

# INNOVATION CASE STUDY

November 2019

unicef   
for every child

## Primer



EVALUATION OFFICE



## Evaluation of Innovation in UNICEF Work Case Study: Primero

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This case study report for Primero is one of thirteen innovation case studies which were conducted as part of a global evaluation titled 'Evaluation of innovation in UNICEF work'. The case study component of the evaluation was conducted by Deloitte LLC. The Primero case study report was prepared by Edward Thomas, Katherine Arblaster, Ariel Kangasniemi, Laura Maxwell and Adarsh Desai. Beth Plowman, Senior Evaluation Specialist, Evaluation Office, led and managed the overall evaluation process in close collaboration with UNICEF Sierra Leone country office and UNICEF Child Protection Programme Division.

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## LIST OF ACRONYMS

<b>CCC</b>	Core Commitments for Children
<b>CDC</b>	United States Centers for Disease Control and Prevention
<b>CO</b>	Country Office
<b>CPA</b>	Certified Public Accountant
<b>CPIMS</b>	Child Protection Information Management System, a module of Primero
<b>GBVIMS</b>	Gender-Based Violence Information Management System, a module of Primero
<b>IA CPIMS</b>	Inter-Agency Child Protection Information Management System
<b>ICRC</b>	International Committee of the Red Cross
<b>ICT</b>	Information and Communication Technology
<b>IMS</b>	Information Management System
<b>IRC</b>	International Rescue Committee
<b>IT</b>	Information Technology
<b>LTA</b>	Long-Term Agreement
<b>MSWGCA</b>	Ministry of Social Welfare, Gender and Children's Affairs
<b>NGOs</b>	Non-Governmental Organizations
<b>OFDA</b>	Office of Foreign Disaster Assistance
<b>RapidFTR</b>	Rapid Family Tracing and Reunification Application
<b>SDGs</b>	Sustainable Development Goals
<b>SOP</b>	Standard Operating Procedure
<b>T4D</b>	Technology for Development
<b>TOT</b>	Train-the-Trainer
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>UNFPA</b>	United Nations Population Fund
<b>USAID</b>	United States Agency for International Development
<b>UX</b>	User Experience

## EXECUTIVE SUMMARY

Since 2014, UNICEF has embraced innovation as one of its key strategies to achieve results for children. That commitment is reaffirmed in its current Strategic Plan, 2018-2021, and is evident in the organization's programming and institutional architecture. Indeed, since 2014, significant progress has occurred in a relatively short period of time, backed by clear strategic intent and targeted investment. With the increased foothold of innovation in UNICEF, it is important and timely to take stock of these efforts through high quality evidence to inform decision-making, learning and accountability. In keeping with the need for this evidence, UNICEF conducted an global evaluation of innovation in 2018.

The objective of the global evaluation was to assess UNICEF's 'fitness for purpose' to employ innovation as a key strategy to achieve the outcomes and goals defined in its strategic plans covering the period 2014-2021. A set of innovation case studies was a key element of this global evaluation, along with an organizational assessment and a synthesis project. The case studies were guided by three objectives:

- To provide detailed descriptions of a set of innovations across stages of the development continuum inclusive of contextual influences
- To assess the application of innovation principles or other standards for a set of innovations with particular attention to issues of ownership and scale
- To produce clear conclusions and considerations for policy, strategy and management decisions to further enhance innovation as key change strategy.

Case studies were conducted by Deloitte LLP over the period February 2018-January 2019. Mixed methods were utilized for data collection including key informant interviews, document review and observations in the field.

The innovation case examined in this report concerns the development of Primero as a strong example of UNICEF leveraging its unique position in the market as a facilitator to foster

inter-agency coordination and collaboration that was essential to enable improvements of case management for child protection services globally.

Front-line workers and non-governmental organization (NGO) informants interviewed perceived value in the use of a digitized system for case management, reporting increased efficiencies, transparency and accountability. Compared with the use of the Inter-Agency Child Protection Information Management System (CPIMS) as a stand-alone system, informants reported improved oversight and transparency, as well as enhanced management capacity due to the improved functionality of the Primero platform. The user-centred design approach has enabled the detailed customization of each instance to support standard operating procedures unique to each local context.

