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# **Child Protection Programme Strategy and Programming Process**

**Sawon Hong  
Richard Bridle**

East Asia and the Pacific Regional Office  
UNICEF  
Bangkok

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## **Acronyms**

AIDS	acquired immunodeficiency syndrome
CRC	Convention on the Rights of the Child
EAP	East Asia and the Pacific
EAPRO	East Asia and Pacific Regional Office, UNICEF
HIV	human immunodeficiency virus
HRBAP	human rights-based approach to programming
IPU	Inter-Parliamentary Union
IYC	International Year of the Child
MTSP	Medium-Term Strategic Plan
NGO	non-government organization
PEF	Protective Environment Framework
UN	United Nations
UNICEF	United Nations Children's Fund

## **I. Introduction**

### **A. Background**

To the United Nations Children's Fund (UNICEF), child protection is defined as "strengthening of country environments, capacities and responses to prevent and protect children from violence, exploitation, abuse, neglect and the effects of conflict." (UNICEF, 2005b: 7)<sup>2</sup> Each one of these persists as threats throughout the life of a child and poses major obstacles to their survival and development, in addition to being human rights violations. Along with the damage done to children, failure to mitigate or eliminate these causes of children's problems also affects the social fabric of societies that tolerate them. (IPU and UNICEF, 2004: 9) "What is often unacknowledged is the cumulative toll that child exploitation can exert upon a society's social and economic development. Because exploitation can keep a child out of school, in poor health and subject to physical and psychological abuse, it robs children of their chance to fulfil their potential. Multiplied many times over, it robs a society of its potential for development," (UNICEF, 2003a:8), not to mention its very moral grounding. The goal<sup>3</sup> of child protection programmes is to reduce children's vulnerability to these negative, even devastating, experiences.

### **B. Aims of this paper**

This paper represents the outcome of a consultative process involving child protection officers throughout the region. It builds on ongoing and earlier work at the global level, including that around the development of the Medium-Term Strategic Plan (MTSP), the Protective Environment Framework (PEF) and the situation of child protection in the context of the Millennium Declaration and Development Goals.

Its intention is to outline the key elements of a programming strategy to achieve greater impact in addressing child protection issues.

It focuses on strategic issues, offering a conceptual framework to help clarify concepts and relationships between key elements and form the analytical basis for programming. The programming strategy is the basis for choosing the most strategic options and interventions to address child protection problems.

As an internal document, the paper presumes readers will have a basic knowledge of child protection issues, concepts and language. It was developed by and for UNICEF staff, without close involvement of other stakeholders.<sup>4</sup>

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<sup>2</sup> This definition of 'protection' is not entirely synonymous with that used, for instance, when referring to protection of refugees and displaced persons. In these cases protection is to be afforded with regard to the full gamut of civil, political, economic, social and cultural rights from which these persons are deprived as a result of their displacement. Understanding this distinction is important in inter-agency coordination, for instance, during humanitarian crises.

<sup>3</sup> 'Goal' refers to the cumulative ultimate outcome of programming by all partners to the programme. It is usually not the direct attributable outcome of UNICEF cooperation alone.

<sup>4</sup> This does not preclude the need to present and discuss our major strategic approaches with these key stakeholders. While essential to do so, experience shows that it is not easy to communicate strategic concepts and procedures with those outside one's own agency. Although the UNICEF child protection programme elements may be readily understandable internally, they do not necessarily permit non-UNICEF partners to grasp what UNICEF actually does, and why. To make these concepts easier to explain to 'outsiders', we need to link these key programming areas to specific issues. Precisely how to go about this needs further discussion among child protection project officers,

While this is an essential first step in the programming process, it will be equally essential to create a companion paper that offers practical programming guidelines and suggestions, primarily to assist field staff. These programming guidelines should be developed later by those closer to the country programming environment. The East Asia and Pacific Regional Office (EAPRO) would facilitate this process. These forthcoming programming guidelines should make liberal use of country models and cases as well as examples of approaches that worked and even those that failed to work as expected.

After introducing the programme context in Section II, we set forth in Section III a conceptual framework in an effort to clarify the complex web of child protection factors and their relationships. Section IV focuses on developing programme implementation strategies.

## **II. The Child Protection Situation**

### **A. The problem and related issues**

UNICEF estimates that millions of children across the globe are victims of exploitation, abuse or violence each year. (UNICEF, 2003a: 2) Although global estimates of numbers of children affected in various categories of circumstances should be treated with caution, they are still useful to suggest the magnitude of the problem. Some of the factors known to contribute to these problems include poverty, lack of awareness of a problem, emergency and conflict situations, negative family and socio-economic situations, HIV or AIDS, serious forms of disparity and discrimination. Added to these are the paucity and weakness of existing protective systems in many countries. Depending on the situation, each of these factors may actually contribute to the problem or just be a manifestation of it, or both.

### **B. Current programme experience**

In recognition of these problems, expanded efforts have been made at both the global and national levels since the International Year of the Child (IYC) in 1979, which led to increased awareness and concern about vulnerable children. Some of the approaches and results of IYC efforts have been more successful than others. Positive results include: the development of international standards (see Annex), various UN studies<sup>5</sup> for advocacy purposes and continuing efforts by activist groups and media to desensitize taboos and change public opinion. Thanks to these efforts, child protection concerns, even the most sensitive of them, have become increasingly recognized.

Despite efforts made by UNICEF and its partners to tackle child protection issues, these programmes still suffer from serious constraints. Some of these relate to the relative youth and complexity of child protection programmes and our comparative lack of experience, as opposed, for instance, to the significant body of well-documented experience in health and education programmes. Although many projects have been carried out and although field experience is being accumulated, this information has not been systematically analysed, nor have

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communication colleagues and others. Some may wish to have assistance in 'packaging' the UNICEF rationale and these concepts into an easy-to-follow short document as the basis for presentations and for local discussions.

<sup>5</sup> Examples include the *Impact of Armed Conflict on Children* by Graça Machel and the *World Report on Violence Against Children* by Paulo Sérgio Pinheiro.

the data/information been sufficiently converted into lessons learned or otherwise fed back into the policy and programming process. In addition, the field of child protection has not yet fully developed or adopted standard frameworks, methodologies or tools needed to support more effective implementation and monitoring.

For these reasons — and despite the noticeable progress made in the field over the past two decades — child protection remains an emerging discipline, constrained by the lack of carefully examined empirical evidence. Enormous gaps still exist between international conventions, national laws and national and international standards and what children experience every day. Even where policies, laws and regulations exist at the country level, they are frequently not well implemented or are not implemented at all. Thus, the issues of national and societal commitment and capacity are often crucial missing elements.

To complicate things further, child protection programmes encounter problems beyond the laws, official policies and their implementation. For example, despite continuing efforts, a large proportion of parents and teachers in the world still think that hitting, spanking, pulling hair or otherwise harming children is an appropriate form of child discipline. Such issues of needed social change are among the most intractable in all of development.

