



# CHILD PROTECTION SYSTEMS:

MAPPING AND ASSESSING EASTERN AND  
SOUTHERN AFRICA

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## **NEW DIRECTIONS IN CHILD PROTECTION: ADOPTING A SYSTEMS APPROACH IN EASTERN AND SOUTHERN AFRICA**

### **Child Protection Systems in Eastern and Southern Africa**

UNICEF's Eastern and Southern Africa Region ("ESAR") and its partners have been implementing a fundamental change in strategy in their approach to children in need of protection. Decades of global development programming and related aid efforts have done too little to ameliorate the substantial levels of abuse, exploitation, abandonment and neglect of children in the region. Some efforts have focused on stand-alone projects that had limited sustainability after funding ceased, and project design has too often tended to focus on single issues rather than on the holistic needs of children, who face multiple risks. Health, education and social protection systems can improve the protective environment, but none are designed to address protection directly, e.g., when a child is orphaned from HIV/AIDS, drought, war or other causes, or experiences serious physical or sexual violence or exploitation, or is subject to harmful cultural practices, or loses basic rights due to lack of registration at birth. Protection, which has been sometimes viewed as a 'rights' rather than a 'poverty' issue, has generally received inadequate attention when it came to data and information collection, which in turn substantially reduced its visibility as part of a comprehensive development agenda.

Yet, the risks to children in ESAR have been substantial. The region has one of the highest rates of HIV/AIDS, and large numbers of children have lost one or both parents, especially in Lesotho, Namibia, South Africa, Somalia, Swaziland and Zimbabwe. UNICEF/CDC studies on violence against children are yielding highly troubling data – over 70 percent of children in Tanzania report physical abuse, with large numbers also reporting sexual abuse.<sup>1</sup> Harmful cultural practices are common in the region – 36 percent of women 20-24 years old were married before age 18 in the region, with highs of close to 50 percent in Malawi and Mozambique (UNICEF). Child labor has a similar level of prevalence in the region, representing the highest average level in the world. Female genital mutilation and cutting, while gradually declining in incidence, is still prevalent at high levels in some areas.

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<sup>1</sup> [www.cdc.gov/globalhealth/programs/violence.htm](http://www.cdc.gov/globalhealth/programs/violence.htm)

While some progress has been made in certain countries in the policy and legislative frameworks related to children and justice, there is much urgent work to be done around the use of diversion, alternatives to detention, child friendly courts, police and children, children in need of care and protection, and related areas. In addition to the underlying child protection problems in the region, the children of ESAR are also highly vulnerable to the consequences of both the man-made crisis of war and conflict and the natural emergencies of disease, drought and famine... most recently, hundreds of children have been reported abandoned and left for dead on the 'roads of death' in Somalia.<sup>2</sup> The lack of even minimally effective child protection systems greatly exacerbates children's vulnerabilities, and the development of capacity in this area is a pressing priority.

As suggested above, the human, organizational and financial resources that have been mobilized to address ESAR's pressing child protection demands have been far short of what is required. At its best, the development community has aimed to work strategically (e.g., by developing national plans of action for children without parental care), and has also developed projects and programs that represent 'islands of excellence' in a sea of need. However, public sector capacity is minimal in much of the region, constraining efforts to bring promising initiatives to scale or to enhance the sustainability of current efforts.

Recognizing the need to improve the quality, access, and sustainability of child protection services, UNICEF-ESAR has chosen to redirect its resources to strengthening child protection systems, consistent with UNICEF's global strategy and the latest trends in

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<sup>2</sup> <http://af.reuters.com/article/worldNews/idAFTRE76O3BN20110725>

## KEY ESAR ACHIEVEMENTS HIGHLIGHTED IN THIS REPORT

- Development of a clearly articulated approach to child protection systems
- Launching of a strategy and methodology for mapping and assessing systems in eight countries, with efforts nearly complete in most of those countries
- Completion of a fully costed systems strategy in Kenya, aligned with the Government's budget program and highlighting donor priorities
- Development of new and more effective child protection coordination and service delivery mechanisms in the participating countries
- Review of data and information collection efforts that will set a new basis for strengthening monitoring and evaluation systems, thereby improving the visibility of the child protection sector
- Direct contributions to the emerging global agenda on the social welfare workforce, a core component of any child protection system

development economics and practice. The new approach seeks to:

- Clarify and highlight the specific protection risks children face, as distinct from health, education, income, or other risks;
- Accordingly, treat child protection as one of the core human development sectors to be addressed in aid programming, complementing and leveraging the work of other social sectors;
- Support research and diagnostic work that is based on a progressively robust information and data base, drawing initially and intentionally from the Violence Against Children (“VAC”) studies being completed in Swaziland, Tanzania and Kenya, with Zimbabwe and Malawi slated to complete in 2012;
- Map and assess child protection systems, as outlined in much greater detail below; and
- Assist countries to develop and implement costed country strategies to strengthen their child protection systems, linking those to Government programs and highlighting gaps for donor consideration.

Child protection is an essential component of ESAR’s long term equity agenda. Data in some higher income countries suggests that the physical abuse of children (i) is a higher risk in poor households; and (ii) in turn, leads to higher risks that the abused child will be poor later in life, experience poorer academic performance, face lifetime physical and psychological disorders, and/or become involved in criminal activity.<sup>3</sup> In some cases, such as abandonment, the risks to children are substantially higher than those presented by income poverty alone. A child living in a family with subsistence income levels can still draw on some minimal assets, will typically have an extended family and community network, and will in many cases

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<sup>3</sup>There is little data on income and abuse in lower income countries, but the data from the better studied higher income countries is highly suggestive. There are too many studies to list here, but according to the comprehensive National Incidence Study of Child Abuse and Neglect 3 conducted in the U.S. in 2001, children from the lowest income families were 18 times more likely to be sexually abused, almost 56 times more likely to be educationally neglected, and over 22 times more likely to be seriously injured from maltreatment as defined under the Harm Standard than children from the higher income families. See <http://www.healthieryou.com/cabuse.html>. Other studies have shown a particular relationship between income, abuse, and single parent households (see L.M. Berger, “Income, family characteristics, and physical violence toward children”, *Child Abuse and Neglect*, February 2005). In February 2011, the National Society for the Prevention of Cruelty to Children in the U.K. published a comprehensive study showing young adults from lower socio-economic groups and those with separated parents reported significantly higher levels of physical violence, coerced sexual acts, regular verbal aggression and parental lack of care and supervision during childhood (NSPCC, “Child Cruelty in the United Kingdom: An NSPCC Study into Child Abuse and Neglect Over the Last 30 Years”, February 2011.)

receive some measure of care, however resource-limited. A child who is abandoned or exploited is often stripped of all assets, is largely self-reliant, and faces profound daily threats to his or her well-being, often of an extraordinarily abusive nature.

UNICEF's equity dialogue frequently references targeting. There are, broadly speaking, two basic types of targeting that are often outlined when discussing social protection benefit systems: (a) income/means/assets, where eligibility is based on financial resources; or (b) categorical, where eligibility is tied to factors such as individual or household characteristics. While there is little data that would allow us to measure whether child protection services are directed to those with less income or assets, the systems work targets the *category* of children in need of care and protection, and accordingly addresses the particular and complex requirements of this highly vulnerable population, ideally leveraging and complementing the social protection, justice, education and health agendas. *The rights of the child, and the overall welfare and long term socio-economic future of the community and nation, are inter-twined.*

This report outlines the global context that ESAR is operating in with respect to child protection, highlights the programming that has been undertaken to date on child protection systems, outlines lessons learned from the support being provided by Maestral International to map and assess child protection systems in ESAR, and proposes the way forward for the region (that should inform global efforts on systems that are occurring outside of ESAR as well).

## Child Protection Systems: Global Context

A systems orientation to development is increasingly recognized in multilateral and bilateral aid programs, most recently (but not exclusively) reflected in the U.S. Government's first *Quadrennial Diplomacy and Development Review* and the latest drafts of the World Bank's *Social Protection Strategy* under preparation (though not explicitly with reference to child protection issues).<sup>4</sup> The systems approach to child protection was advanced by UNICEF<sup>5</sup> in its 2008 *Child Protection Strategy* and by other international organizations such as Save the Children.<sup>6</sup> The UNICEF *Strategy* defined the child protection system as "the set

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<sup>4</sup>See <http://www.state.gov/s/dmr/qddr/>;  
<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALPROTECTION/0,,contentMDK:22655232~menuPK:7405644~pagePK:148956~piPK:216618~theSitePK:282637,00.html>

<sup>5</sup>UNICEF *Child Protection Strategy*, June 2008.

<sup>6</sup> Save the Children, "Building Rights Based National Child Protection Systems: A Concept Paper to Support Save the Children's Work," mimeograph, 2011.

of laws, policies, regulations and services needed across all social sectors — especially social welfare, education, health, security and justice — to support prevention and response to protection related risks.” [Paragraph 12]. The child protection systems approach has been elaborated to some degree during a meeting of child protection specialists in Bucharest, Romania in June 2008.<sup>7</sup> Further conceptual work was undertaken in a paper prepared for UNICEF by Chapin-Hall.<sup>8</sup> Additional substantial work has been undertaken in West and Central Africa<sup>9</sup>, CEE/CIS<sup>10</sup> and East Asia<sup>11</sup> to further elaborate on and operationalize the concept of a child protection system. UNHCR has also been working intensively on developing a systems approach for emergency contexts.<sup>12</sup> There is an extensive array of material that is supportive of thematic and structural elements of the systems approach, some of which pre-dates UNICEF’s 2008 Strategy.<sup>13</sup> As of the date of this report, a *Policy and Programming Resource Guide for Child Protection Systems Strengthening in Sub-Sahara Africa* has been under preparation, with release targeted for September 2011. The Guide, which is being prepared with support from UNICEF, will be one input for a convening on child protection systems in Sub-Sahara Africa that will involve experts from both ESAR and Western and Central Africa (“WCAR”). Other work is in process on child protection systems in fragile states, with release expected in fall 2011. Development of working paper on what we know about strengthening national child protection systems in Sub-Saharan Africa is underway, and a multi-country learning event on child protection systems in Sub-Saharan Africa is scheduled for March 2012.

