopted by the Council, education is seen as “a key component of crisis-related policies and of reconstruction programmes”.

It is important that education as an essential part of emergency aid is translated into ECHO policy. According to Commission staff, more expertise and training of ECHO staff is needed for the successful implementation of such a policy.

### **Basic education**

Much of the political and practical emphasis on children in EU development assistance has centred on the issue of providing primary education. This can be explained by the fact that primary education is the single most explicit sector that relates almost entirely to children.

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<sup>67</sup> European Parliament Resolution A5-0278/2001.

*“According to UNICEF, in total 130 million children, or one in five of the total number of children in developing countries, have no access to primary education. Nearly two-thirds of this total are girls. A further 150 million children will drop out of school before they have the chance to acquire even basic numeracy and literacy skills – again most of them will be girls.”*

European Parliament rapporteur Glenys Kinnock, PE 303.800/DEF.

The right to basic education is recognised as a fundamental right.<sup>68</sup> The 2000 UN Millennium Development Goals also aim to ensure access to basic education for all by 2015 and to close the gender gap by 2005. The UN Special Session on Children included in its commitments:

- Compulsory and free primary education for all by 2015.
- Elimination of gender-based inequalities by 2005
- The introduction of equality in primary and secondary education by 2015.

The European Parliament has adopted a resolution which took its starting point in the universal right to education.<sup>69</sup> Glenys Kinnock, a member of the European Parliament, initiated this report in view of the UN Special Session on Children.

The resolution set out the following priorities:

- Stressing the universal and indivisible nature of human rights, including the right to education.
- Increasing funding for education.
- Universal and free primary education for all, through elimination of barriers of costs and user fees.
- Closing of the gender gap.
- Protection of education and its restoration in conflict and post-conflict periods.
- Need to pay special attention to the impact of HIV/AIDS on education systems and the role education can play in confronting HIV/AIDS vigorously.
- Recognition of the importance of technical education and vocational training.
- The importance of participation of civil society in the development of national education strategies.

The Commission responded with a Communication to the Council and the European Parliament concerning the role of education and training in the con-

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<sup>68</sup> Article 26 of the Universal Declaration of Human Rights and the CRC. This right was emphasised by the Dakar Forum in ‘the framework for action on education for all’ adopted in April 2000.

<sup>69</sup> Rapporteur: Kinnock Glenys, Committee on Development and Co-operation, ‘Own-initiative Report on basic education in developing countries in the context of the United Nations General Assembly Special Session on Children in September 2001’, Committee on Development and Cooperation (basic education in the developing countries, following the UN General Assembly session on children in September 2001). Link to text adopted, A5-0278/2001, PE 303.800/DEF.

text of poverty reduction in developing countries.<sup>70</sup> The purpose of the Communication was to develop a policy framework “which specifies the role that support for education, and in particular basic education, can play in combating poverty”.<sup>71</sup>

In response, the Council adopted a resolution on 30 May 2002 on education and poverty.<sup>72</sup> It underlines important concepts in terms of the relevance of education for children in all situations by saying that education is central to the reduction of poverty, the achievement of sustainable development and the construction of democratic, prosperous societies. The Development Council has produced a number of conclusions and resolutions of some political significance for children’s policy. They apply both to member states and the European Commission but are not legally binding.

Much work still remains to be done to ensure the resolution is translated into policy and legally binding provisions, such as regulations and co-operation agreements.<sup>73</sup> The European Parliament is preparing a new report that will address the need for greater emphasis on education in EC development co-operation.<sup>74</sup>

## Conclusions

While the European Union has contributed to and is actively engaged in many international events aimed at advancing the protection of children’s rights, these commitments have been insufficiently incorporated into policy and guidelines for implementation in the area of development co-operation. It can be concluded that the EC development programme would benefit from a stronger and more consistent approach to the implementation of its obligation to protect children’s rights. The following areas can be identified in which progress in ensuring a children’s rights-based approach in EC development co-operation needs to be achieved:

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70 Commission of the European Communities, *Communication from the Commission on education and training in the context of poverty reduction in developing countries*, Brussels, 06.03.2002, COM(2002) 116 final. Also *Resolution of the Council and Representatives of the governments of the Member States on Education and Poverty*, 30.V.2002, 8958/02(presse 147).