### **C. UNICEF's response**

UNICEF has long recognized the value of orienting its country agendas in terms of systemic change. This is entirely consistent with its human rights-based approach to programming (HRBAP) and the principles and standards enunciated in the Convention on the Rights of the Child (CRC).

Child protection is one of five focus areas of UNICEF's MTSP for 2006-2009,<sup>6</sup> as it was one of the five organizational priorities of the 2002-2005 MTSP. The MTSP identifies key areas for UNICEF support, concentrating on issues and interventions where UNICEF has particular strengths and intends to focus globally. The strategic objective of the MTSP is to place the issue of protecting children from exploitation, violence or abuse more prominently on the development and humanitarian agendas of governments and make the protective environment more effective for all children.

The PEF<sup>7</sup> was developed in 2003, based on experience from the field. "The basis of the protective environment approach is the recognition that all children are entitled to protection. The framework then proceeds to examine the various duties and responsibilities that governments, communities, civil society and individuals have in building a protective environment." (UNICEF, 2003a:10) The PEF seeks to create layers of safety nets that, if

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<sup>6</sup> The other four are young child survival and development, basic education and gender equality, HIV/AIDS and children, and policy advocacy and partnership for children's rights.

<sup>7</sup> The PEF has eight elements (UNICEF, 2003a: 4-5):

1. Attitudes, customs, behaviours and practices of societies;
2. Government interest in, recognition of and commitment to create a protective environment;
3. Open discussion of child protection in the media and civil society;
4. Adequate legislative framework and its consistent implementation;
5. Capacity of family, community and professionals who interact with children on a regular basis;
6. Children's life skills, knowledge and participation to protect themselves, and safe and protective channels for their participation and self-expression;
7. Effective monitoring system for recording and for informed responses; and
8. Services for child victims of abuse for recovery and reintegration.

strong enough — and if seriously implemented, can prevent abuse, exploitation and violence against children.

The eight factors identified within the PEF "lend themselves readily to programmatic action, through the engagement of many actors at different levels." (Landgren, 2005:215) This forms a basis for identifying specific interventions. The conceptual developments presented in this strategy paper facilitate the selection, combination and application of interventions into a cogent strategy.

### **III. A Child Protection Conceptual Framework**

#### **A. Introduction to the conceptual framework**

Conceptual frameworks have been employed by UNICEF in many different settings. They aid in identifying the sources of problems as well as their hierarchy of causality. Establishing a generic causality framework reveals how patterns of exclusion, discrimination and abuse are manifested. It also helps in identifying how a strategy might combine preventive, protective and, where necessary, rehabilitative initiatives varying over time. In addition to causality frameworks, mapping the roles, responsibilities and resources of correlative duties for children's rights are useful conceptual tools that UNICEF utilizes in its rights-based approaches.

The framework presented here, using broad UNICEF policy guidance, particularly the PEF, is intended to help child protection project officers to clarify the relationship of problems and causes to each other and to relate them to sources of prevention and response. In general terms, it highlights the generic features of a society that make up the protective environment for children. This socio-economic, political and cultural context plus children's immediate environment determine in large part their level of well-being or level of risk. The framework can be applied to identify the factors that cause or contribute to child protection problems in a society. It also can help pinpoint the societal resources that can be energized to prevent these problems or respond to them on behalf of children. The framework's primary focus is to guide the strategic phase of programming.

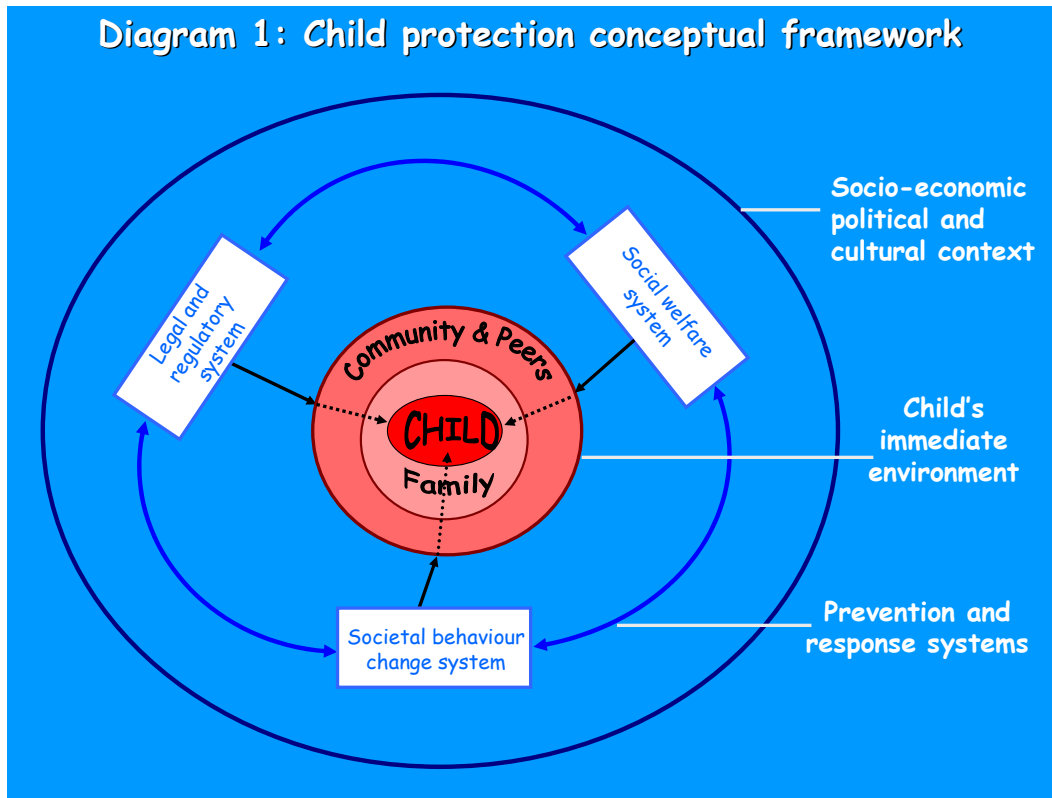
#### **B. Description of the conceptual framework**

*Diagram 1: Child protection conceptual framework* (following page) provides a graphic overview of the framework, which is composed of the following three sets of elements:

1. The socio-economic, political and cultural context;
2. The child's immediate environment; and
3. The prevention and response systems.

Because societies are interactive, the arrows in the diagram suggest the linkages between all the elements that affect children. The solid line indicates more direct influence, while the dotted line signifies indirect influence.

**Diagram 1: Child protection conceptual framework**



Separately and in combination, the first two elements (1. socio-economic, political and cultural context and 2. the child's immediate environment) are the source of most of the contributing factors of problems that children encounter in a society. Because these are the principal loci of the problems, it is logical to assume that they are the first place to look for the causes. The third set of elements, the prevention and response systems, represent the society's principal means for creating a positive environment for its children.