Broadly speaking, a child protection system in all of these approaches consists of the legal and policy framework, certain structures, functions and capacities, a process of care (promotion, prevention and response), data and information flows, and resource flows:

- Child protection is analogous to health, social protection and education, addressing its own set of identifiable *goals* (preventing and addressing violence, abuse, abandonment, and exploitation of children) through an array of formal and

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<sup>7</sup>“Summary of Highlights: UNICEF Global Child Protection Systems Mapping Workshop” (Bucharest, Romania: 11-13 June, 2008).

<sup>8</sup>Fred Wulczyn, Deborah Daro, John Fluke, Sara Feldman, Christin Glodek, and Kate Lifanda, “Adapting a Systems Approach to Child Protection: Key Concepts and Considerations” (New York: UNICEF, 2010)

<sup>9</sup>See Child Frontiers, “Research Manual: Child Protection Systems Mapping and Analysis in Western and Central Africa”; the WCARO draft of “Safety, Care, Justice and Inclusion for all Children: A programme and policy framework for child protection in West and Central Africa,” 14 April 2010.

<sup>10</sup> Mapping and assessment is being undertaken as of the date of this report in Kosovo, Uzbekistan and Azerbaijan.

<sup>11</sup>See [http://www.unicef.org/eapro/Protection\\_Toolkit\\_all\\_Parts.pdf](http://www.unicef.org/eapro/Protection_Toolkit_all_Parts.pdf); ‘Community Level Child Protection System Mapping Tool (draft)’, World Vision Asia and Pacific, 2011.

<sup>12</sup> “A Systems Approach to Protecting Children of Concern: A Framework for Child Protection Programming,” 2011.

<sup>13</sup> A few indicative examples include the Global Child Protection Rapid Assessment Toolkit (January 2011); *Changing Minds, Policies and Lives* (UNICEF, World Bank, 2003); “Legislative Reform Initiative: Harmonizing National Legislation with International Human Rights Instruments (UNICEF, 2007); and many other materials on policy, budgeting, standards, monitoring and similar areas.

informal *structures and functions* (ministries, agencies, civil society, donors, multilaterals, etc.);

- To ensure the rights and welfare of the child, policy, legislation and institutions must be coordinated and act in concert *horizontally* across sectors (social protection, health, education, justice, and others) and *vertically* at the national, sub-national and community levels;
- The appropriate public response is to strengthen *national capacity* to manage and administer the child protection system over the long term, improving *coordination* under a common set of goals while strengthening the system's *human resources* and ability to meet *standards* of delivery;
- National capacity must be complemented by *community based approaches* that address the protection needs of the child and community at the 'front lines' of service delivery, with an appropriate *continuum of care* (formal and informal) identified and addressed at this level; and
- Coordinating and increasing governmental and donor financial resources for child protection activities is a necessary part of the agenda in many countries

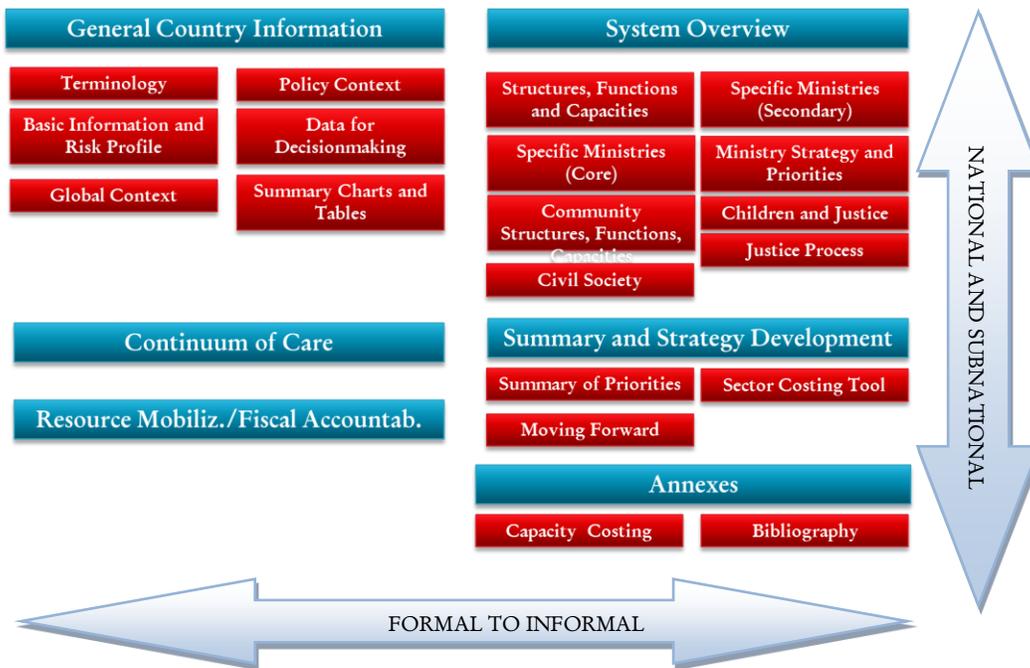
In 2009 and 2010, with the support of UNICEF, Maestral International developed a *Global Toolkit to Map and Assess Child Protection Systems*. The Toolkit covers the global rights regime, policies, data and information, structures, functions and capacities, the continuum of care, finance and budgeting, and downstream programming. This Toolkit was field tested in Bangladesh, Cambodia, Democratic Republic of Congo, Guatemala, Kenya, Kyrgyzstan, and Tunisia. It was revised after extensive consultations with a broad reference group, and is now available (with a Users' Guide) on UNICEF's website in English, with versions expected in French and Portuguese ([http://www.unicef.org/protection/index\\_54229.html](http://www.unicef.org/protection/index_54229.html)). The ultimate objective of the Toolkit is to support the development of country-level comprehensive child protection systems, appropriately structured and resourced. The Toolkit is intended to help users to identify and prioritize actions which will contribute to building an integrated and strengthened child protection system. A successful mapping and assessment should:

- Provide key stakeholders with a clear picture of the structure and functions of the current child protection system;

- Describe the current legal and normative framework, noting strengths as well as outlining the country’s future policy agenda in child protection;
- Highlight the key risks facing children, and prioritize data requirements for monitoring and evaluating child protection in the country; identify additional data needs on less visible themes;
- Drawing on global best practices, assess the capacity of key formal and informal structures (ministries, agencies, partners, communities, etc.) to develop, administer and implement effectively, monitor and evaluate their child protection responsibilities;
- Identify and prioritize opportunities to improve service delivery;
- Bring key players together to develop a program to support the development of the child protection system; and
- Establish the financial and human resources required to implement the program.

The Toolkit consists of 20 inter-related tools organized into sections that include (a) *General Country Information*, which establishes a context within which the system operates including the global legal and policy frameworks, the policy and legislative framework, and the specific risks that children face within a country; (b) *System Overview*, including system structures, functions, capacities, and the children and justice sector, with tools assessing the community context and role of civil society; (c) *Continuum of Care*, which assesses the protective environment, including norms and attitudes; (d) *Resource Mobilization and Fiscal Accountability*, which assesses the human and financial needs of the system and the extent to which these needs are reflected during the budget process, and (e) *Moving Forward on System Development*, which allows users to frame and cost a program to develop the child protection system drawing on the results of the mapping and assessment process. The Toolkit’s structure is highlighted in Figure 1.

Figure 1: Structure of Mapping and Assessment of Child Protection Systems

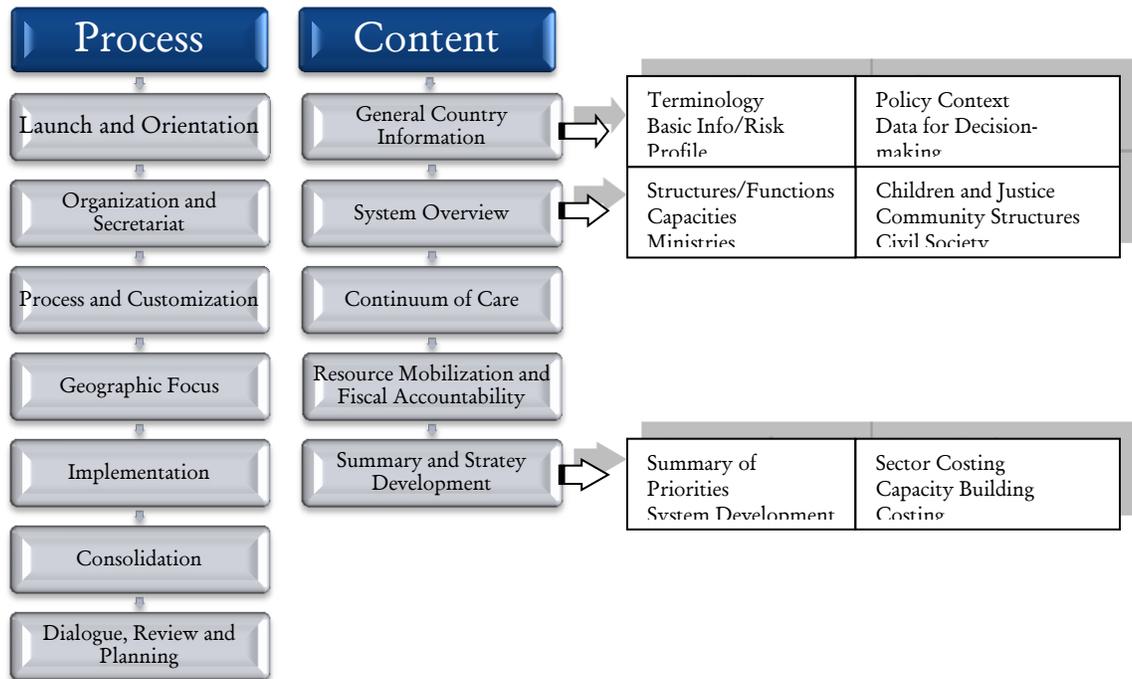


The Toolkit comes in two versions: comprehensive, for most country contexts, and core, for more fragile or emergency contexts. Both are completely customizable (and able to be translated). As seen below, the comprehensive toolkit has been customized for most participating ESAR countries, but the core version is being employed in Somaliland.