71 *ibid*, p. 6, original emphasis.

72 Commission of the European Communities, *Communication from the Commission on education and training in the context of poverty reduction in developing countries*, Brussels, 06.03.2002, COM(2002) 116 final. Also *Resolution of the Council and Representatives of the governments of the Member States on Education and Poverty*, 30.V.2002, 8958/02(presse 147).

73 According to the evaluation, essential factors for successful education are: a favourable political environment, good governance, ownership of preparation and implementation at local level, flexible programming, technical assistance for institutional change, clear objectives and a link with a single institution. A recent evaluation of EC support to the education sector in ACP countries looked at education in ACP countries from 1990 to 2000 (under the 7th and 8th EDF). It found that only a nominal increase was achieved in the education sector. The evaluation noted that greater investment in education through budget support was possible but emphasised the need to improve the quality of education. To achieve a higher quality it emphasised the use of sector-wide approaches, specifically directed at education, linked to greater support to institutional capacity-building and better donor coordination. The evaluation stressed that sector-wide approaches should only be envisaged under appropriate circumstances – where conditions are right, and that in all other circumstances a project approach should be applied.

74 Rapporteur Van den Berg, Max, *Report on education and training in the context of poverty reduction in developing countries* currently in preparation.

*1. Create a legal base for a children's rights based approach to development.*

The policy on mainstreaming children is insufficiently backed up by European legislation. A regulation on a children's rights approach to development is necessary to create a firm legal base requiring the Commission's compliance because it would be a binding instrument. It is also recommended that the Commission presents a Communication on children's rights in development policy as well as the instruments through which these would be advanced, for debate and approval by formal resolutions in both the Council and the Parliament. This would give greater clarity within the administration of the commitment to a children's rights based approach in EU development co-operation.

*2. Strengthen the organisational set up to enhance coordination, expertise and training. This would ensure more consistency in EC policy regarding promoting children's rights in development.*

A high level post for children's rights should be created in the Commission. This would ensure overall co-ordination. It would also confer greater public visibility of the importance of EC development actions. Moreover, inter-service co-operation needs to be formalised and strengthened within the Commission directorates. Greater co-ordination and exchange of working methods between different parts of the administration that deal with specific aspects of children's rights is necessary. Increased expertise was clearly identified as a need and so was the provision of training.

*3. Develop a double-track policy by implementing a policy of mainstreaming through specific instruments and by identifying which areas of special focus regarding protection of children's rights will actually enhance an overall children's rights based approach.*

Experiences in EU member states clearly demonstrate that mainstreaming complements a target group approach, and a combination of these two approaches would normally strengthen the overall focus on children. It is also clear that mainstreaming is only meaningful if backed by concrete instruments, as outlined in Chapter 4.

*4. A specific focus on the protection of children's rights, and particularly of the girl child, should be introduced in the European Initiative for Human Rights and Democracy (EIHRD) programme.*

The European Initiative for Human Rights and Democracy has a special value in that it aims to strengthen particular sectors of international law. In this programme a special focus on children's rights is needed.



*5. Promote a structured, guided and transparent policy dialogue with partner countries and a consistent approach to ensure that children's rights are protected and promoted in all aspects of EU co-operation.*

The CRC is particularly suited to follow-up in political dialogue on human rights. The guidelines for political dialogue should, therefore, include children's rights as a topic to be discussed at each meeting. Measures should be taken to create greater transparency in terms of topics discussed and the outcome of political dialogue.

*6. Increase budget allocation to promote children's rights, and in particular of the girl child.*

Advancing children's rights is a matter of re-allocating resources and shifting priorities. The European budget and the European Development Fund should reflect much greater priority allocations to sectors that are relevant to children's rights, in particular health and education. The Commission should monitor the implementation of sectoral targets relevant to children – such as the target to allocate 35% of regional budget lines on development to social sectors.

*7. Develop and implement guidelines for child impact assessment.*

Programmes that are not directly targeted at children but aim to promote development should not damage children's interests. The possible impact on children should be examined for all programmes via child impact assessments.

*8. Develop and implement methods for measuring whether children have been targeted by EC development programmes and strengthen the systematic evaluation of all EC programmes in this respect.*

At present it is not possible to ascertain the extent to which children are targeted and reached by EC development activities. This needs to be addressed by disaggregating data and through systematic inclusion of children's rights in all evaluations. An evaluation looking at the efficiency of the EU policy of mainstreaming children is also necessary.