There is no one definitive version of what contributes to children's problems. This is because efforts to identify problem-cause relationships are context specific, primarily qualitative, and decisions about them are ultimately non-objective. The linkages also change over time. Because of these realities, problem analysis, priority setting and the selection of strategies and interventions have to be country- and context-specific, a point reinforced throughout this paper.

### **1. The socio-economic, political and cultural context<sup>8</sup>**

Every society has a distinctive socio-economic, political and cultural context (e.g. defining ideology, resource divisions, polity, place and participation) that has a fundamental impact on the well-being of children. As shown in diagram 1, the socio-economic, political and cultural context forms the backdrop within which are set all other elements of the framework. The context is shown in this manner, as it affects every other element in a number of important ways. So fundamental are the impacts that this socio-economic, political, and cultural environment forms the basis of every society's core values, norms, beliefs, attitudes and practices as they relate to

<sup>8</sup> Much of this corresponds to the first element of the PEF.

and influence the ways a society thinks about and treats children. These vary enormously from society to society and evolve over time. In one way or another, every member and every institution of a society plays a role in this context.

The socio-political-cultural values and norms that are fundamental to child protection include:

- The society's level of tolerance for all forms of violence, abuse and exploitation;
- Intolerance for corruption and impunity related to child abuse and exploitation;
- The society's attitudes, traditions, customs, behaviours and practices towards children, especially girls, minorities and non-citizens;
- The degree to which the rights of children are broadly respected by custom and tradition;
- The degree to which open discussion and engagement on child protection problems are encouraged, including the participation of children;
- The presence of meaningful advocacy for children at risk;
- Whether media are motivated and trained in child rights and on ethical reporting guidelines; and
- The incidence of regular media reports on the importance of child rights as well as on the violation of these rights.

The economic conditions of a society constitute another powerful set of factors that contribute to children's situations. These include the incidence of poverty, the distribution of wealth and the consequences at the family level of inadequate resources or other factors that inhibit the ability of families to play their protective roles (or facilitate exploitation). Addressing the causes of child protection problems in a society and creating economic safety nets are not only beyond the capability of the child protection programmes but are beyond UNICEF alone. The child protection officer's role is to ensure that all concerned stakeholders include these issues in their agenda and that child protection issues are addressed in the national development and poverty-reduction strategies and plans as both cause and consequence.

The obvious question is what options are available to those wishing to affect this context in order to make it more favourable to children? The socio-cultural context of a society involves everyone in some way and tends to be relatively stable over time. Changes in it — especially rapid changes — tend to create anxiety and serious reactions, positive and negative. It is evident that such contexts are difficult to change and only through persistent, long-term efforts.

The principal means for affecting the desired medium- and long-term changes are:

- Via efforts to *educate the public*;
- Through well-disseminated *legislative and regulatory efforts* that articulate the society's norms of behaviour and create incentives and disincentives for these behaviours and create an economic safety net for the poorest people; and
- Through the overall strengthening of the *social welfare system* to improve its capability to enforce these policies and behavioural norms and which is capable of providing the necessary assistance to people who are the poorest and least well served.

Although basic socio-political-cultural norms are difficult to change, the many successful examples of societies doing just that provide cause for optimism: the campaigns in many countries against smoking, to promote immunizations and the use of oral rehydration salts, against teenage pregnancy and to promote condom use against the spread of HIV. The experience with creating and implementing socio-economic safety nets in the poorest countries

has been less favourable but must be pursued, if only as a longer-term goal.

It is also vital to be aware of *negative* socio-cultural changes occurring due to the unintended consequences of public policy or external factors.<sup>9</sup> This might include phenomena, such as pressures for children to work due to parental destitution resulting from withdrawal of subsidies to non-performing farms or enterprises or increased trafficking facilitated by improved transport infrastructure. Efforts are needed, through analysis and advocacy, to ensure policy and decision makers, and the public at large, are aware of these consequences for children and of the imperative to take them into account.

## **2. A child's immediate environment**<sup>10</sup>

The second element of the Conceptual Framework that contributes to the problems of children consists of the factors within the immediate environment. These factors include a child's own characteristics and situation, such as, age, sex, literacy, caste or class, ethnicity and emotional and physical maturity. These influences also include the characteristics and economic situation of their families, peers, teachers and employers. The core of each child's environment is made up of these individuals and socio-economic structures in a community setting. Where this immediate environment is positive, it serves to mitigate risk, is protective and reduces children's vulnerability, even in situations of poverty and natural disasters. As this is not always the case, it is essential to examine, as the basis for potential remedial actions, how these basic factors function to reduce or exacerbate children's vulnerability. Inter-personal dynamics found within this context will combine with other community-level variables to help us explain the causes, degree and types of child protection problems that may be found.

Similar to the socio-economic, political and cultural context, the child's immediate environment also affects most of the other elements of the conceptual framework. Here again the question is: What options are available to those wishing to change this immediate environment to make it more favourable to children? Although these environmental factors are many and exert their influence in different ways and to different degrees, they have the virtue of being closer to the problems as well as being more specific and easily identifiable in terms of the problem-cause linkages. Thus, in many cases, it should be possible to identify the problem-cause linkages via reasonable fact finding and analysis.

It is important at this point to note the obvious: Child protection interventions will have the greatest impact in local environments where the public sector and civil society are active and have an influence. In addition to simply having a presence, the 'seriousness' of that presence will affect the ability of the public sector and civil society to influence enforcement. Decades of 'community participation' programmes have proven how difficult it is to be successful in environments where the public sector and civil society are weak or are inactive. However, successful examples of community participation are now becoming more common and can offer lessons, examples and the requisite tools and methods.

## **3. Prevention and response systems**

Because the mechanisms for promoting change in a society are finite, the principal means for affecting the desired changes in the immediate environment are basically the same as for the

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<sup>9</sup> Cultural change that is technologically and/or pragmatically inspired is much more rapid than ethically inspired change.

<sup>10</sup> Much of this corresponds to the fifth and sixth elements of the PEF.

socio-economic, political and cultural context. These mechanisms could be categorized into three systems that do or could:

- Educate the public in the desired behavioural norms (the societal behaviour change system<sup>11</sup>);
- Create the official basis for prevention and response via enabling legislative and regulatory mechanisms (the legal and regulatory system); and
- Provide prevention and response services (the social welfare system), both formal and non-formal.

Together, the three systems constitute a country's mechanisms responsible for preventing or responding to children's problems in terms of social goals, in terms of children's rights, how and to what degree they will be protected and how children will be treated if they become victims or offenders. They are, in this sense, the 'action arm' of a society. They have the potential ability, separately and in combination, to tailor prevention and response interventions to specific types of problems, locales and target groups so as to maximize impact.

Given the extent and range of child protection problems, both the public and other agencies are and must be actively involved in prevention and response. In many societies, the government will be the dominant player, while in others there will be more of a balance between the public sector and the institutions of civil society, including non-government organizations (NGOs), faith-based organizations, labour unions, business and professional associations, political groups and youth or women's organizations.