Given the global perspective required to design and develop Primero, UNICEF has been an effective and well-suited leader. However, as demand continues to grow across Country Offices (COs) and, in some cases, other child protection partners and governments, a plan for the long-term financial sustainability and ownership of the platform will be required. UNICEF has not clearly communicated its desired role and position whether that be to continue as the effective owner of the software/technological solution and to continue to host the Primero data, or to transition these over to the steering committee or other structure, and to source outside funding or develop a revenue model for the platform.

Through use of an open source platform as the basis for the Primero Information Management System (IMS), investments in one country have the opportunity to benefit all users, leading to cost savings and enhanced usability and design. Despite this, there are significant upfront costs for the time and coordination required to design and deploy Primero in a new market, as well as recurring high costs for UNICEF headquarters to maintain the integrity of the IMS, presenting challenges for financial

sustainability of the platform without continued investment and support by UNICEF. UNICEF has no clear path forward as to how the system will be financially supported, whether that be through allocated core funding from UNICEF or through a licensing model for use of Primero.

Primero is transforming the child protection industry by professionalizing service provision through digitization and shifting the mindsets of child protection partners towards prioritizing data protection and security. Similarly, the development of Primero has highlighted, internally, the importance of data-driven programming. In some instances, interviews with select informants have shown that varying digital literacy across the organization has stifled scale for the innovation, with the importance of digitizing programming to enhance services and outcomes for children being prioritized by some, but not all. The 'data culture' that has begun to form within select UNICEF programme teams has not yet been fostered across the full organization.

UNICEF should look to capitalize on the learnings and progress enabled through Primero towards becoming a leading agency for the advocacy of the protection of data, and the right for children to own their data. UNICEF should ensure that institutional policies and guidelines are in place to operationalize appropriate child protection processes, and ensure that the appropriate education and training has been provided internally to enable UNICEF staff to also protect children's data rights, while achieving the organization's mandate of protecting the rights of every child. UNICEF could look to use its convening power to build momentum around this important challenge and develop and disseminate best practices across the industry. Further, UNICEF should continue to foster a data culture across the organization through incentivizing the adoption of technologies, particularly those proven to fulfil the organization's mandate. To enable the successful adoption of Primero by COs, the UNICEF Programme Division (PD) should look to continue to further capture and develop success stories, provide compliance-based e-learning courses for those within child protection verticals and facilitate in-person

trainings through a train-the-trainer approach that orient Regional Office (RO) Child Protection leads on the technical design and deployment of Primero, as well as the value proposition of Primero. Job descriptions at UNICEF should have some inclusion of data metrics that incentivizes and drives the use of data to enhance programmes.

Finally, UNICEF should continue to build on its unique role as a convener for developing innovations that serve a public good within the child protection sector. UNICEF is uniquely positioned to bring together diverse sets of stakeholders and facilitate conversations that require diplomacy and consensus-building.



# 1. INTRODUCTION

The world is changing faster than ever before, and so too are the challenges facing its most vulnerable. Conflict and displacement, disasters and climate change, urbanization and disease outbreaks are growing increasingly complex and inter-related, demanding new strategies and approaches. Innovation for development – exploring new ways of delivering programmes, with new partners and new technologies – is increasingly recognized as crucial to meeting the Sustainable Development Goals and the promise of the 2030 Agenda for Sustainable Development.

Since 2014, UNICEF embraced innovation as one of its key strategies to achieve results for children. That commitment is reaffirmed in its current Strategic Plan, 2018-2021, and is evident in the organization's programming and institutional architecture. Indeed, since 2014, significant progress has occurred in a relatively short period of time, backed by clear strategic intent and targeted investment. A number of formal structures have evolved, and new milestones achieved.

With the increased foothold of innovation in UNICEF, it is important and timely to take stock of these efforts through high quality evidence to inform decision-making, learning and accountability. In keeping with the need for this evidence, UNICEF conducted a global evaluation of innovation in 2018. The evaluation comes at a time when the organization is considering how best to maximize its resources for innovation and is intended to inform those decisions in an impartial manner, backed by credible evidence.

The objective of the evaluation was to assess UNICEF's 'fitness for purpose' to employ innovation as a key strategy to achieve the outcomes and goals defined in its strategic plans covering the period 2014-2021. It also sought to provide insights on how innovation contributes to UNICEF's goals and objectives, as well as how innovation might contribute to increasingly effective organizational responses in the coming years. The global evaluation was

designed with three core components including: an organizational assessment, a set of innovation case studies and a synthesis project.