## 6. Conclusions

The UN Convention on the Rights of the Child and specific protocols relating to children's rights have created an important body of international law aiming at the protection of children.<sup>75</sup> The United Nations General Assembly, Special Session on Children created the impetus for greater political priority to be given to children – it is now important that all donors, including the EC, implement commitments made at the session. This report has examined the extent to which children are part of the development policies of nine EU member states, Norway, and of the EU's development policy.

Four approaches were identified as a means of distinguishing different methods for integrating children in development co-operation: child 'blindness'; child focus; a rights-based approach; and a children's rights based approach (see Chapter 3).

Governments of all member states included in the study and the European Community show awareness of the specific problems related to children in development. All demonstrate some specific focus on children in their development co-operation policies.

Most member states and the EC formally base their action towards children on a policy that identifies children as rights holders and in which the CRC is acknowledged as the foundation for activities geared towards children. In some countries, such as Sweden, and in the EC the children's rights-based approach is seen as the same as mainstreaming. In some cases, and this is particularly true for the EC, the objective of mainstreaming is not backed up with specific policy instruments aiming at ensuring integration of children's rights in all programmes. With particular regard to the EC, aims and policy instruments do not allow for a clear direction of how to integrate a children's rights approach in the development programme.

The mismatch of aims and instruments is compounded by an incoherent use of terminology related to the identification of priority areas. In a few EU policy papers, children and/or human rights are identified as cross-cutting issues; in other cases they are not. In some documents other terms, such as priority areas or horizontal issues, are used (though, again, not consistently referring to children's rights). Given this state of affairs it is not surprising that Commission staff themselves are often confused about EC policy towards children. This is evident both from the substance of the interviews with staff and the contradictory statements made by various staff members.

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<sup>75</sup> Other instruments include: the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict', the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, the ILO Convention no. 182 on the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, the 1949 Geneva Conventions, the 1977 Additional Protocols to the Geneva Conventions, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction, and the Rome Statute of the International Criminal Court.

The comparison between member states' policies and those of the EC makes clear that a focus on children and mainstreaming of children's issues are not contradictory approaches.

The notion of a need for mutually reinforcing policies is supported by the observation that particular instruments can be identified that give greater focus to children in development co-operation, as identified in Chapter 4. It is evident that when more of these concrete policy instruments are in place, more mainstreaming of children's rights is achieved.

Mainstreaming can actually be detrimental to achieving a child focus in development if it is not backed up by adequate instruments. For instance, mainstreaming children's rights in the EC's EIHDR programme has resulted in a complete disappearance of any particular activity towards children. Here, mainstreaming meant that projects expressly focusing on the protection of children's rights were no longer eligible for funding.

In the case of EC humanitarian assistance and ECHO, the increased focus on the rights of the child has resulted in a particular campaign focused on child soldiers. The campaign has increased the awareness of children's needs in conflict and emergency situations. However, the lack of adequate attention paid to children's needs (particularly education) in emergency situations demonstrates that target group approaches in themselves are not sufficient to address comprehensively children's problems in developing countries. Promoting the mainstreaming of children's rights in EC humanitarian assistance could greatly assist in addressing children's needs in emergency contexts.

An EC staff member gave clear support to the conclusion that specific action and mainstreaming must go hand in hand. He observed:

*“As regards to mainstreaming of children it can only be really useful if it is combined with specific programmes. Mainstreaming does indeed help, because it puts education and health on the agenda. The mainstreaming of social sector support is a big step in the right direction for children. However, for this to be directly focused on children there would need to be policies that support that.”*

The following instruments have been identified on the basis of the concrete measures for mainstreaming implemented by EU member states, Norway and the EC.

- Commitment to mainstream a child focus and/or to a children's rights based approach to development.
- Publication of guidelines and action plans on how to incorporate children in general development cooperation activity.
- Creating an organisational set up that supports an orientation towards children and coordination of these actions throughout the administration dealing with development co-operation.
- Training of development staff.
- Coordination among competent authorities to get agreement on policies for children in development activity.