#### **(a) The societal behaviour change system: Educate the public<sup>12</sup>**

Many societies suffer from considerable ignorance about the problems, causes and scale of children's abuse, exploitation and violence. To a degree at least, this ignorance underlies the prevalence in a society of unfavourable attitudes and beliefs towards some children, which, in turn, exacerbates their vulnerability to mean or predatory practices. Children pick up negative knowledge, attitudes and behaviours, as do their peers, family and community (including teachers, local officials, religious leaders and law enforcement officials). Even those responsible for protecting children are sources of unfavourable beliefs and practices.

All societies benefit from well-designed and assertive public education programmes seeking to change people's values, knowledge, attitudes, beliefs and practices towards children. To achieve more societal behaviour change, there is a need to initiate "dialogue at all levels, from government to communities, families and children, by challenging attitudes and traditions that can underpin child protection abuses and by supporting those that are protective." (UNICEF, 2003a:18) To do this, governments should encourage, enlist the help of, link with and facilitate the collaboration of the media and influential institutions of civil society.

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<sup>11</sup> Compared to a society's legal/regulatory and social services infrastructures, a society's behaviour change infrastructure lacks the qualities of cohesion and focus normally associated with the term "system." Even so, what all three share -- and which is central to UNICEF programming strategies -- is the capability to have a synergistic impact upon UNICEF's programmatic goals in a society. In addition, all three offer identifiable entry points for UNICEF and partner interventions, which then become the basis of strategically derived country programmes. Thus, while this paper takes some liberties with the term 'system,' the concept offers the basis for a strategic and synergistic programming approach which other terms fail to communicate.

<sup>12</sup> Much of this corresponds to the second and third elements of the PEF.

**(b) The legal and regulatory system: Create the basis for official prevention and response<sup>13</sup>**

A government's interest in, recognition of and commitment to child protection are formally manifested in its body of enabling policies, laws and regulations. In their totality, these comprise the legal and regulatory system of a society and provide the basis for official prevention and response. This system includes:

- An adequately protective legislative framework in line with international standards for children's rights;
- Policies that articulate social norms and goals that instruct the prevention and response systems that protect children as victims, as witnesses of crimes and as offenders;
- An effective justice system to enforce laws and protect children's rights;
- Ratified national plans of action — in public education and social services — with clear lines of accountability for action;
- Adequate allocation of government budget for prevention and response programmes; and
- Equitable distribution of adequate financial and human resources to those most in need.

Of course, to have an impact, these laws and policies must then be implemented effectively. The failure of governments to implement the laws and policies already on their books is a common and difficult-to-solve constraint confronting child protection programmes.

**(c) The social welfare system: Provide prevention and response services<sup>14</sup>**

The third prevention and response system provides the range of social services by which a country meets children's basic needs and protects children from violence, abuse and exploitation. The international community has committed itself to the proposition that children have the fundamental right to basic social services for their physical survival and intellectual and psychological development. These services should be available and accessible to all children — not just those in greatest need. In addition to child protective services, which are specifically responsible for active prevention of and response to child protection problems, many countries also provide general social services that could be strengthened to indirectly prevent and respond to children's difficulties. The social welfare system as a whole is a catch-all of basic interventions — a mix of prevention and responsive services — needed to ensure that children are protected and cared for. Examples of basic interventions, child protection and other:

- Accessible and affordable<sup>15</sup> education, including life skills programmes in schools and for out-of-school children;
- Nutrition and basic health services;
- Employment or livelihood opportunities for families and children (especially adolescents);
- Effective law enforcement that promotes and ensures safety from all forms of violence, abuse and exploitation; and
- Social work services, including referral and response networks, alternative care services, recovery and reintegration assistance for victims, family support services, counselling and psychosocial support mechanisms.

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<sup>13</sup> Much of this corresponds to the fourth element of the PEF.

<sup>14</sup> Much of this corresponds to the seventh and eighth elements of the PEF.

<sup>15</sup> Primary (or elementary) education should be "free and compulsory" according to the Universal Declaration of Human Rights, International Covenant on Economic, Social and Cultural Rights and CRC, while secondary education should be available and accessible to every child.

This social welfare system is amenable to improvement via well-considered policies and intervention programmes, backed up with adequate resources. One constraint to action has been the defeatist mindset that children are 'victims' and that families are 'helpless'. Compounding this passivity is the common notion that the government should provide for all their needs. While government will deliver much or most of these services, civil society and the commercial sector (under some conditions) will also be able to play an important role.

Where the public sector is simply not equipped to do a competent job, governments should seek ways to share some of the more sensitive tasks involved in providing social services, for example, through cooperation with qualified NGOs and community-based organizations.

Another approach to sharing some tasks would be to empower families and communities to assume some of them. Because the family is the first line of protection for children as primary caretakers, it is imperative for family members to be knowledgeable and competent to perform their role. As an extension of the family, the community should also have the ability and commitment to carry out a number of basic functions, such as:

- Community monitoring of vulnerable groups;
- Community-led oversight of its own child protection situation;
- Feasible community-based services to support families and children in need;
- Facilitating the training of parents in the CRC and in positive caring practices, as well as education in the dangers of negative practices; and
- Well-targeted cash and other benefits to families to enhance their capacity to provide full and proper care for vulnerable children.

In addition, peers can play a role in influencing all children, including vulnerable adolescents and youths in the community.

The conceptual framework assumes that the most likely solution to a country's child protection problems, or the mitigation of them, will be found in some combination of these three systems. Whether we are dealing with street children, child labour issues, violence at school or trafficked children, for instance, the cause-response systems will be the same, although they will respond differently according to the situation. Understanding causes and strengthening prevention and response systems will result in progress towards the desirable outcome of "children free from exploitation, abuse and violence" and a world where every child's right to dignity, security and self-fulfilment is achieved. (UNICEF, 2001: 13)

#### **IV. The Child Protection Programme Strategy Development and Programming Process**

All good programming, including child protection, requires a process of first analysing the situation then identifying appropriate and cost-effective strategies and programme interventions. The programming process is a fairly lengthy one but does not need to be done frequently and should use whatever secondary data and qualitative information that are already available. This minimizes the cost, complexity and time needed to conduct the process, which does not have to be a scientific exercise requiring excessive levels of rigour or 'proof'. Indeed, this process will ultimately rely on the good judgement and experience of project officers. Documentation and rigour become essential during the implementation phase, when project staff monitor and evaluate in order to learn and to make mid-course corrections. It is, of course,

important to have reliable bases for the conclusions of the (ongoing) situation analysis, as child protection is about risk mitigation in the context of a changing society and about making visible sensitive, sometimes taboo, situations and practices.

#### **A. Transforming the framework into a programme strategy**

The challenging step is to transform the conceptual framework into a programme strategy. To be successful, this strategy must address multiple contributing factors involving a range of actors. As the framework indicates, societal behaviour change and legal, regulatory and social welfare systems development are the foundation for achieving the long-term goal of protecting children from exploitation, abuse or violence. This is equally valid in cases of emergencies.