The case studies are intended to serve organizational learning by unpacking and examining the multiple pathways and dynamics which underpin innovation within the organization. In addition, the case studies contribute to accountability by assessing the manner in which innovation work in practice reflects the strategies and principles which UNICEF has developed to guide these efforts.

Three objectives guided the work:

- To provide detailed descriptions of a set of innovations across stages of the development continuum inclusive of contextual influences
- To assess the application of innovation principles or other standards for a set of innovations with particular attention to issues of ownership and scale
- To produce clear conclusions and considerations for policy, strategy and management decisions to further enhance innovation as key change strategy.

Cases are defined as *the processes an innovation was identified, developed, tested, implemented and taken to scale along with contextual factors such as underlying organizational and partnership arrangements*. The primary audience for the case studies is internal to UNICEF including senior management and programme managers at HQ, regional and country level. Its uses include informing the implementation of the Strategic Plan 2018-2021 particularly the change strategy focused on innovation. UNICEF commissioned Deloitte LLP to conduct thirteen case studies to examine innovation across the spectrum of innovation types, country contexts and internal (UNICEF) and external (partner, supplier) actors.

All case studies were structured around a modified version of the Deloitte Dublin Framework for Innovation. Within this

framework, four thematic dimensions (i.e. approach, organization, resources and capabilities and metrics and incentives) are seen as necessary to enable successful innovation. Case studies employed a mixed methods approach to build a complete picture of the innovation process and identify findings related to these four thematic dimensions. The evaluation team collected qualitative and quantitative data through desktop review, case study informant interviews and field visits. More information on the methods used appears in Annex A. A listing of stakeholders and interviewees appears in Annex B. Documents reviewed appear in Annex C.

The innovation case examined in this report concerns the development of Primero as a strong example of UNICEF leveraging its unique position in the market as a facilitator to foster inter-agency coordination and collaboration that was essential to enable improvements of case management for child protection services globally.

**Table 1. Summary of information sources**

<b>Desktop review</b>	<ul style="list-style-type: none"> <li>• <b>Primary and secondary sources.</b> Conducted review of country-specific (Sierra Leone) and global documentation, including Primero governance, market research and technical documentation, along with business case and project narratives provided by UNICEF headquarters. The evaluation team conducted a review of &lt;Primero.org&gt;, along with relevant UNICEF and child protection publications and policies.</li> </ul>
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<b>Engagement with stakeholders</b>	<ul style="list-style-type: none"> <li>• <b>Interviews.</b> Conducted semi-structured interviews, guided by interview protocols, with the Sierra Leone CO and external stakeholders, including government, PD Primero team members, and relevant UNICEF leadership.</li> <li>• <b>Observations.</b> Field visit to Sierra Leone to meet with key UNICEF stakeholders and observe the use of Primero by child protection partners.</li> </ul>
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A field visit to Sierra Leone was conducted as a part of this evaluation to gain an understanding of Primero's application at the CO and with UNICEF partners. Scheduling of the visit was carried out in coordination and with the assistance of the CO, based on guidance documents reviewed by the evaluation team.

Key activities conducted in Sierra Leone included:

- Interviews with internal UNICEF CO Primero stakeholders; and
- Interviews with external UNICEF CO Primero stakeholders, including a visit to child protection stakeholder and government partners.

This report includes information on the context for the development of Primero (Section 3), the innovation journey (Section 4), field testing (Section 5), findings (Section 6) and considerations for UNICEF and conclusions (Section 7).

## 2. INNOVATION AT A GLANCE

### Description

Primero (Protection-Related Information Management) is a web-based platform developed to enhance the process used by humanitarian and development professionals to monitor incidents and manage cases related to child protection. The software

application enables users to securely collect, store, manage and share data through a digitized process, while enabling interoperability and the information exchange between existing child protection information management systems (IMs) previously acting in silos, including the Inter-Agency Child Protection Information Management System

(IA CPIMS) and the Gender-Based Violence Information Management System (GBVIMS). Primero supports the newest iterations of both systems, known as CPIMS+ and GBVIMS+, which are used in more than 20 countries.

Primero's standardized approach and information exchange for the management of child services **creates efficiencies, improves response time, and ensures adherence to confidentiality and ethical standards**, required due to the unique nature of the data collected. Primero is flexible and adaptable, allowing the user to manage a broad range of child protection services and concerns, including incidences of gender-based violence and violations of children's rights and the reunification of unaccompanied or separated children. Users of the platform are able to more easily track and manage cases, refer children to service providers, and monitor referrals to ensure timely service provision for children.