- Setting targets for incorporating children and children's rights into specific sectors.
- Ensuring the presence of the relevant units dealing with children in development co-operation in meetings on human rights in foreign affairs Ministries.
- Development and introduction of child impact assessments.
- Consultation with civil society organisations representing children.
- Including children in policy dialogue (and poverty reduction strategies) with partner countries.
- Including children's rights as an indicator in the criteria catalogue for development co-operation.
- Disaggregating budgetary data to make children visible as a target group.
- Integrating a focus on children in evaluations.
- Ensuring adequate co-ordination among various departments and services dealing with development co-operation.

The following table puts together the concrete instruments identified from the comparison of the different administrations. It sets policy commitments against the introduction of instruments designed to put into practice a policy focusing on children. The table clearly shows that some administrations back up their policy intentions with adequate policy instruments. Others, with the stated intention to mainstream a children's rights based approach, lack concrete mechanisms to do this.

The table identified Sweden and the UK as the member states which have implemented most concrete instruments for focusing their development policies on children. In Italy and Spain, formal policy intentions can be identified (and, in Italy's case, have even been published) but no concrete instruments have been put in place to implement the intended policy. The EC also falls within this category.

Table I: Comparison of policy intentions and policy instruments among EU member states, Norway, and the European Community

	Be	De	Fr	Ge	It	NI	No	Sp	Sw	UK	EC
<b>Target group approach to children in development</b>											
Channelling funds for specific children's projects through NGOs	I	I	I	I	I	I	I	I	I	I	I
Information available re programmes specifically targeting children	-	-	-	I	-	I	-	-	I	-	I
Formal policy to mainstream children in development policy	0	0	I	0	-	I	I	0	I	I	I
<b>Use of instruments for mainstreaming</b>											
Commitment to mainstream a children's focus and/or to a children's rights based approach to development	0	0	I	I	-	I	I	-	I	I	I
Publication of guidelines and/or action plans of how to incorporate children in general development co-operation activity	0	I	0	I	I	I	I	0	I	I	0
Creating an organisational set up that supports an orientation towards children and coordination of these actions throughout the administration dealing with development cooperation	I	I	I	I	I	I	I	0	I	I	0
Training of development staff	-	-	-	-	-	-	-	-	-	-	0
Coordination among competent authorities to get agreement on policies for children in development activities	-	I	I	I	-	I	I	I	I	I	I
Setting targets for incorporating children and children's rights in specific sectors	0	-	-	-	0	I	-	-	I	I	0
Ensuring the presence of the relevant units dealing with children in development co-operation in meetings on human rights in the Ministries of Foreign Affairs	-	-	-	-	-	-	-	-	-	-	0
Development and introduction of child impact assessments	-	-	-	-	-	-	-	-	-	-	0
Consultation with children's civil society organisations	I	I	I	I	-	I	I	-	I	I	I
Including children's rights issues in policy dialogue (and poverty reduction strategies) with partner countries	0	0	I	0	0	0	-	-	I	I	0
Including children's rights as an indicator into the criteria catalogue for development cooperation	0	-	0	I	0	0	-	-	I	I	0
Disaggregating budgetary data to make children visible in overall budget	0	-	0	0	0	0	I	0	0	0	0
Integrating focus on children in evaluation	0	-	0	0	0	0	-	0	0	0	0
Formal policy described as a children's rights based approach to development	0	I	I	0	I	I	I	0	I	I	-
Specific attention to the girl child	I	I	I	I	I	I	I	I	I	I	-

- = no information available

0 = not part of policy or implementation

I = in formal policy

Source: Interviews, based on semi-structured questionnaires with officials from the administrations of the EU member states and staff of the European Commission at a number of different levels and the European Parliament. Information from Norway has been obtained from informal talks with a number of people familiar with the Norwegian situation and from official documents from the Norwegian government and from NGOs.