Child protection entails building the capacity of both formal and informal protection and response systems. This system-building approach contrasts with the system-response approach, in which the host country and assistance agency select a problem and then look for a way to solve it via one or two interventions. Building systems, rather than trying to address individual symptoms of problems in isolation, is more effective, more sustainable and more consistent with the core mandate and purpose of the United Nations (UN).

The system-building approach begins with assessing the strengths and weaknesses of the protective environment and identifying the factors that are contributing to protection gaps or failures.<sup>16</sup> The next step is to look within all three of the prevention and response systems to identify what each could do to improve the protective environment for children. Seeking responses that public and private officials will espouse will be crucial. UNICEF's support would then be to work with selected components of these systems to build their commitment and capacity to take the needed (comprehensive) actions.

From the programmatic perspective, the system-building will be more demanding than the more habitual symptom-response approach:

- It is more challenging to analyse an overall system and identify entry points than to focus on a single problem and then craft a response.
- Donors and other partners tend to focus on one or a few specific problems of current interest while there is keen competition for limited resources.
- Different government departments have different mandates, with a good deal of overlap across these mandates. Upgrading large, multi-level, diffuse bureaucracies is not easy and requires a long-term perspective.
- It is especially hard to measure improvements in capacity and thus to know if the assistance is on the right track.

On the other hand:

- We know we are dealing with complex, multi-faceted problems that require more complex solutions for sustainable progress.
- Our core mandate as a UN agency is to develop national capacities, and in these terms, system building can be attractively packaged to donors, as well as help elucidate the comparative roles to be played by UNICEF in respect to other development partners. This would help in better determining how resources can appropriately be divided and

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<sup>16</sup> This assessment must examine roles and responsibilities - who is doing what - as well as capacities and resources.

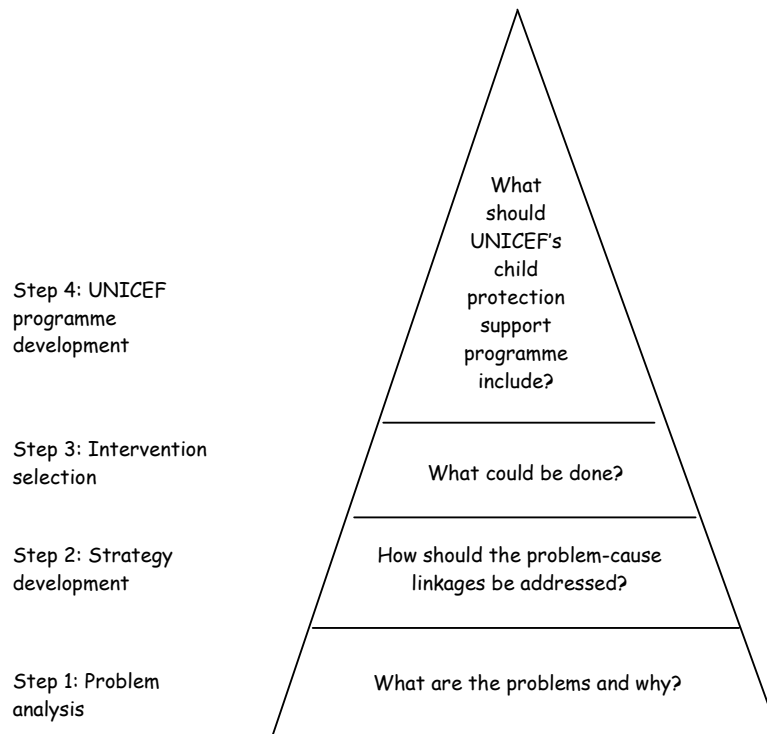
deployed.<sup>17</sup>

- Sorting out subsystem interfaces within overlapping bureaucracies, in order to identify cost-effective entry points, is yet another reason why the system-building approach is so important. Moreover, the system-building approach does not imply that we must tackle everything at once. Isolating key actionable problems (and people and units and levels) is most likely to have a pay-off in the short and medium terms.
- Breaking things down into such workable programming components will also yield results that are more readily tractable. The key is to assure that assumptions between outputs, outcomes and impact are sufficiently robust.

## **B. The child protection programming process**

*Diagram 2: Child protection strategy development and programming process* provides a simple overview of the steps to be followed for selecting child protection strategies and programme interventions. As the shape of the diagram indicates, programming is a bottom-up, four-step process, starting with an analysis of the country situation and ending with the completed UNICEF child protection support programme. The logic and steps presented are relatively elementary.

**Diagram 2: Child protection strategy development and programming process**



<sup>17</sup> A further selling point would be the cost-efficiencies to be gained from the multiple benefits of a system-building approach.

Each step in the child protection strategy development and process will rely to the maximum degree on data and information. While some steps require more rigorous data than others, all will require enough information to permit a reasonable grasp of the problem to be solved and to identify strategic options. Project officers will thus be able to make more evidence-based decisions, monitor progress and evaluate results.

When developing a strategy, the four programmatic principles of the HRBAP should be kept in mind (1998b):

1. Focus on the most vulnerable and marginalized sections of society;
2. In the process of assessment, analysis and action, respect, protect, facilitate and fulfil the right to participation of the claim holders and duty bearers;
3. Fulfil the obligation to develop the capacity of claim holders to demand their rights and those of duty bearers to meet their responsibilities; and
4. Advocate with decision makers, based on experience and evidence.

### **STEP 1. Problem analysis: What are the issues and why?**

The question is what problems are the most important in a given place at a given time? A comprehensive and collaborative analysis of specific situations and circumstances at national and local levels is required as a basis for identifying problems. As the framework summarizes, children are exposed to and affected by many factors, and these vary in intensity and type. Some children are more exposed and thus more vulnerable than others. Further, certain circumstances reinforce others. For example, some types of employment or living conditions make children more vulnerable to sexual exploitation.

#### **(a) Identifying and prioritizing issues (manifestations)**

Globally, UNICEF has identified six different circumstances that call for priority attention. (UNICEF, 2003a: 2-4) They are: children deprived of their primary caregivers; forced and bonded child labour; human trafficking; sexual exploitation; children in armed conflict; and violence against children. It would be logical for the project officer to begin with these problems but not to limit him/herself to them. Given the paucity of data for selecting national priorities, other categories of children may be in even more critical situations in a given country. Examples include: children in conflict with the law, children with a disability, street children, children affected by HIV or AIDS, children in dysfunctional families, migrant children, refugee children, undocumented/stateless children and highly marginalized ethnic minority children. We should recognize, too, that vulnerable children rarely fall within only one of these categories.

Faced with an extensive range of possible child protection issues, how is it possible to focus on the few most important and actionable among them, given the reality that not everything can be done? For this, a country-based prioritization of problems is needed. Short-listing actionable problems will depend on setting priorities among them. Criteria for prioritization could include whether a given problem is:

- Among the most prevalent and severe in a given society;
- Congruent with the government's goals and priorities;
- Judged as high priority by knowledgeable key informants;
- Being addressed by the government and other development agencies; and
- In line with UNICEF's six priority categories.