The Toolkit also incorporates a recommended approach that draws heavily on stakeholder ownership, to be secured through a broadly representative inter-agency committee or task force to undertake the mapping and assessment, chaired by a high level representative from an appropriate Government agency, and with members from government, development partners, NGOs and civil society, and sub-national authorities. Depending upon the type of information requested in the assigned tools, data collection methods are established. Data collection methods include desk review of existing, key informant interviews, focus groups and case studies analysis. Excel based technical support for data input and management is made available to the group as needed. Completed tools are typically submitted to the Secretariat for review and consolidation.

This is not a data collection exercise, or basic academic research. The ultimate goal is to establish a fully costed and budgeted strategy that governments, key stakeholders, and partner agencies can support to strengthen sustainable systems, based on improved policies, better coordination, clearer information and data, higher quality and access of services, monitoring of standards, and many related areas – all geared towards improving outcomes for children.

Figure 2: Process and Content Dimensions of Mapping and Assessment



The systems approach leverages the substantial increase in policy and legislative work on child protection on the continent, including the development and passage of a number of ‘children’s acts’ addressing child rights and vulnerability. It recognizes the achievements of donor programs and changes in their priorities (e.g., the improvements in access to HIV/AIDS prevention and treatment programs, as well as an increasing emphasis on social protection programs), and complements the data and information that is being derived from recent UNICEF and CDC country studies on violence against children. The systems approach is not occurring in a vacuum, but it does provide a context for describing, harmonizing, prioritizing and undertaking effective child protection work in a more sustainable and effective way.

## ESAR Program to Map and Assess Child Protection Systems

### Overview

Recognizing the need for change outlined above, UNICEF’s Eastern and Southern Africa Regional Office (“ESARO”) moved quickly to embrace advance the child protection systems agenda. During the spring and summer of 2010, ESARO conducted a scan of its country offices to identify opportunities for moving forward with a mapping and assessment exercise. A variety of *ad hoc* national efforts on systems had already been launched prior to

the engagement of Maestral International by UNICEF in August 2010, including Ethiopia and Kenya (under the Toolkit pilot referenced above), and Tanzania. Namibia and Malawi carried out capacity gap analysis of their Ministries of Social Welfare through a UNICEF/USAID partnership. Maestral International's engagement by UNICEF was designed to build on these efforts, while capitalizing on the interest and enthusiasm of a number of country offices and their partners. There was also the intention that a community of practice and a network of shared experience might be developed over the project timeframe.

In the summer of 2010, Maestral International was invited to provide comprehensive technical support to ESARO for child protection systems development in seven selected countries including Angola, Burundi, Ethiopia, Kenya, Malawi, Rwanda, and Zambia. Somaliland was added later during the project period. The core objective of the assignment was to improve programming and resource mobilization for child protection, leading to the development of systems better able to identify, prevent, and respond to the variable and cross-cutting risks that children face. The support was based on the methodologies developed and tested by Maestral International for the Toolkit described above (specific milestones are outlined in the operational section below).

Toolkit orientation workshop: Maestral International conducted an initial Toolkit orientation workshop in Nairobi, Kenya from August 31, 2010 to September 2, 2010. The session was attended by representatives from Angola, Burundi, Ethiopia, Kenya, Kosovo, Malawi, Rwanda, Zambia, UNICEF ESARO, UNICEF TACRO, and UNICEF HQ. The purpose of the orientation was to (i) familiarize the participants with the Toolkit, objectives, and structure and content; (ii) lead the participants through structured hands-on exercises to initiate them on using the Toolkit; and (iii) develop country-specific initial strategies and next steps for undertaking a child protection systems mapping and assessment.

The orientation was structured to begin with a conceptual overview of the child protection systems work to date, which was then followed by a session on the purpose, development, structure and overall content of the Toolkit to Map and Assess Child Protection Systems. UNICEF Kenya provided an overview of Kenya's experience with utilizing an early iteration of the Toolkit. These sessions were followed by group and individual exercises on each of the tools in the Toolkit, with periodic plenary sessions to elicit comments, questions and feedback. The orientation then moved to presentations on the process of mapping and assessing child protection systems, the continuum of care, resource mobilization and programming, as well as the support to be provided by Maestral International. At the request of the participants, an additional special meeting was held on resource mobilization. Finally, country teams were led through an exercise to help them to

begin planning for the mapping and assessment process after their return. A concluding plenary session became an opportunity for each country to present the results of this exercise.

Bilateral meetings and help desk launch: During the initial phase of support, Maestral International held phone calls with the participating UNICEF country teams (often including other stakeholders) on the content of each mapping and assessment exercise, opportunities and constraints, country objectives and logistics, and responsible parties. One member of Maestral International's team was given lead responsibility for each country, with a backup from a second team member, and with overall oversight provided by Maestral International's team leader. A help desk function was established which included e-mail and phone support for each of the participating countries throughout the duration of the assignment. The help desk was available for the following support:

- Assistance with the establishment and monitoring of a time bound implementation plan for each mapping and assessment process;
- Advice on the organization and implementation of the mapping and assessment;
- Advice on the work plan for completing the mapping and assessment;
- Support for Toolkit customization;
- Advice on the five main content areas outlined in Figure 2 above, including the process used to complete those areas, the level of synthesis desired, available technical resources, and related questions;
- Advice on the validation process, and review and comment on the validated Toolkit version, including an assessment of data quality and reliability; and
- Support for the final dialogue, review and planning process, reviewing and commenting on the presentation, feasibility and costing of any proposed downstream programming as well as the future engagement of Government, development partners and other key stakeholders on the findings and implications of the mapping and assessment.

During the program, help desk questions largely focused on, *inter alia*, (i) organization and process of mapping and assessment; (ii) identifying key and secondary ministries and related approaches; (iii) the number and type of communities/localities to map and assess; (iv)

terminology, including country dialogues on key terms; (v) approaches to costing; (vi) research methodologies and how to reflect data gaps; and (vii) costing methodologies.

Webinar: On November 10, 2010, Maestral International led a webinar, with participation from many ESAR countries (some of which were unable to attend the Nairobi orientation), where the overall objectives of child protection systems work were highlighted, key features of the Toolkit presented, and options for next steps outlined. The webinar included a wide ranging discussion, both verbal and written (through the technological interface utilized via UNICEF IT systems). The recorded session and associated presentation are available on UNICEF's website at [http://www.unicef.org/aids/index\\_events.html](http://www.unicef.org/aids/index_events.html).

Yahoo! Group: A Yahoo! Group for the participating ESAR country representatives (and, as it turned out, other interested parties) was set up by Maestral International, and this has become a central repository for information and files related to the mapping and assessment work being undertaken. The Yahoo! Group includes:

- A template developed by Maestral International for Terms of Reference for the task forces, working groups and secretariats to be established for each country exercise;
- Numerous PowerPoint presentations on child protection systems that could be adapted by each country team for their own work;
- Training exercises and agendas for the orientation sessions on the use of the Toolkit;
- A variety of technical reports of relevance; and
- Materials/messages posted by individual country teams.

The group is located at <http://groups.yahoo.com/group/esarcp/>, and is invitation only. Invitations are available by contacting [pgoldman@maestralintl.com](mailto:pgoldman@maestralintl.com). The Yahoo! Group has been largely utilized as a resource forum, and has been heavily utilized to post and retrieve documents, presentations, and reports. It has been occasionally used to update participants, largely by Maestral International, and has not been used as an active forum for regular back and forth communications by members, which tend to be via person to person e-mail.

Country Support: More details are provided below on each specific country. To date, Maestral International has undertaken travel to support the systems agenda to Burundi, Ethiopia, Kenya, Malawi, Rwanda, Somaliland and Zambia. During these visits, the following tasks were accomplished:

- Presentation to key stakeholders on the systems approach, its importance to child protection, and the benefits and goals of the mapping and assessment;
- Orientation of stakeholders on the mapping and assessment, as well as the Toolkit methodology (down to the level of individual tools);
- Provision of advice on the organization and methodology of the mapping and assessment, including the overall organization as well as specific working groups, timing, work planning, etc.;
- Consultation on customization to meet country and sub-national needs;
- Consultation on data and information requirements; methodological support and advice on specific tools;
- Selected meetings with key public sector officials and/or agencies on the systems approach and the goals of the mapping and assessment;
- Selected meetings with development partners, other UN agencies, and/or civil society as above;
- Meetings with UNICEF staff, and especially child protection teams, to link the mapping and assessment to other ongoing efforts;
- Field visits in some countries to assess how the mapping and assessment might address sub-national issues, the informal sector, children and justice, etc.; and
- For one country (Kenya), production of a fully costed strategy for child protection systems strengthening.