Given its specific character, the EC is not entirely comparable with member states. For this reason, additional proposals were identified for the EC, as outlined in Chapter 5. Here, the following recommendations apply:

- Ensure a legal basis for the focus on and/or mainstreaming of children and a children's rights based approach in development co-operation, particularly in the form of adequate legal regulations.
- Ensure that regulations on development co-operation include specific references to children.
- Ensure specific reference to children's rights in agreements (such as the Cotonou agreement) and in policy papers.
- Adoption of a specific resolution on children's rights in EC development policy by the European Parliament and the Council.
- Regular Communications by the Commission on issues affecting children in development and emergency situations and highlighting actions taken to ensure mainstreaming of children's rights in Commission development policy.
- Ensure specific references and targets for allocations to children in EC budget lines.
- Ensure adequate co-ordination between the European Commission and member states.
- Advance more clearly defined forms of budget support, particularly sector-wide programming.
- Advance the principles of 'partnership' and 'ownership' on the basis of a recognition that this is a mutual process in which the Commission also seeks to promote its own priorities, including the rights of the child.
- Integrate a focus on children's rights throughout the programming exercises, and particularly in the country/regional strategy papers and national/regional indicative programmes.
- Utilise its strength as major donor, and in co-operation with member states, achieve a greater focus on children's rights in multilateral organisations.
- Develop methods for disaggregating information that make visible whether children are reached by the EC programmes or not.
- Include children's rights as a standard topic in political dialogue on human rights with third countries.

All these specific instruments will need to be put in place. They would not only improve a children's rights based approach within the Commission programme but also in member states, since they would strengthen the overall European framework for a joint policy.

## 7. Recommendations

### *Member states and the European Community should introduce tangible instruments to back up a children's rights based approach to development*

1. At present, many EU member states state that their involvement of children's rights in development policy is based on the CRC. This should include a focus on (i) the best interests of the child, (2) non-discrimination, (iii) participation, and (iv) a holistic approach as the foundation for children in development. The latter implies a serious degree of mainstreaming of the protection of children's rights throughout the whole of the development programme.

### *Promoting a consistent legal and policy framework implementing the UN Convention on the Rights of the Child*

2. The European Community should adopt a legal basis to promote children's rights in development co-operation through a specific regulation on a children's rights based approach to development. A regulation is a binding legal instrument in Community law.
3. The member states must incorporate a legal base for promoting children's rights within the EU Treaty at the next Intergovernmental Conference (IGC), to be held in 2004.<sup>76</sup>
4. Regulations on development co-operation should include specific references to action aimed at promoting the rights of the child where appropriate.
5. References to children's rights in relevant budget lines should be strengthened and implemented.
6. The European Commission should ensure that all proposed EU legislation and policy and programmes are fully compatible with the provisions of the UN Convention on the Rights of the Child.
7. EC policy instruments need to introduce consistent language relating to the implementation of the UN Convention on the Rights of the Child. In this task contradictory approaches with regards to 'cross-cutting issues', 'horizontal areas', 'priority areas', and 'mainstreaming' need to be identified and clarified.
8. The Cotonou Agreement Compendium of texts on co-operation strategies should be updated on the basis of the results of UNGASS coupled with specific analysis of problems that children face in ACP countries, particularly related to situations of conflict, poverty, and in light of the HIV/AIDS epidemic.

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<sup>76</sup> Diana Sutton and Mieke Schuurman, *Children are European Citizens too, Children in the EU Treaty*, Euronet, The European Children's network, Brussels, April 2002.

### *Creating a political, institutional and organisation set up promoting the protection of children's rights in the EU*

9. A high level post for children's rights should be created in the Commission. This would ensure overall co-ordination and create a stronger child dimension in the development arena, as well as ensuring greater public visibility for the importance of Community development actions. The post should have a political mandate to put issues on the agenda of European institutions and generate debate. The post should be supported by an administrative section that can ensure policy implementation throughout the various services and co-operate with these services by providing expert knowledge, support, and training, and ensure that child impact assessment takes place in all relevant directorates and services.
10. Specific desks with expertise in children's rights should be established in the various directorates and services of the Commission to ensure a children's rights approach is introduced meaningfully at all levels, from policy preparation to implementation.
11. Internal co-ordination in the Commission external services on children's rights needs to be formalised, institutionalised, expanded and linked to other parts of the Commission that work with children's rights. This should include more regular meetings of the inter-service group and more systematic contact with NGOs.
12. The Human Rights Working Group (COHOM), which consists of members from Human Rights desks or units in the member states, should include a specific emphasis on children's rights. The subgroup on children's rights should become permanent.