(b) Identifying the contributing factors

Once the most important child protection issues are identified and prioritized, the project officer seeks to identify their causes. To do this, she/he will trace the problem back to the socio-cultural context and the immediate environment of children, as described in the conceptual framework. Which elements of the socio-economic, political and cultural context or immediate environment of children are the primary source of or contributors to the most severe and highest-priority issues?

The system-building approach begins with assessing the strengths and weakness of the protective environment to identify the factors that prevent or contribute to the issues(s) identified. What are the key elements that protect children, and what are the factors that strengthen or undermine the protection available? What are the systemic factors that enable these issues to continue unchecked? Answering these questions requires an assessment of the strengths and weaknesses of the three main systems that contribute to the child protection issues identified.

Generic questions for **the societal behaviour change system** could include:

- Is there widespread support for traditional practices and child-rearing techniques that are harmful to children?
- Are harmful practices underpinned by religious beliefs?
- Are women and girls discriminated against?
- Are the various forms of violence and exploitation of children tolerated or encouraged (e.g. child marriage, sending children away from home to work, severe physical punishment)?
- Are orphans, children affected by HIV or AIDS or children from minority groups marginalized or stigmatized within the community?
- Are practices harmful to children reported responsibly in the media?
- Are children able to speak openly about protection issues at home, at school and with each other?
- Are children aware that they have rights and are they encouraged to express their views within the family, school and community?
- Are children taught problem solving, negotiating and other life skills?
- Is there official acknowledgement of protection failures and publicly expressed commitment to address them through national plans of action, commitment of resources, etc?

Generic questions for **the legal and regulatory system** could include:

- Is there an adequate legislative and regulatory framework for the delivery of social protection services to children and their families?
- Is there an adequate legislative framework for identifying and prosecuting violators?
- Is there an effective justice system to enforce the laws and protect children's rights?
- Do police, prosecutors and judges have adequate training and other resources to effectively enforce the law?
- Do the police and judiciary function without interference or the influence of corruption?
- Are there accessible redress mechanisms?
- Are child victims protected from prosecution and do they have access to child friendly procedures and services?
- Is there a juvenile justice system in place, in line with international standards?

Generic questions for **the social welfare system** could include:

- Are basic health and education services available for all children, without discrimination?
- Are special efforts made to reach marginalized children and children at particular risk of or subjected to exploitation, abuse and violence?
- Is there a functioning social welfare system, with adequately trained social workers, hotlines, drop-in centres and advisory services for children?
- Are there adequate services for the psychological recovery and social reintegration of child victims of neglect, exploitation or abuse; torture or cruel, inhuman or degrading treatment or punishment; or armed conflict?
- Are there adequate policies and social services to respond to gaps in care giving?
- Is priority given to caring for children in a family-based, non-institutional environment?
- Are there systems for monitoring and data collection on child protection?

A rigorous, participatory analysis of these three systems should help project officers to identify strengths that could be built upon, or weakness that need to be overcome, to strengthen the protective environment for children.

## **STEP 2. Strategy development: How should the child protection issue-cause linkages be addressed?**

Once the child protection problem analysis is completed, the next step is to decide which strategies should be adopted to address the selected child protection issue-cause linkage and why one is better than another. Using the system-building approach, one of the most important things is to look at what each of the three prevention and response systems can do, rather than looking at each problem and each solution separately.

In selecting a child protection programme strategy, the project officer will need to apply certain principles. These include the following:

(a) Identify, compare and choose strategies most likely to have maximum impact<sup>18</sup>

The strength of the system-building approach is that it is well suited to interventions with the potential for large-scale impact. One example is to develop programme interventions that can be taken to scale. International experience and best practices are clear that 'scale' has to be designed into – and be part of – the basic strategies and goals of every programme from the outset. It is rare, if ever possible, to begin with yet another 'pilot', assuming that it can be scaled up, if successful, and only then try to take it to scale.<sup>19</sup>

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<sup>18</sup> Unfortunately, the goal of maximizing 'impact' raises additional questions. Like most development agencies, many in UNICEF look at impact as the end point of the 'results chain'. For example, how many children were de-institutionalized or were protected from traffickers? In practice, UNICEF (and nearly all other development programmes) is better able to show results that reflect progress towards impact rather than impact *per se*. That is, programmes are better at producing a surrogate measure of impact, such as changes in parents' attitudes towards institutional care or better handling by police of children's interviews. Surrogate measures of impact are, in fact, legitimate, concrete and important results, at least in the context of programmes, which by their nature involve basic socio-cultural change. In recognition of this, UNICEF managers and programmers at all levels need to reach a consensus on what can realistically be expected and under what conditions. (Lesley Miller, personal communication, May 2006)

<sup>19</sup> The point here is not to denigrate pilot projects *per se*. They can test innovative ideas, rapidly mitigate an egregious problem or have a demonstration-advocacy effect. But they must be approached as part of a systematic approach that considers from the outset how they could be taken to scale.

(b) Understand and work within UNICEF's global and country-specific comparative advantages

UNICEF's combination of human and organizational resources, mandate and richness of experience add up to a unique comparative advantage in child protection, globally and at the country level. UNICEF's most significant comparative advantages include the following:

- Access to the highest levels of government, which translates into the ability to influence national and international policy makers, especially on sensitive issues;
- Within the UN community, the mandate for and the exclusive focus on children;
- The trust of the donor community, which provides generous funding;
- The ability to bring partners together at the country and global levels;
- A worldwide cadre of experienced professional staff dedicated fully to child protection;
- An extensive field presence; and
- Excellent working relationships with the NGO community, often helping to facilitate their relationship with a government.

Project officers should capitalize on and make the best use of UNICEF's comparative advantages.

(c) Make programme strategies setting specific

Each programme setting is unique, whether it is national, regional or subregional, and thus the programme strategy should be setting specific when applying the above principles. All child protection issues are related to the elements identified in the framework, either as contributing factors or as prevention and response mechanisms. However, country situations — willingness, ability, capacity, commitment and resources — vary so much that different solutions to the same issue may be needed. It is not uncommon for countries to have different viewpoints on a particular issue. For example, country X, which has a good legislation system, may focus on services, while country Y, which has weak legislation, may focus on developing the legal system for addressing the same issue of sexual exploitation. Similarly, one country may opt for total abolition of a type of child work while another country's socio-economic, political and cultural situation may lead it to favour a policy of risk reduction. Both positions may be defensible within their specific contexts.<sup>20</sup> Sometimes, on particularly sensitive issues and when country-level advocacy is not possible, the issue can be raised at the regional level, such as, children used as soldiers in armed conflict. (UNICEF, 1997: #51)

(d) Maximize children's participation and empowerment

An essential element of child protection programmes is to encourage and enable children's participation and empowerment in the context of each of the three prevention and response systems. In designing the programmes, children should not be treated as passive victims and recipients of services. Opportunities need to be created for children to participate as partners in research, in planning and in advising on measures that directly affect their lives. Prerequisites for children's meaningful participation are safe, protected and constructive channels for their self-expression.