A back to office report was submitted to UNICEF after each visit summarizing the findings on the mapping and assessment process, particularly highlighting agreements reached, overall timing and next steps.

Social Welfare Workforce Conference: While not part of this assignment, Maestral International presented on the global agenda and discussed the ESAR systems work at the Social Welfare Workforce Strengthening Conference in Cape Town, South Africa from November 14-18, 2010. This convening was a critical step forward in the dialogue in Africa on the steps required for improving capacity in human resources to protect children, and has resulted in the establishment of an *ad hoc* working group that is working to establish a long standing alliance to provide technical and financial support in this area. If successful, this initiative will be an important contributor to the overall systems agenda.

Child Protection Network Meeting: From May 10-12, 2011, UNICEF's ESARO held a meeting of representatives of its child protection offices from each of its countries. Maestral International presented on child protection systems at that convening, served as a resource to the Region during the various sessions, and engaged in a wide variety of bilateral discussions with country participants on the new systems approach.

### **Country Case Studies: Kenya and Somaliland**

Two case studies have been selected for this report. Kenya is the first and only example of a country that has completed its mapping and assessment, and that has developed a costed strategy. Other countries are not far behind. Somaliland is early in the process, but is highlighted because despite its unique and challenging political and socio-economic context, there is initial evidence of strong counterpart ownership of the systems agenda and important lessons will be learned from the ongoing mapping and assessment process.

#### ***Kenya: Developing the First National Child Protection Systems Strategy***

Kenya's mapping and assessment was completed in December 2010. It represents the findings of a wide range of stakeholders, with participants from line ministries (such as health, education, judiciary, police, and others), NGOs, and civil society, and including consultations with children. It was managed by a task force convened by the National Council of Children's Services ("NCCS") that was chaired by the African Network for Prevention and Protection Against Child Abuse and Neglect ("ANPPCAN"). The mapping and assessment used the Toolkit methodology, and includes:

- Identification of the country's substantial child protection risks;
- An overview of the child rights framework;

- A review of the scope and capacity of the formal and informal systems to prevent and respond to child protection issues, from the national to the community level; and
- An assessment of accountability mechanisms

Kenya's system, as described in the mapping and assessment, includes roles and responsibilities, structures and functions, risks children face, the continuum of care, the information needs of the system and using data to make better decisions, and the roles of civil society and communities. A key element of the system is the respective roles of prevention and response, and how the different sectoral actors in Kenya engage in the continuum of care (see Table 1).

The stakeholders on the Task Force on the mapping and assessment of child protection have reviewed the gaps associated with the above findings. They have outlined and prioritized four key areas of work for strengthening the system through 2015:

- *Strengthening the Legal and Policy Framework for Child Protection:* The objective of this component is to finalize the amendments to the Children's Act aiming to improve the effectiveness of Kenya's child protection system, while also reviewing and harmonizing Kenya's legislation across a range of acts in order to facilitate Kenya's protection efforts;
- *Improving the Organization, Management and Administration of Child Protection:* The objective of this component is to clarify the roles, responsibilities, and partnership of core NCCS and AAC members, including civil society organizations, to enhance the

### Selected Components of Child Protection in Kenya

The mapping and assessment reviewed a wide range of formal and informal components in child protection. Some of these include, *inter alia*:

- **National Council of Children Services:** NCCS helps to coordinate the work of all actors involved in child protection at the national level (public and civil society, health, education, justice, etc.);
- **Area Advisory Councils:** AACs mobilize community actors in child protection (formal and informal), NGOs, and line ministries at the sub-national level
- **Child Protection Centers:** CPCs serve as service providers and referral mechanisms at the County level (esp. legal aid and counseling)
- **District Children's Offices:** Children's Offices serve similar functions to CPCs at the district level
- **Child Friendly Courts:** These provide a child friendly space with specially trained magistrates and staff and with procedures that respect the rights of the child.
- **Child Protection Units:** CPUs provide a child friendly and secure place for children in the police stations.
- **Community and civil society:** Communities have councils of elders who have been particularly engaged in child protection, with some success such as a 2009 and 2010 public declaration by the councils against FGM/C. NGOs support key services such as the child help line and many others.

management and administration of child protection in Kenya, including monitoring and accountability;

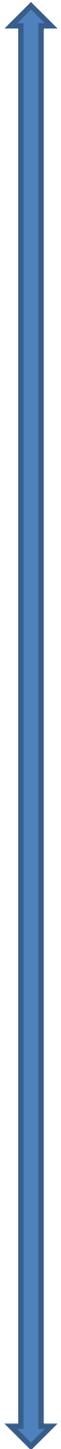
- *Enhancing the Quality and Access of Child Protection Services and Benefits:* The objective of this component is to improve the access to and quality of services and benefits available to families and children in Kenya, and includes the recruitment, retention and training of 450 Children’s Officers to be deployed across Kenya over each of the next three years;
- *Strengthening the Capacity of the Justice System to Respond to Children’s Needs:* The objective of this component is to improve the access to and quality of services provided to children by the justice system, whether a child is a witness, victim, accused/perpetrator, or in need of protection, and includes the development of a child friendly court and police system.

In March 2011, Kenya’s key stakeholders met (with facilitation provided by Maestral International) to develop a downstream program and costing to address these four areas. The meetings included a stakeholders’ workshop attended by various representatives of Kenya’s Working Group as well as a number of meetings with line counterparts, notably including Kenya’s Treasury. The meeting was successful in assisting the Kenyan team to produce a draft program strategy and costing. That strategy incorporates the findings of the four Task Force working groups that were responsible for identifying a strategy and plan for developing the child protection system. The draft strategy and costing were produced under the auspices of the Department for Children’s Services, and will be reviewed and confirmed with key stakeholders, particularly within the broader Ministry and Government of Kenya.

The March meeting initially reviewed Kenya’s Guidelines for preparing its Medium Term Expenditure Framework (2011-2014, “MTEF”), the Ministry of Gender, Children and Social Development’s sub-sector submission, justification and costing for the MTEF, donor contributions to the child protection program, and the proposed activities by the Task Force on the mapping and assessment. The sub-sector MTEF submission is no longer subject to revision, and showed partial consistency with the work of the Task Force, particularly in the sections concerning the establishment of District Children’s Offices and the hiring of more Children’s Officers, who will play a key role in the emerging child protection structure in Kenya. Stakeholders from other sectors besides MGCSD provided assumptions that were used to cost child protection activities under the proposed program.



**Table 1: Kenya's Child Protection System**

	Activity	MoGCSD	Education	Health	Justice and Security	Community, NGOs and Private
 <p>PREVENTION</p> <p>RESPONSE</p>	Cash transfers: OVC	•				
	Birth registration			•		
	Public education and community mobilization for social change	•	•	•	•	•
	Identification of at risk children and families	•	•	•	•	•
	Individual family support mediation, assist with entitlements, service access, legal aid	•	•	•	•	•
	Monitoring and accountability of services (AACs)	•	•	•	•	•
	Best interests determination and gate-keeping procedures	•			•	
	Alternative care: kinship and guardianship, adoption, foster	•				
	Diversion	•			•	
	Identification, reporting, verification of suspected abuse or exploitation	•	•	•	•	•
	Psychosocial support and mental health services	•		•		•
	Sensitive health, police, judicial social work case management, shelter services	•		•	•	
	Tracing, reunification and reintegration	•			•	

Representatives of the four stakeholder groups established a clear specification of activities to be conducted over the next three year MTEF period, eliminating a number of redundant activities across the groups and clarifying the objective and strategy of others. A modest reorganization of the activities was agreed, focusing on the policy/legal dimension, management and administration of the system, access and quality of services, and justice and children. The justice sector might have been incorporated in the other three conceptually, but as it came under a separate MTEF budgeting process, it was agreed that it would be easier for the Government of Kenya to outline justice in a separate component.

Once the stakeholder activities were defined, spreadsheet templates were prepared that highlighted the requested MTEF contribution to child protection, the gap between the request and the amount needed from the budget, and the proposed donor contribution. This was structured to show how the donor contributions would leverage directly the resources being provided by the public sector. Recurrent costs were also outlined when possible.

The stakeholders also met to review the costing, with Maestral International acting as a facilitator. The spreadsheets were designed to allow an interactive costing exercise, whereby the three year costs of specific activities were immediately projected on a screen and apparent to all participants. Some limited algorithms allowed this to be done in a rather accessible way, e.g., with participants focusing on the number of offices or personnel rather than the costs of each, with underlying assumptions immediately showing the projected costs. The underlying unit cost assumptions were discussed and agreed with the stakeholders, but are rather rough estimates.

The approach succeeded extremely well at helping the Task Force to define better the activities it was to undertake, the timing of same, responsible parties, and expected costs. While the figures were based on relatively imprecise assumptions, they appeared roughly in the ballpark, and actual costs will clearly only emerge once the Government begins to implement the child protection program. The strategy paper includes expenditure justifications. It is worth noting that these are about as robust as could be offered, given the current state of the data in Kenya and the inexact budgeting procedures that are being utilized across government. The child protection program includes measures to enhance information collection and management.