### *Strengthening a children's rights based approach to development*

13. Member States should commit themselves to conducting peer reviews on reports sent to the Human Rights Committee. Member states should commit themselves to an approach in which the best recommendations made in the reports form the basis for an EU approach so that EU policy will be based on the best practice of the member states, as agreed at the Paris Forum.<sup>77</sup>

### *Strengthening instruments for monitoring and evaluation*

14. The Commission should set out in its annual report how it has implemented the specific remarks relating to children in the budgetary comments.
15. Each evaluation should pay attention to the specific effects and benefits of projects for children.

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<sup>77</sup> EU Information Directorate, European Union Human Rights Forum, jointly organised by the French Presidency and the European Commission, Paris, 13 December 2000.



16. Methods should be developed for disaggregating information that make it apparent whether children are reached by EC programmes.
17. In recent years the European Parliament has decided that resources for support to basic social sectors should be increased to up to 35% of the budget lines made regionally available to ACP countries through the European Development Fund, and to the countries of Latin America and Asia and Southern Africa through the budget. It is important that mechanisms are put in place to monitor achievement of these targets.
18. Guidelines for child impact assessments should be developed.

#### *Increasing allocation to children and sectors that directly support children*

19. Greater budgetary allocations need to be made to support primary education in development, especially in emergency situations, conflict areas and where there is high incidence of HIV/AIDS. The special needs of girls need to be taken into account and their participation promoted.
20. The Commission must ensure that trade policies are consistent with its obligation to promote children's rights. This is particularly the case for negotiations on services where the aim is to liberalise public services including education. Such initiatives may have potentially devastating effects on the issue of non-discrimination of children's access to education.

#### *Addressing the protection of the rights of the child in political dialogue*

21. A focus on children's rights should be fully integrated into programming exercises, and particularly in country/regional strategy papers, and national/regional indicative programmes.
22. The principles of 'partnership' and 'ownership' should be advanced on the basis of recognition that this is a mutual process in which the Commission also seeks to promote its own priorities, including the rights of the child.
23. Political dialogue between the EU and its partner countries in development co-operation should include children's rights as standard. The guidelines for political dialogue should set out clear benchmarks that include children's rights and that should be backed by international law. These guidelines should also be transparent and subject to verification. The transparency of policy dialogue needs to be improved by publication of reports detailing the substantive issues discussed during political dialogue. These reports should be published on the Internet so they are accessible.
24. The Commission should utilise its strength as major donor and work with member states to obtain greater focus on children's rights in multilateral organisations.

*Introducing a special focus on children in programmes aiming at strengthening the human rights system*

25. The EC EIDHR programme should reintroduce a special focus on the protection of children's rights and the rights of girls.

*Reinforcing a double track approach by connecting mainstreaming of children's rights with specific actions focused on children's rights*

26. Member states and the European Community should promote specific instruments, which will help to mainstream children in development co-operation. These include:

- Stated commitment to mainstream a children's rights focus and/or to a children's rights approach to development.
- Publication of guidelines and action plans on how to incorporate children in general development co-operation activity.
- Creating an organisational set-up that supports an orientation towards children and co-ordination of these actions throughout the administration dealing with development co-operation.
- Training of development staff.
- Co-ordination among competent authorities to secure agreement on policies defining children in development activity.
- Setting targets for incorporating children and children's rights in specific sectors.
- Ensuring the presence of the relevant units dealing with children in development co-operation in meetings on human rights in Foreign Affairs Ministries.
- Development and introduction of child impact assessments.
- Consultation with civil society organisations that represent children.
- Including children in policy dialogue (and poverty reduction strategies) with partner countries.
- Including children's rights as an indicator in the criteria catalogue for development co-operation.
- Disaggregating budgetary data to make children visible as a target group.
- Integrating a focus on children in the evaluation unit of the Commission.
- Ensuring adequate co-ordination among various departments and services dealing with development co-operation.