**Figure 1. Primero at a glance**

ID#	SURVIVOR CODE	CASE OPEN DATE
EA3F154		18-Feb-2015
E3CE8B6	abcde W-a	09-Feb-2015
49D15C7		03-Feb-2015
18T020D		19-Jan-2015
CR33665		19-Jan-2015
988EF8		12-Jan-2015
B81EC9E	blm	09-Dec-2014

**Data security:** Due to the sensitivity of the data shared, Primero uses role-based access, allowing the organization to carefully define which users can see what data and perform which actions. This functionality enables Primero to ensure that data are secure and accessed only when essential. Primero also transitions case workers from paper-based systems to digital tools, reducing the risk of lost or misused data.

**Online and offline capability:** Primero has been designed to operate as a stand-alone application or as a centrally hosted system, allowing the system to run on a laptop, a privately hosted server, or in a managed cloud environment. Primero's architecture and

mobile client allows social workers and other users to use the application in remote areas without internet connectivity or consistent power to operate independently through use of the mobile app, with periodic synchronization of data when connectivity becomes available, to allow the system to share data with the other systems.

**Intended innovation outcomes**

Primero's ability to share information across multiple systems reduces duplication, increases response times and enables transparency and accountability for the delivery of services. For vulnerable children, this results in faster and more reliable access to essential services, including access to psychological support and health care, reduced time spent providing personal information to independent child service agencies and, in some cases, faster reunification with family members.

**Figure 2. Primero functionality and modules**  
(Source: www.primero.org)



**Innovation users**

In a humanitarian setting, Primero is used by child protection partners engaged in the delivery of services to children. Primary users include international NGOs, such as the International Rescue Committee (IRC) and United Nations agencies, including the United Nations Population Fund (UNFPA) and the Office of the United Nations High Commissioner for Refugees (UNHCR). Primero is also a tool for governments in a development setting in which the delivery of social services is provided and managed by national governments.

### 3. CONTEXT FOR DEVELOPMENT OF PRIMERO

#### Key takeaways

- UNICEF is the world's leading child rights organization, mandated to respond to the needs of children in emergency situations and to take measures to ensure their protection
- UNICEF's Child Protection unit leads a wide range of programmes that seek to protect and restore the rights of children in more than 190 countries
- Effective child protection highly depends on the timely, accurate and efficient management of data, including for case management and incident management of vulnerable children
- Existing IMSs are widely adopted systems, but are not universally used, centralized or inter-connected, resulting in the duplication of data and unharnessed data potential.

#### 3.1 Development/humanitarian context

The world is experiencing the highest level of displacement on record. As of May 2018, 68.5 million people around the world have been forcibly displaced from their homes due to armed conflict and natural disaster. Of these, 25.4 million are refugees, and more than 50 per cent are children.<sup>1</sup> Armed conflicts and natural disasters have a disproportionately negative effect on children, including physically, psychologically and emotionally. These situations make children vulnerable to family separation, loss of loved ones, sudden forced dislocation, violence, exploitation and abuse, increasing a child's risk of death, poor physical and mental health, HIV/AIDS infection, educational problems, displacement, homelessness, vagrancy and poor parenting skills later in life.<sup>2</sup>

States have the primary responsibility to protect their people, including children; however, when individuals are at risk of or suffering from violence or deprivation of basic goods and services during a humanitarian crisis, the international humanitarian community may provide assistance to protect those affected. In child protection, this may include preventing and responding to violence and exploitation and abuse against children, including commercial sexual exploitation, trafficking, child labour and harmful traditional practices,

such as female genital mutilation/cutting and child marriage. Humanitarian organizations will seek to reduce the vulnerability of those affected through responsive actions to minimize violence and abuse, undertake remedial action to ensure access to basic needs, restore dignity and ensure the well-being of those affected. Several international organizations have a 'protection' mandate, including the IRC, UNHCR and UNICEF. UNICEF is guided by the Core Commitments for Children (CCCs) in Humanitarian Action, a global framework for humanitarian action for children, which is in turn guided by international humanitarian law and human rights law, in particular the Convention on the Rights of the Child.<sup>3</sup>

The international development community and governments have begun to turn focus towards the practice of collecting more reliable, accurate and timely data to inform global development. Technology for development (T4D) has become increasingly instrumental in development practice, with an emphasis on the use of mobile applications by development practitioners as tools for enhancing the effectiveness of development programmes. Further, there has been an increasing shift for development programmes towards growing or supporting digital solutions to better serve the poor. Global partnerships and development philosophy formed around

<sup>1</sup> Source: <[www.unhcr.org/figures-at-a-glance.html](http://www.unhcr.org/figures-at-a-glance.html)>.