Lessons learned from the Kenya program are highlighted in the “Results to Date” section below (see page 32)

## *Somaliland: Systems Work in Challenging Socio-Economic Contexts*

Somaliland has been pursuing the development of structures capable of addressing its extremely high poverty levels and regional instability, while supporting its ambitions to mobilize formal and informal mechanisms to protect its children. It is a unique systems case in that its sovereignty is self-declared, and it has experienced a high degree of autonomy since its declaration of secession from Somalia in 1991. Somaliland's protection services are highly aid dependent, are project-based, and are coordinated with Government programs that have extremely limited resources. There has been a growing recognition over time that a more systematic and coordinated approach might improve the sustainability and effectiveness of services, but no related program has been developed to date in the area of child protection.

Somaliland joined the mapping and assessment program in spring 2011. A stakeholder group was established with UNICEF support, with both formal and informal sector representation, including director level representatives from the Ministry of Justice and the Ministry of Labour and Social Affairs. An orientation and planning mission by Maestral International in May 2011 was successful in (i) reaching a basic understanding on the systemic approach and Toolkit with a wide range of stakeholders in the child protection system of Somaliland; (ii) developing an organization and strategy for downstream implementation of the Toolkit exercise, including recommendations on responsible parties, support needed and milestones; (iii) developing a first draft of a schematic outlining the primary actors involved in child protection in Somaliland at the national, regional, district and village levels; and (iv) providing some limited feedback on Toolkit content that can be used during the initial rounds of customization.

The mapping process is actively underway. UNICEF Somalia has placed a child protection specialist in Hargeisa to assist with the next rounds of the mapping and assessment. There was strong ownership by the Director Generals of MOLS and MOJ, and it was proposed that MOLSA and MOJ coordinate the overall mapping and assessment exercise by convening an inter-agency working group that would include representatives of Government, the development partners, and civil society. The working group will be supported by a national consultant. The deadline for completion recommended by the participants was November 2011.

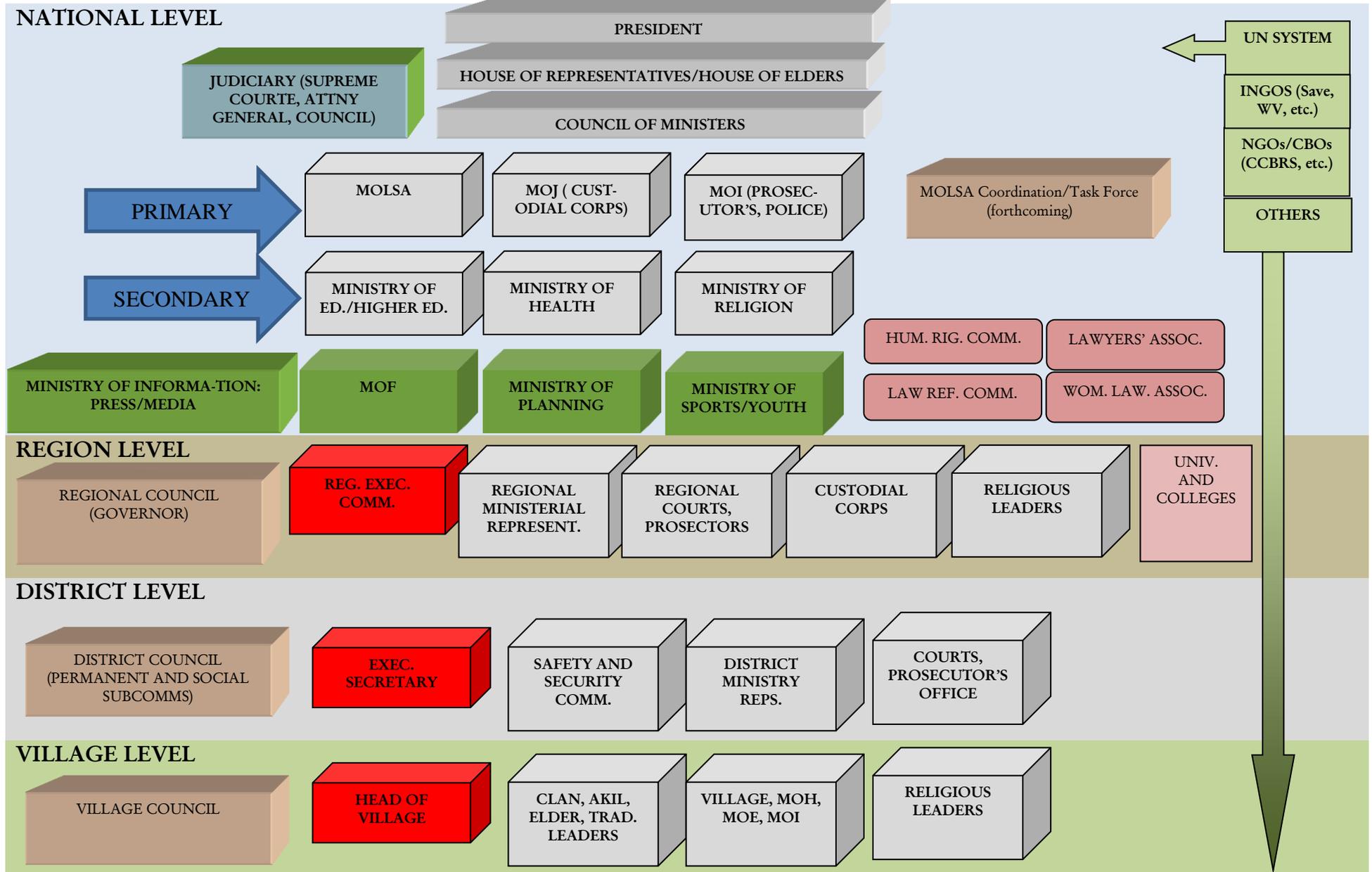
In general, the Maestral International team observed the following preliminary systemic issues during its visit, drawing on the information provided and the consultations at the orientation session:

- Relative to the large number of children in urgent need of protection, the formal sector has a minimum of capacity with respect to its policies, structures, functions, staffing, knowledge, data and information, and related areas, however, there appears to be a strong willingness to conduct an inter-sectoral and multi-stakeholder dialogue on how to develop the system even from these very nascent beginnings;
- While the lack of capacity of the formal sector is an extremely challenging barrier, there are also opportunities to help Somaliland to shape and develop a protection approach as its institutions become more robust in time, that is, there is not the obstacle seen in some countries of highly entrenched and static formal institutions with long standing practices and administrative systems;
- As its institutions develop, albeit slowly, Somaliland will gradually need to reduce its dependency on NGOs for many components of the protection system, indeed, strengthening the quality of its oversight and monitoring (e.g., standards) of this sector;
- The formal system in Somaliland is ‘top heavy,’ with a plethora of actors at the central level, but a deficit of public service provision at the village level, where system responses are mostly either NGO driven or community driven (see attached system chart);
- Somaliland’s policy and legislative agenda on protection immediately and regularly confronts difficult issues pertaining to the rights of the child as expressed in the CRC and other conventions, formal law, customary or traditional law, and religious law, and the Government reports that it is challenged in addressing these issues, e.g., in the drafting of its Family Code (ref. *Situation Analysis on Somaliland’s Family Code*, 2010);<sup>14</sup>

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<sup>14</sup>See [http://www.somalilandlaw.com/Family\\_Code\\_Report\\_2010.pdf](http://www.somalilandlaw.com/Family_Code_Report_2010.pdf)

## SOMALILAND'S CHILD PROTECTION SYSTEM: CORE STRUCTURES



- There is an important need, as the work on Somaliland's systems proceeds, to undertake a thorough review of Somaliland's community based mechanisms, both those that protect children and those that may violate a child's rights, through a very nuanced 'bottom up' approach to examining service delivery, eventually considering the appropriate role of the formal sector in protection at the community level;
- Community protection mechanisms, to the extent possible, might consider inter-sectoral 'one stop shop' models, drawing on whatever available community, NGO/CBO, and formal resources might be present, particularly given limited resources across all sectors;
- There is general awareness of the need for stronger and more effective coordination of child protection activities, for capacity-building and for eventual, though clearly limited in the early stages, improvements in data collection and analysis;
- While not the largest number of vulnerable children, those in need of alternative care, children who are abandoned, and disabled children face the severest of risks, and it would be desirable to examine how the system might serve these particular children;
- Monitoring and evaluation of the system might eventually focus on a variety of measures beyond the traditional thematic ones, from service point indicators (demonstrating increased access to protection services) to sustainability indicators (noting, for example, changes in public and donor financing over time);
- Since data is virtually non-existent on Somaliland's key protection issues open, it will be desirable to identify a very small number of priority indicators that might be realistically collected in this challenging environment; and
- Despite the sensitivity of child protection issues, dialogue and discussion on them are and frank, accompanied by a good understanding both of what has already been achieved and of what still needs to be achieved.

Somaliland clearly demonstrates that a strong UNICEF country team, with close and open relations with its Government counterparts, can undertake rapid and effective systems work even in extremely challenging contexts. While much work remains, they have made striking progress with minimal resources in a very short time. Other fragile states or emergency contexts will inevitably be different, but they should hopefully be able to draw some lessons from this emerging case study in child protection systems.

### **Other Country Experiences: The Process of Mapping and Assessment**

The other countries that are undertaking mapping and assessment work are Angola, Burundi, Ethiopia, Malawi, Rwanda, and Zambia. Progress in each of these countries has differed depending on an array of circumstances on the ground. Several are close to completion as of the date of this report. The following summarizes the experiences of each country to date.

#### *Angola*

Following the orientation workshop in Nairobi, the Angola team elicited the support and commitment from the Director of the National Children’s Council (“NCC”). The Council was eager to assume responsibility for the mapping and assessment process and provided a staff member as well as office space for the project. The UNICEF project consultant worked from the office space provided by the Council.