Children's participation will contribute to the empowerment of children, thus enhancing their ability to protect themselves. Empowerment is enabled by:

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<sup>20</sup> Care should be taken though to assure that such official positions are not, in fact, violations of rights enshrined in international conventions and/or national law.

- Developing resilience via life skills training and psychosocial support, including learning to cope in adverse settings;
- Being informed of the threats to their well-being so that they can protect themselves more effectively against others seeking to take advantage of them;
- Using peer-to-peer education to help other children; and
- Access to resources (via the ability to earn money — of course in non-exploitative circumstances — or via support services).

### **STEP 3. Intervention selection<sup>21</sup>: What could be done?**

This is the step where the project officer enters into the action or intervention arena. Once the strategy is developed, the next question is: What could be done to build on the identified strengths and overcome the weaknesses of the protective environment? This depends on the context and on the level of commitment of those involved, within each of the three prevention and response systems in the conceptual framework. Even when it is clear how to solve the problems and what should be done, the reality on the ground will limit the choice of strategic and intervention options.

The following offers examples of key interventions that could be used under each system.<sup>22</sup> These are expanded upon, with reference to country-level experiences and promising practices, in the accompanying document.<sup>23</sup>

#### **The societal behaviour change system:**

- Advocate for government ratification of relevant children's rights instruments and the development of national and subnational strategies, including the allocation of budgetary resources.
- Promote parenting education to reinforce positive practices and discourage harmful ones.
- Conduct targeted public education campaigns to prevent and combat traditional practices and societal attitudes that are harmful to children.
- Develop ethical guidelines for reporting on child protection issues.
- Create 'safe spaces' where children can talk about and seek respite and help from exploitation, abuse and violence within the family or community.

#### **The legal and regulatory system:**

- Introduce or amend laws and regulations on social protection services for children, as well as legislative prohibitions against all forms of violence, abuse and exploitation of children.
- Support the development and implementation of specialized laws and systems for children in conflict with the law.
- Develop children-friendly procedures for reporting, referral, investigation and prosecution of cases involving child victims and witnesses and children in conflict with the law.

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<sup>21</sup> It is understood that governments carry out interventions. UNICEF's role is to help identify the most cost-effective interventions, and then to help support government's efforts in their implementation. The purpose of this paper is to facilitate UNICEF's ability to select issues-interventions as strategically as possible.

<sup>22</sup> We recognize that there are, of course, many that overlap more than one of the three prevention and response systems.

<sup>23</sup> A document to guide the operationalization of the strategy is being prepared.

- Develop user-friendly guidelines, checklists and training manuals for those who implement the laws.
- Promote the incorporation of child protection issues into existing induction and in-service training programmes for police, prosecutors, lawyers, judges, corrections officials and social workers.

**The social welfare system:**

- Equip health workers, teachers, police, local authorities, community leaders and caregivers with the skills to identify and respond to CP problems.
- Promote non-institutional forms of alternative care, including the development of standards for recruiting foster families and monitoring of all children in alternative care.
- Support the development of interagency reporting, referral and response systems for children who are at risk of or subjected to exploitation, abuse and violence.
- Build the capacity of government and non-government agencies to provide adequate services for the psychological recovery and social reintegration of child victims of neglect, exploitation or abuse and for community-based rehabilitation and reintegration of children in conflict with the law.
- Strengthen national monitoring and analysis capacity through training, improved technology and development of indicators and monitoring mechanism.

Faced with an extensive range of possible interventions, the project officer's task is to select the optimum available interventions in each of the three prevention and response systems and to identify and use the synergies between them. Identifying potential interventions can be done via:

- Reviewing past and current successful approaches and best practices in the country (not just those of UNICEF).
- Assessing the probability of success and risk for each outcome-intervention selected.
- Determining how well the intervention would fit into UNICEF's comparative advantage.
- Estimating the potential for sustainability and an impact on the problem within time and resource constraints.
- Looking for early successes that can be disseminated to generate interest in and support for a programme.
- Calculating the minimum resources required to carry out the needed intervention.
- Judging the degree to which national or local momentum towards awareness, commitment and action is already present or could be generated.
- Calculating the cost-benefit analysis of the intervention (e.g. the relationship between costs and potential results, factoring in the potential to solve multiple causes with a single intervention).

The interventions within each of these three response systems will, of course, need to be targeted to the specific child protection issues that are most relevant within the country context, as identified in Step 1. For example, in a country where child trafficking is minimal but violence in the family is a growing concern, it would be logical to target behavioural change, legal system reform and social services interventions to the issue of family violence, rather than trafficking. Furthermore, strengths and weaknesses across the system may not be the same for all child protection issues. For example, a country may have made significant progress towards introducing diversion and other children-friendly procedures for children in conflict with the law but has comparatively weak legal systems for responding to child victims of exploitation, violence and abuse.

#### **STEP 4. UNICEF programme development: What should the UNICEF child protection support programme include?**

For UNICEF, the most basic selection criteria, which must be assessed and be part of the justification for selecting a specific child protection programme, are:

- The potential for synergies of the intervention with other UNICEF programmes via inter-sector collaboration; and
- The potential for collaboration with partners working in the same or complementary problem areas.

##### **(a) Synergies with other UNICEF and UN-assisted programmes**

Once the potential child protection interventions are identified, UNICEF staff will have to review not just the child protection programme options but other related sector programmes that could provide crucial synergies both within UNICEF and broader UN development assistance. A child protection-specific approach is not always required and may not be the best strategy, while some child protection issues can and should be taken care of by other sector programmes. How to do this in a practical and pragmatic sense is a task that would benefit from discussion and sharing of experiences among child protection and other programme staff.<sup>24</sup>

Within each of the three prevention and response systems, possible interventions that would be complementary with other MTSP-focus areas include:

##### **The societal behaviour change system:**

- Incorporate positive parenting practices and non-violent discipline techniques into UNICEF's early childhood development and maternal-child health programmes.
- In cooperation with UNICEF education programmes, promote inclusive education with a specific advocacy component for child protection issues (violence at school, education as a strategy to prevent early marriage and to end child labour), set up temporary learning spaces in areas of conflict or emergencies, provide more schools in geographically isolated areas, ban corporal punishment in schools, promote open discussion and dialogue on child protection issues in schools and promote the teaching of parenting and other life skills to adolescents.

##### **The legal and regulatory system:**

- Ensure that child justice issues are integrated into access to justice, the rule of law, and judicial capacity/legal capacity-building programmes supported by United Nations Development Programme, World Bank, Asian Development Bank and bilateral donors.