# Annex I

Official Development Aid (ODA) and ODA/Gross National Income (GNI) for 2000 according to Organisation for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC)

Country	Net ODA (\$m)	Net ODA (EUR m 29/10/02)	ODA/GNI
EU	4,912	5,012.24	
Belgium	820	836.73	0.36
Denmark	1,664	1,697.96	1.06
France	4,105	4,188.78	0.32
Germany	5,030	5,132.65	0.27
Italy	1,376	1,404.08	0.13
Netherlands	3,135	3,198.98	0.84
Norway	1,264	1,289.8	0.80
Spain	1,195	1,219.39	0.22
Sweden	1,799	1,835.71	0.80
United Kingdom	4,501	4,592.86	0.32

# Annex 2

## **Budget lines and children**

The following budget lines have a reference to children in the 2002 budget:

- B7-300 Financial and technical co-operation with Asian developing countries
- B7-301 Political, economic and cultural co-operation with Asian developing countries
- B7-303 Rehabilitation and reconstruction operation in developing countries in Asia
- B7-310 Financial and technical co-operation with Latin American developing countries
- B7-311 Political, economic and cultural co-operation with Latin American developing countries
- B7-313 Rehabilitation and reconstruction operations in developing countries in Latin America
- B7-320 European programme for reconstruction and development (South Africa)
- B7-410 MEDA
- B7-542 Assistance for the democratisation process in the Federal Republic of Yugoslavia
- B7-546 Aid for reconstruction in Kosovo
- B7-600 Community contribution towards schemes concerning developing countries carried out by non-governmental organisations
- B7-624 Integration of children's rights into development co-operation
- B7-6313 Aid for basic education in developing countries
- B7-641 Rehabilitation and reconstruction measures for developing countries, particularly ACP states.
- B7-7010 Development and consolidation of democracy and the rule of law – respect for human rights and fundamental freedoms

# Annex 3

## UN Millennium Development Goals

<b>1. Eradicate extreme poverty and hunger</b>	<ul style="list-style-type: none"> <li>• Reduce by half the proportion of people living on less than a dollar a day</li> <li>• Reduce by half the proportion of people who suffer from hunger</li> </ul>
<b>2. Achieve universal primary education</b>	<ul style="list-style-type: none"> <li>• Ensure that all boys and girls complete a full course of primary schooling</li> </ul>
<b>3. Promote gender equality and empower women</b>	<ul style="list-style-type: none"> <li>• Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015</li> </ul>
<b>4. Reduce child mortality</b>	<ul style="list-style-type: none"> <li>• Reduce by two thirds the mortality rate among children under five</li> </ul>
<b>5. Improve maternal health</b>	<ul style="list-style-type: none"> <li>• Reduce by three quarters the maternal mortality ratio</li> </ul>
<b>6. Combat HIV/AIDS, malaria and other diseases</b>	<ul style="list-style-type: none"> <li>• Halt and begin to reverse the spread of HIV/AIDS</li> <li>• Halt and begin to reverse the incidence of malaria and other major diseases</li> </ul>
<b>7. Ensure environmental sustainability</b>	<ul style="list-style-type: none"> <li>• Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources</li> <li>• Reduce by half the proportion of people without sustainable access to safe drinking water</li> <li>• Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020</li> </ul>
<b>8. Develop a global partnership for development</b>	<ul style="list-style-type: none"> <li>• Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes a commitment to good governance, development and poverty reduction—nationally and internationally</li> <li>• Address the least developed countries' special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction</li> <li>• Address the special needs of landlocked and small island developing States</li> <li>• Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term</li> <li>• In cooperation with the developing countries, develop decent and productive work for youth</li> <li>• In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries</li> <li>• In cooperation with the private sector, make available the benefits of new technologies – especially information and communications technologies</li> </ul>
<b>By the year 2015 all 189 United Nations Member States have pledged to meet the above goals</b>	

# Annex 4

## **Abbreviations**

ACP	Africa, Caribbean and Pacific
ALA	Asia and Latin America programme
CA	Commitment Appropriations
CFSP	Common Foreign and Security Policy
CSP	Country Strategy Paper
DG DEV	DG Development
DG	Directorate General
EC	European Community
ECHO	European Community Humanitarian Programme
EDF	European Development Fund
EEC	European Economic Community
ESCAP	Economic and Social Commission of Asia and the Pacific
EU	European Union
EIHRD	European Initiative for Human Rights and Democracy
HAC	Humanitarian Aid Committee
MEDA	Programme for the Mediterranean third countries
NIP	National Indicative programme
ODA	Official development Assistance
OJ	Official Journal of the European Communities
PA	Payment Appropriations
PDB	Provisional Draft budget
PRSP	Poverty Reduction Strategy Paper

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