The relevant documents including the Toolkit and Users’ Guide were translated into Portuguese and country specific adaptations were made to the individual tools contained within the Toolkit. In an effort to gain support and approval from other key partners a meeting was held with the Welfare Minister which contained: (a) background materials prepared in preparation for the meeting ; (b) a conceptual note, explaining the relevance of the mapping and how that can complement and support their current work; and (c) action/work plan: responsibilities and deadlines. Based on these discussions it was suggested that the effort should be linked to ongoing efforts and that this should be coordinated and guided by the NCC.

Following the structure developed for the Kenya mapping and assessment exercise, four working groups were established including (a) justice for children and the legal framework, (b) social services, (c) continuum of care, and (c) civil society. During the initial

3-4 month planning phase the following tasks, and to date the following tasks have been accomplished: (a) sensitization and building of awareness of the importance of the initiative through an initial reflection on the actual situation; (b) identification of the main partner to be the Children's Institute ("INAC") and the assignment of a staff member; (c) identification of the umbrella organization, NCC, which is represented by 18 vice ministries, civil society, children's parliament, community; (d) identification of a network of other partners; and (e) gathering of quantitative data for the Section 1 and other relevant studies/surveys. The Toolkit was once again introduced during the 5th CNAC's Forum, which was held on June 21, 2011. During this meeting, a working/action plan was discussed and responsibilities allocated.

While Government reaction has been positive, it was recommended that the process proceed at a slower pace and with more attention to a number of issues, such as how to address key terms such as 'child abuse.' Initially it was hoped that the mapping and assessment process would have been completed by June 2011, in anticipation of the NCC's biannual meeting in July 2011. The National Institute for Children is now hosting a working meeting of focus groups to complete the qualitative sections of the Toolkit in August 2011. The quantitative sections have been completed, though with limited data availability. Angola is in the process of establishing a child helpline, and the mapping and assessment process has been feeding into that effort – and has also intensified efforts to complete the mapping.

### *Burundi*

The mapping and assessment process in Burundi was initially delayed for a number of reasons. These included the need to translate the Toolkit into French, which was compounded by delays in recruiting national and international consultants and in nominating Steering Committee members. Nevertheless, a considerable effort by UNICEF child protection team members and its consultants led to much of the work being completed by March 2011, with about 20 percent of the Toolkit remaining to be completed. Maestral International launched a review mission in May 2011 and found the work to date to be of high quality, and supported by a variety of reports and briefing materials. All content was produced in French, including PowerPoint presentations.

Burundi held a launch meeting in December 2010, and a representative of the Vice Presidency was in attendance, signaling high level Government support for the systems work. It has established a Steering Committee and six working groups for the systems mapping and assessment. Each group, including the Steering Committee, included members of

government, civil society and NGOs. The entire process has been fully owned by the Government, particularly the two Director-Generals of the Ministry of Solidarity who have been closely involved in this work.

Currently, a number of areas are being addressed, including some statistical anomalies, refinement of the country's list of 'core' child protection indicators, some further analysis on the optimal coordination mechanism and clarification on lead roles and responsibilities in child protection, and a refinement of system priorities. The costing has not yet been undertaken by Burundi.

Preliminary analysis of the data collected in Burundi suggests:

- There is a considerable amount of child protection related legislation, but a general lack of implementation measures and regulations;
- Much (though not all) of that legislation is in conformity with international treaties and instruments;
- There is no national institution responsible for the coordination and supervision of child protection, with child protection actions largely thematic and dependent on external financing;
- There are a number of inter-ministerial committees set up to address specific child protection issues (such as OVCs, child labor and justice): each is housed in a different Ministry and the effectiveness of coordination could be improved;
- There is a critical shortage of financial resources and qualified personnel, especially social workers;
- There are few (if any) preventive and protective services for children and no systems to identify and support children at risk;
- Residential institutions are proliferating in Burundi, most of which are private initiatives that are not subject to an effective system of standards or supervision;
- Strengthening of the children and justice sector is a critical priority; and

- More work is needed to address the areas where traditional knowledge, attitudes and practices can be harmful to the rights of the child.

Next steps in Burundi include reaching final consensus on the findings of the mapping and assessment and drafting a short overview document summarizing those findings. This work should be completed by July 2011, and will then be reviewed by government counterparts, UNICEF colleagues and Maestral International. A meeting of the Steering Committee to review and adopt the Toolkit and the summary is planned for late July, to be followed by a workshop to ratify the document with members of the working groups, donors, the University of Burundi and other stakeholders and partners. In August 2011, work will begin on developing the overall strategy for strengthening the system.

### *Ethiopia*

Ethiopia launched its mapping and assessment in March 2011. The orientation focused on (i) elaborating the concept of child protection systems with key stakeholders, who had already been organized into a Working Group representing members of Government, development partners and civil society; (ii) sensitizing the Working Group on the use of the Global Toolkit to Map and Assess Child Protection Systems through an array of ‘hands-on’ exercises; (iii) agreeing on a downstream organization for the mapping and assessment work, including the formation of technical sub-groups organized around the Toolkit’s five core areas; and (iv) establishing a time bound implementation plan.

Roughly forty participants attended the convening, representing a wide array of organizations and agencies. The State Minister of the Ministry of Women, Children and Youth Affairs opened the session, and provided a strong endorsement for a systems approach to child protection. Presentations and discussion followed on the systemic approach and the use of the Toolkit. These focused on core themes and messaging, as well as the overall structure of the Toolkit, and set the stage for the exercises that followed.

Substantial time was devoted to hands on exercises, but with a particular focus on eliciting proposals on customization of the Toolkit to address the Ethiopian context. After each training session, ideas for customization were elicited. These were collected by UNICEF and subsequently collated. Initial attempts at a more open ended discussion on customization were less successful than subsequent, more structured conversations using specific Toolkit sections as a basis for discussion. The convening took place against the backdrop of significant changes occurring in the Ministry of Women, Children and Youth Affairs, with a key counterpart unable to attend the second day due to a reported change in her personnel

status. The session on organization and next steps was accordingly undertaken in her absence, but still involved a very large array of stakeholders, many quite engaged.

During the session on organization, it was agreed that the Ministry of Women, Children and Youth Affairs should chair the Working Group, but the Ministry of Finance and Economic Development might invited as co-chair. If that was not possible, an alternative co-chair might be the Ministry of Justice. Members of the five technical sub-working groups were agreed, with a chair appointed for each. A list of those groups is attached. Terms of Reference for the Working Group were also reviewed.

The group agreed on a time-bound implementation plan for the mapping and assessment work, which will be supported by a Secretariat. Terms of Reference for the Secretariat were also reviewed. UNICEF will be following up to support the establishment of the Secretariat. The implementation plan initially targeted a May 2011 completion, but this is being pushed back to fall 2011. The UNICEF Ethiopia team notes that in the Ethiopia context, progress has actually been extremely encouraging despite this delay, particularly in light of the broader crisis related to the current drought situation.

### *Malawi*

Malawi launched its mapping and assessment enthusiastically and with strong Government commitment. The National Steering Committee on OVC/Child Protection (“NSC”) will oversee the mapping and assessment exercise, chaired by the Ministry of Gender, Children and Community Services (“MGCCS”). Maestral International conducted an orientation from January 25-27, 2011, to assist Malawi to organize and implement the work, and it was attended by representatives of MGCCS, UNICEF, the Supreme Court, other Government ministries, and international and national NGOs. Manolo Cabran, an international consultant, is the focal point of the initiative.

The orientation included an overview of the systems approach, which was followed by the establishment of working groups that conducted hands on exercises. Plenaries focused on areas where the Toolkit might be customized for Malawi, and Terms of Reference were reviewed and agreed for the working groups. Areas for customization included sections in the terminology tool, data for decision making, the justice process, community structures, and demand side interventions. Areas that were discussed included:

- Agreement to move beyond the MGCCS’s initial interest in focusing on the Child Care Protection and Justice Act (“CCPJA”), with a broader child protection

system reform to be developed, sequenced and costed. A TOR was subsequently developed for Developing Child Protection System Costing in Malawi;

- The need to re-convene the defunct NSC to undertake this work; and
- The need to engage all 28 districts in the country.

To date, statistical data have been collected, relevant documents for desk review have been analyzed, and data collection plans for the future have been organized. A workshop has been held to identify the informants for the next round of data collection, and primary and secondary sources have been classified. Group meetings are occurring on the civil society, children and justice, and continuum of care tools. Field missions in six districts are also being conducted, chosen by their geographic and socio-economic characteristics to ensure an appropriate diversity of views. The data collection will be complete by August 20, 2011. Malawi is scheduling a National Technical Working Group on Child Protection to present the findings and validate the data on August 29-30. The final report is scheduled to be completed by September 30, 2011.

In parallel, a draft program for capacity development of the child protection system is under preparation as of the date of this report, and it covers a broad array of stakeholders drawing on the capacity development framework that was developed by UNDP. A costing specialist is also being retained to assist with reviewing the resource allocations and gaps for the system strategy that is emerging in Malawi. The Malawi team has also focused intensively on incorporating child participation in its work on the mapping and assessment, and has highlighted a variety of potential enhancements for the next iteration of the global Toolkit.

### *Rwanda*

In the fall of 2010, Rwanda established a Working Group on the Toolkit to Map and Assess the Child Protection System of Rwanda. The Working Group includes representatives of the Ministry of Gender and Family Promotion (“MGFP”), ten other government ministries, nine international and three national NGOs, two UN agencies and UNICEF, and two external consultants from the Development Advisory Group who were selected to serve as the Secretariat for the mapping and assessment exercise. One initial activity entailed translating the Toolkit into French (this version was later shared with the Burundi team).