##### **The social welfare system:**

- Get involved in poverty-reduction strategies in conjunction with international financial institutions and other UN agencies.
- Develop joint initiatives with the international financial institutions and other partners to remove financial and other barriers to basic services and promote the expansion of safety nets for all vulnerable children.
- Through UNICEF education programmes, support learning opportunities and the

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<sup>24</sup> One idea would be to coordinate and collaborate with other sector strategies, such as the strategy to reduce maternal deaths, strategy to reduce maternal and child undernutrition, and strategy to improve child survival, growth and development for the most at-risk.

reduction of discrimination against HIV- and AIDS-affected children, child labourers, girls, children with disabilities and children in detention.

- In conjunction with UNICEF health and education programmes, provide health care workers and teachers with the skills for the early identification of children who are at risk or who have been subjected to exploitation, violence and abuse.

Once the analysis of other sector programmes and partners is completed, further detailing will be needed and essential information added to complete the picture. This will include:

- Identifying resource needs for the major categories of expense;
- Planning the phasing or sequence (short/long-term, prerequisite, order of events);
- Identifying the entry point;
- Agreeing to share responsibility and resources with other stakeholders;
- Deciding how and where to create synergies with health, education and other sectors;
- Identifying proposed outcomes, together with the indicators and the monitoring-evaluation process to be used to measure progress and capture the lessons learned; and
- Specifying when country offices, for any reason, require the assistance of the regional office.

#### (b) Identifying partners and stakeholders

UNICEF programming choices will be influenced by the available resources, as well as the capacities and commitment of the partners with which, and through which, UNICEF will necessarily have to work. To identify and assess potential partners, a thorough stakeholder analysis will be needed. Potential stakeholders are many and could include government, parents, communities, professional caretakers, development partners (NGOs, media, faith-based organizations and other UN agencies). More importantly, children are also stakeholders.

To facilitate the selection of who should do what and with whom to partner, the child protection officer will need to make informed judgements on:

- What groups and which individuals in a given society are either responsible for addressing these vulnerabilities or are capable of mitigating or solving them?
- What groups and which individuals oppose, overtly or covertly, UNICEF's efforts?
- How influential and effective would a given stakeholder be in facilitating access, generating support, eliminating obstacles and generally facilitating a successful outcome?
- To what extent are stakeholders engaged in a child protection problem and what are their particular strengths and contributions?
- What are the opportunities for engaging their support and how much of what kind of support could UNICEF expect?

#### (c) Regional interventions

There are a number of circumstances in which programmes should have a regional dimension. Regional-level interventions are desirable not only for the sensitive issues mentioned earlier but also in other cases, including:

- Issues that cross borders and involve two or more countries (for example, child trafficking, internet pornography, HIV transmission and refugees) and issues already taken up by regional inter-governmental bodies;
- Where it would be more cost-effective to do something regionally (e.g. some types of training common to all countries and the preparation and distribution of common print materials);

- Where it is most feasible to accumulate experience, documentation and lessons learned at the regional level; and
- Assessment of international best practices, as well as the creation and dissemination of these practices, tools and methods to all countries in the region.

In addition, some functions can be done more cost-effectively at the regional level. For example:

- Maintaining a database of publications, tools, methods and consultants as a service to the country programmes;
- Providing a mechanism for sharing experiences, including the distribution of common print materials;
- Conducting trainings common to several countries; and
- Facilitating country-to-country collaboration.

## **V. Conclusion**

Because of the large numbers and the inherent complexity of the factors involved, it has been difficult to draft a programme design methodology that can help set priorities and can help to identify the problems-causes-responses nexus in child protection programming. In addition, to be successful, UNICEF child protection programming needs to be based upon improved analysis and be more strategically targeted and focused. And, like all donors and governments, UNICEF needs to improve its ability to do better monitoring, documentation, dissemination and feedback in order to promote better learning and improvements in policies and programming. This is even more important for child protection, as knowledge and experience here are still limited.

As experience is gained and as learning takes place, UNICEF will need to revisit the framework and strategies put forward here. It would be highly desirable to organize a strategic child protection programme review periodically, involving all programme officers. Such a review would identify and assess what had been learned and what successes (and failures) had been achieved. It would be also important to reassess the most important assumptions that guide or influence programming, to review the approaches used and to take stock of how well UNICEF is doing in documenting and monitoring its child protection programmes. Only through a focused and rigorous effort can UNICEF make rapid and significant improvements in child protection programming.

In considering how to apply this approach at the country level, remember that no country programme or programming process begins with a clean slate. It is obviously essential to understand and build upon what has gone before. With this in mind, the approach presented in this paper has sought to provide a strategic thinking process that is logical enough to make sense, comprehensive enough to anticipate the range of issues likely to come up and — because every country situation is different — generic enough to be widely applicable.

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## **Annex: International Legal Standards and Guidelines for Child Protection**

Over the years, United Nations (UN) and other international agencies have developed legal standards and guidelines and advocated for increased awareness and for serious commitments to improve CP problems internationally. These include (UNCEF: 2005b):

1. The UN Convention on the Rights of the Child (CRC). Some of the basic CRC provisions are: Violence (Articles 16,19,24,28,37,38,40), Abuse and neglect (Articles 19), Exploitation (Articles 11,32, 34,35,36), and Deprivation of primary caregivers (Articles 7,9,10,11,18,20,25,37).
2. An explicit link with the Millennium Declaration (Section VI), as well as implicit links with the Millennium Development Goals (MDGs), 1-6,8.
3. The UN Special Session on Children. The objectives of this Session included: Protecting children from harm, exploitation and war (objectives 6, 7 of World Fit for Children); Protecting against abuse, exploitation and violence (goal 3 of Plan of Action).
4. Optional Protocol to the CRC on the Involvement of Children in Armed Conflict.
5. Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography.
6. The Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children to the UN Convention on Transnational, Organized Crime, International Labour Organization Conventions 138 and 182.
7. Declaration and Agenda for Action of the World Congress against Commercial Sexual Exploitation of Children (Stockholm Agenda).
8. Yokohama Global Commitment 2001 on Commercial Sexual Exploitation of Children.
9. The Geneva Conventions on International Humanitarian Law and additional protocols, and the Rome Statute on the international criminal court.
10. The UN guidelines and standard minimum rules related to juvenile justice. These include:
  - UN Minimum Rules for the Administration of Juvenile Justice (Beijing Rules);
  - UN Guidelines for the Prevention of Juvenile Delinquency (Riyadh Guidelines); and
  - UN Rules for the Protection of Juveniles Deprived of Their Liberty.
11. UN Guidelines for Action on Children in the Justice System, 1997.
12. UN Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime, 2005.
13. ILO Convention 182 on the Worst Forms of Child Labour.
14. ILO Convention 138 on Minimum Age.
15. Hague Convention on Inter-Country Adoptions.
16. UN Declaration on Social and Legal Principles Relating to Protection and Welfare of Children, with Special Reference to Foster Placement and Adoption Nationally and Internationally.
17. International Framework for the Protection, Care and Support of Orphans and Vulnerable Children Living in a World with HIV/AIDS, 2004.