In January 2011, an orientation was conducted providing an overview of the systems approach, and working groups engaged in hands on exercises. Each working group was based

on the actual working groups that would be carrying out the mapping and assessment work in Rwanda. A plenary session was held after each session to discuss and agree on Toolkit customization. The agreed customization covered areas with the terminology, policy context, ministry and justice mappings, community structures and civil society, and continuum of care.

Subsequently, each working group agreed on Terms of Reference for its activities, as well as for the Secretariat. However, progress on the mapping and assessment has been slow relative to other participating countries. The following issues have been identified:

- The MGFP has initially focused on creating a database of NGOs operating within Rwanda; a draft of that database was delivered to MGFP separately, which may encourage the MGFP to support broader the mapping and assessment process;
- Better coordination between the MGFP and other ministries is needed, and a high level inter-agency Task Force should be convened to strengthen Government commitment;
- The UNICEF team determined in spring 2011 that the Secretariat was not operating in accordance with standards, and terminated its work on this assignment; and
- Relative to other countries, support within UNICEF Rwanda for the systems agenda was strong in the child protection team, but lackluster outside of the team.

UNICEF's child protection team has been pro-active in addressing these issues. The working groups are in place and have been trained. Human resources to guide the process are being mobilized. UNICEF Rwanda has initiated a process for hiring a national consultant to take up the Secretariat role, and Maestral International will be supporting a mission in September 2011 to help to put the work program back on track.

## *Zambia*

In the fall of 2010, Zambia established a Technical Working Group on the Toolkit to Map and Assess the Child Protection System of Zambia, chaired by the Director of Child Protection within the Ministry of Sport, Youth and Child Development (“MSYCD”). The Working Group included representatives from each of Zambia’s nine provinces, the Ministry of Community Development and Social Services (“MCDSS”), CHIN, and Save the Children. Zambia also established a Secretariat, and appointed its Director, Mulenga Kapwepwe. Subsequently a team from CHIN has become the Secretariat for the implementation of the mapping and assessment activities. The Ministry of Sport, Youth and Child Development will continue to have a leadership and convening role.

An orientation on the Toolkit and methodology was conducted from December 6-8, 2010, and included support by Maestral International. After sessions on the systems approach and the Toolkit approach and content, a series of working groups were formed to conduct hands on exercises on the Toolkit. Plenary sessions were conducted to gather feedback on each Tool, with a particular focus on opportunities for customization of the Toolkit for Zambia. Key recommendations on modifications were agreed such as to change the language in Tool 2c (i) [Children and Justice] from formal/informal to statutory and customary law. Some issues, such as landmines, were removed from the Toolkit.

Several issues have been identified in Zambia with respect to its child protection system:

- The MSYCD and CDSS both play central roles in child protection in Zambia, and consideration should be given to having each Ministry co-direct the Task Force;
- The Ministry of Finance should be invited on the Task Force to increase the chance of adequate governmental financial support for the systems work; and
- Parliament is considering legislation for a Zambian Council for Children, which would coordinate children’s issues in the country. This would be an important step forward for coordinating policies and programs for children.

As of this report, the field work for the mapping and assessment is almost complete, and two validation workshops will be held by the end of July 2011. Maestral will provide desk support to review the the data that has been gathered and the reports that have been produced. The final strategy and costing will be produced subsequent to the validation.

## Operational Summary

This program was supported under an institutional contract dated July 5, 2010 (SSA/KENB/2010/00000935 -0). Funding was provided by UNICEF, US-AID's Displaced Children and Orphan's Fund, the Danish Government, and Irish Aid. The initial deliverables were:

- Terms of reference completed for country resource persons to lead the process of implementation of the Toolkit;
- Design and lead an orientation session in August 2010 on implementation of the Toolkit process.
- Visits to the selected countries to support implementation of the mapping and assessment of child protection, and to develop their internal capacity to undertake the mapping & assessment, and provision of specific country support;
- Presentation of the process of developing and applying the Toolkit at the ESAR Child Protection Network meeting in September 2010;
- Documentation of the process of applying the Toolkit in ESAR; and
- Organization and implementation of a workshop to highlight lessons learned and opportunities moving forward.

On May 5, 2011, the SSA was amended by mutual agreement between UNICEF and Maestral International (SSA/KENB/2010/00000935 -1), largely as a result of a realignment of participating ESAR countries based on country status and readiness, as well as changes in the timing of the network meeting. The changes were marginal, and included an extension to June 30, 2011.

Travel costs were based on actual expenses incurred, and were handled in accordance with UNICEF policies and procedures, including subsistence allowance provisions. ESARO coordinated the travel under this SSA, though this was deemed overly cumbersome by many of the involved parties. Country teams incurred variable additional costs for (i) international and national consultants to support the secretariat; (ii) convenings; and (iii) in Rwanda, Toolkit translation.

Maestral International's team reported to ESARO's OVC specialist in its Child Protection Section. The oversight was both professional and collegial. Both sides worked diligently to keep the program moving forward, maintaining an appropriate level of flexibility in the face of changing country circumstances, but always keeping within the agreed program objectives.

## Results to Date and Outstanding Issues



In less than a year of active implementation, UNICEF ESARO has expended modest resources to achieve a major shift in direction for its child protection program. The Regional activities supported under this assignment have helped UNICEF teams and their many partners to understand, conceptualize, and articulate the systems approach. Child protection in most of the participating countries is increasingly becoming a part of the development agenda and dialogue, especially in those countries that have completed or are near completion of the mapping and assessment process. Most notably, there are significant efforts underway to improve coordination, and many countries have been working intensively on identifying their data and information requirements and on improving child consultation and participation.

### *Lessons from Kenya*

Kenya, which was the first to complete the mapping and assessment process, is emblematic of many of the opportunities that this new approach can provide to other participating countries. *In essence, it is pursuing a structural reform agenda.* Some key aspects other successful mappings can possibly anticipate include, *inter alia*:

- *More clearly defined roles and responsibilities:* The mapping process included a thorough review of the horizontal (cross-sectoral) dimensions of the child protection system, and vertical (from national to village) roles and responsibilities. Lead ministerial roles were discussed, debated, and in some key cases, resolved. The mapping has addressed the

role of the cross sectoral NCCS, and its mandate to establish AACs at the district, divisional and location-specific levels with the (general) mandate to plan, finance, coordinate and monitor/evaluate all child welfare activities, noting the need to address the territorial-administrative reform under the new constitutional provisions, and noting that the functions of the AACs differ by level.

- *Improved policy framework:* The mapping identified a variety of needed amendments to the Children’s Act, and has outlined a process to secure stakeholder commitment to the necessary changes. It also identified inconsistencies between legislation that will need resolution, e.g., between the Marriage, Employment, and Children’s Acts.
- *Expanding access to higher quality services:* The new strategy will include significant budgetary commitments to expand the overall number and deployment of Children’s Officers across the country. These officials play a key role, alongside many other key stakeholders and the AACs, in preventing and responding to protection issues. While it is impossible to evaluate a program that is just being launched, a rough estimate suggests that up to four times the current number of children being served by these officers (around 400,000) might be served if the projected number of officers is deployed. Kenya’s expansion of its network of child friendly courts and police child protection units will further enhance the protection of children. While much more remains to be done, these are notable steps forward, and consistent with the priorities that have been established for the country.
- *Better use of limited resources with less duplication:* As noted, the program was costed in a manner that was fully in accord with the country’s budgetary procedures and Medium Term Expenditure Framework. The design of the costing sought to leverage both public and external (donor) resources. During the costing exercise, a range of duplicative efforts were harmonized.
- *Donor interest:* While it is too early to state whether the program will lead to new donor commitments for child protection, early reports from the UNICEF team suggest that interest is very high, with a number of areas for direct support under discussion, including potential support for deploying more Children’s Officers.
- *Clearer role of child protection within the development agenda:* This child protection program has been coordinating with the social sectors, especially education, health, justice and social protection. It was decided that overall coordination would be the responsibility of MGCSD. The child protection stakeholders have in particular been

intensively consulted on the country's cash transfer program to OVCs, and the Department of Children's Services is actively involved in monitoring that program, which is being provided with World Bank support. Dialogue and cooperation appears strong between the justice and police agencies and the MGCSD.

- *Improved monitoring and evaluation:* The UNICEF team is following up on the results of the mapping and assessment to strengthen the monitoring and evaluation system for child protection, including development of a new management information system for relevant public authorities. They are also looking closely at the results that are emerging from the forthcoming UNICEF/CDC VAC study on the country.
- *Importance of UNICEF's role:* UNICEF's support to this entire mapping exercise has been outstanding. It focused on providing technical support, while encouraging the maximum level of stakeholder coordination and ownership. UNICEF Kenya's experience might be held out as a model to other countries (not just in Kenya) considering child protection systems work. This includes UNICEF offices which may not have the capacity or experience of UNICEF Kenya.

Overall, Kenya has formulated an impressive program for strengthening its child protection system. It should be evaluated for what it has set out to do in light of its highly limited capacity, rather than what it has chosen to defer to later periods. The Kenyan team of stakeholders should also be commended for articulating, for the first time, a coherent vision in child protection with a supporting strategy. UNICEF Kenya has actively aligned its program with the systems agenda, and it will be important to evaluate the results over the three year MTEF timeframe. One important issue was the length of the process, which took over a year, substantially longer than the timeline initially outlined for the mapping and assessment.

### *Overall Assessment and Other Lessons Learned*

The initial program had assumed that all participating countries would have completed their mapping and assessment within a year. This proved overly optimistic. One initial assumption was that country offices would have arranged a travel schedule for the assignment by mid-July 2010. Most participating countries were simply unable or unprepared to launch on such short notice. Similarly, in each case, the stakeholders would have been sensitized to the mapping and assessment, and a suitable organizational structure established such as a task force or working group, and including a secretariat prior to Maestral International's first visit. As it turned out, in most cases Maestral International was called upon to visit prior to the establishment of these organizational structures, to assist with the stakeholder dialogue on the

systems approach and to discuss options for moving forward with the mapping and assessment exercise.

While the systems agenda has faced the normal development challenges – procurement delays, changes in local personnel, weak counterpart capacity, and others – ESAR has made significant and notable progress, and there is clear momentum moving forward. Current rates of progress suggest that of the countries assisted under the initial SSA, Burundi, Ethiopia, Malawi and Zambia will be well advanced in their mapping and assessment work, and Angola, Rwanda and Somaliland will be at an early to intermediate point. Strong interest in launching a mapping and assessment has been expressed by numerous other ESAR countries.

Other areas that will be addressed in future work include:

- *Child protection within UNICEF's country agenda:* At times, UNICEF country child protection teams have faced a lack of understanding or commitment to the systems agenda from their colleagues. At other times, support has been strong. It is important that UNICEF HQ and ESARO continue to work to expose country teams to the systems agenda to secure their support as needed, as they can play critical roles in guiding and informing the dialogue with government officials and other stakeholders.
- *Political will:* Unsurprisingly, political will has been a key determinant of progress in mapping and assessing systems. Where it has been weak or tepid, local teams have tried to network to leverage one another's voices, and have worked persistently to explain the likely benefits of a systemic approach. Where counterpart will is lacking, more upfront work will be needed to establish the strongest possible Government relationships and buy-in.
- *Timing of orientation visits:* Some country teams chose to delay orientation visits until well into the process. Angola chose to defer a visit to the validation stage, but is still only at a mid-point in its mapping and assessment. Maestral International might be better deployed early in the process to help country teams to mobilize their work programs more effectively.
- *Task force:* It is extremely difficult to have a country create de novo an interagency Task Force at the ministerial level to focus exclusively on the mapping and assessment exercise. It is more effective (when possible) to use an existing high level interagency Task Force (or equivalent) that would add the mapping and assessment exercise to its existing portfolio. To increase the chance of adequate governmental financial support

for the mapping and assessment exercise, a representative of the Ministry of Finance might be invited to participate on the Task Force. In several countries two ministries play central roles in child protection. Consideration should be given to having the Task Force be co-directed by a senior member of each ministry in countries where leadership in child welfare is shared.

- *Working groups:* Each of the Technical Working Groups in the various countries developed a plan for the completion of milestones for the mapping and assessment exercise. It would be useful for the Working Group also to develop a detailed work plan that identifies the timeframe for various sub-activities such as when the Excel/data expert will be hired, when data for the various tools will be gathered, and when the Task Force will meet. The Technical Working Groups need a person or persons with a range of skills to coordinate and carry out the activities of the working groups. These skills include group facilitation, data collection, access to governmental and non-governmental sources of information, facility with Excel, analysis of the findings and completion of a report for the mapping and assessment exercise. This position is key to the successful completion of the mapping and assessment exercise. Each Working Group in each of the countries generally had members from government, civil society and NGOs. However, the level of participation of each sector varied. Additional work should be provided to increase the participation of representatives from government.
- *External consultants:* Countries had mixed experiences with hiring additional external international consultants. As Maestral International's support is already available, the focus might typically (depending on context) be on retaining national consultants who are able to support the work of the Secretariat. This would also allow the launch process to move forward more efficiently. It should be noted that international consultants have played a positive role in some countries.
- *Costing:* The costing exercise requires additional expertise than generally found in the Working Groups. Developing a TOR and contracting with a financial consultant would facilitate the process, as was done in Malawi.
- *Scope:* Disagreements exist within some countries regarding whether the mapping, assessment and costing exercise should be one the one hand for a specific part of the child protection system (e.g. justice) or for specific piece of legislation, or on the other hand for an overview of the entire child protection system in the country. It is recommended that the exercise in some cases might be grounded in the specific,

existing needs of the country such as costing a piece of legislation or strengthening one sector of child protection such as justice, but that the broader mapping and assessment exercise be conducted regardless.

- *Fragile/vulnerable contexts:* In countries such as Somaliland, since data are virtually non-existent on key protection issues, it will be desirable to identify a very small number of priority indicators that might be realistically collected in this challenging environment. The Toolkit should be modified in other areas to accommodate the empirical situation of these countries.
- *Toolkit modifications:* Beyond customization, ESAR countries suggested helpful changes to the Toolkit that might be incorporated into the global version. These included a number of minor technical adjustments, but also substantive feedback on larger Toolkit areas, such as in the community questionnaire and in the children and justice sections. These changes are actively being introduced into the Toolkit, and Maestral International will discuss with UNICEF HQ a process for eventually posting an updated Toolkit on its website.

## Moving the System's Agenda Forward

Overall, ESAR's program to date has been highly successful *in promoting structural reforms* as it has been based on:

- A clear *articulation* of what child protection systems are, how they are distinct from other systems (such as health and education), why they are a crucial component of the equity agenda in reaching the most vulnerable children in a holistic and effective way, and how key decision makers and stakeholders might be approached to engage in this agenda;
- Employment of *technical* tools and materials (including the Toolkit) that are easily used, include a wide array of resources for the user, are customizable by country or subregion, and that manage and present information in accessible ways;
- Implementation of regional and national *orientations and trainings* on child protection systems and mapping tools that are clearly structured and presented, modified to suit each country context, designed to transfer technical capacity to the users, and that are highly participatory in content and approach;

- Accordingly, development of a growing network of development practitioners and stakeholders working in the system's area;
- Development and dissemination of model approaches, TOR templates, PowerPoints, and training guides that are easily taken and adapted by country teams to their circumstances;
- Country level work that is based on the specific context and capacity relevant to child protection activities; and
- A high degree of *flexibility* in adapting Maestral International's engagement to regional and national/local circumstances in terms of activity timing, delivery, content, and scope (e.g., the addition of new countries and activities as agreed with UNICEF).

The next phase of support will focus on the following, and will draw (only in part) on support to be provided under a new SSA that was executed by UNICEF and Maestral International on June 30, 2011:

- On the **regional** and **global** level, work will continue to the protection systems approach, drawing on the lessons being learned in ESAR and elsewhere. A September 2011 ESAR/WCAR convening of experts on child protection systems will be conducted to bring highlight what has been working, to outline common obstacles and ways of working around them, and to highlight areas where different systems approaches might be better harmonized. Maestral International will prepare a technical paper on child protection system's strengthening, and regional webinars on related issues will be conducted. A global conference on child protection systems is also being organized for spring 2012, which will include not only Africa, but lessons being learned in CEE/CIS, Asia and other regions as well. Maestral International continues to liaise with the *ad hoc* working group on development of a global Social Welfare Workforce Alliance;
- **Monitoring and evaluation** efforts in ESAR are being launched, with a focus on violence against children within the framework of overall child protection systems. Maestral International's team will work with ESAR's Monitoring and Evaluation Reference Group ("E-MERG") on key data and information priorities and gaps identified through the mapping and assessment efforts; (ii) identify institutional weaknesses in monitoring systems that need to be addressed through well designed, feasible and clearly articulated development plans; and (iii) support the E-MERG's

contribution to the global Child Protection Monitoring and Evaluation Reference Group;

- **Consolidation and completion** of mapping and assessment, including costed strategies, will take place in the countries outlined above (Angola, Burundi, Ethiopia, Kenya, Malawi, Rwanda, Somaliland and Zambia). Maestral International will continue providing technical support to these countries, with the nature of that support depending on the current status of their mapping and assessment. Particular effort will be devoted to reviewing Angola and Rwanda, to assess whether new approaches are necessary to facilitate the implementation of their mapping and assessments.
- Particular attention will be focuses on **Kenya's implementation of its new strategy**, including mobilization of Government and donor resources, monitoring and evaluation;
- **New systems work will be launched** in a wide range of other interested ESAR countries, including Botswana, Eritrea, Mozambique, Namibia (building on prior work), South Sudan, Swaziland and Zimbabwe;
- A **model investment case** for child protection systems will be developed based on 'state of the art' knowledge and the emerging case studies on systems and costing from ESAR and elsewhere, as well as other technical materials;
- **New training materials** will be developed for mapping and assessment, and will include a completed Toolkit for a hypothetical country; and
- A **conceptual framework** will be developed to strengthen child protection systems, utilizing the cross-cutting approach that has been developed through the systems work to date, and working through a select group of experts (U.N. agencies, multilaterals, bilaterals, academic institutions, NGOs and other civil society representatives). The concept will be coordinated with other ESARO initiatives, such as the Violence Against Children work in the Region.

If progress has not been uniform in ESAR, it has still been consistently in a strong and positive forward direction, and in a highly encouraging way given the challenging structural reforms that are being advanced. The fact that so many countries are actively talking about child protection systems is a significant achievement in its own right. National strategies will

additionally be challenged by broader macro-economic, political, governance, territorial-administrative, and related areas, and will need to account for local knowledge, attitudes and practices. In this sense, the new child protection systems agenda is, in fact, no different than any other development sector. Ultimately, we will know that this agenda is effective if more children are being served through cross-cutting, more effective and sustainable services – which we also know simply not occur through the older, project based approaches. The mappings and assessments will, however, give us useful baseline data for downstream evaluation of this program.