<sup>2</sup> Source: <[www.unicef.org/protection/57929\\_57977.html](http://www.unicef.org/protection/57929_57977.html)>.

<sup>3</sup> Source:

[https://www.unicef.org/cholera/Chapter\\_1\\_intro/05\\_UNICEF\\_Core%20Commitments\\_for\\_Children\\_in\\_Humanitarian\\_Action.pdf](https://www.unicef.org/cholera/Chapter_1_intro/05_UNICEF_Core%20Commitments_for_Children_in_Humanitarian_Action.pdf)

this purpose: in 2009, UNICEF launched its Innovation Principles, followed by a consortium of international development institutions launching the Principles for Digital Development, in 2012. In line with this new ideology, the United Nations, with the launch of the Sustainable Development Goals (SDGs), formed the Global Partnership for Sustainable

Development Data, calling for a revolution in data to ensure that reliable data are available to inform and track the world's progress towards the Global Goals. The Global Partnership calls for open and accessible data and innovation of data technologies that enables data collection and analysis to be done in more effective and affordable ways.<sup>4</sup>

### 3.2 Innovation context

Effective humanitarian action, for both preparedness and response, depends highly on the timely and accurate collection of data, as well as the efficient management of such data to ensure that children receive the support needed. For more than a decade there has been the movement away from paper-based systems towards information and communication technology (ICT) solutions that aim to create greater efficiency for child protection service providers. The IA CPIMS and GBVIMS are widely deployed IMSs used for case management and monitoring incidents related to children and women. However, **these systems are not universally used, centralized or inter-connected.** The Rapid Family Tracing and Reunification application (RapidFTR), designed in 2010, was built to enable inter-connectedness and, therefore, could potentially be used across IMSs. The global Monitoring and Reporting Mechanism Information Management System, mandated by the 2005 adoption of United Nations Security Council Resolution 1612, had been

pending for a number of years due to internal and external challenges.

Therefore, UNICEF and its partners have multiple systems deployed for protection monitoring and case management. These systems collect information of a similar nature, often tracking duplicate or relevant information on the same children. **These systems often operate in silos and with localized set-ups, resulting in duplication, unharnessed data potential, and limited transparency.** This can result in localized, independent data collection through paper-based data collection processes and poor management practices leading to inadequate data protection, which do not adhere to the Minimum Standards for Child Protection in Humanitarian Action.<sup>7</sup>

Finally, due to lack of interoperability, data were not used systematically to provide a more holistic understanding of emerging trends in child protection or to inform advocacy.

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<sup>4</sup> Source: [www.usaid.gov/sites/default/files/documents/1864/cii-UAVs\\_in\\_Global\\_Health-508.pdf](http://www.usaid.gov/sites/default/files/documents/1864/cii-UAVs_in_Global_Health-508.pdf).

### 3.3 UNICEF programme context

UNICEF is the world's leading child rights organization, mandated to respond to the needs of children in emergency situations and take measures to ensure their protection and future well-being. UNICEF's Child Protection PD leads a wide range of programmes that seek to protect and restore the rights of children in more than 190 countries. UNICEF works in partnership with the humanitarian community to fulfil its mandate directly contributing to the achievement of the CCCs through resource mobilization, direct programme support to partners in-country and advocacy. UNICEF's child protection portfolio covers a variety of programmatic activities and objectives, based on the unique situation and needs of children. Broadly, UNICEF and its partners seek to strengthen the environment for children, through the following strategies:

- International advocacy, often with the use of international human rights mechanisms
- National advocacy and initiating dialogue at all levels to promote practices that protect children
- Inclusion of child protection issues in national development plans
- Law-based approaches to promote and enforce legal standards in child protection; and
- Community-based approaches to promote and strengthen the capacity of families and communities to address child protection issues.<sup>5</sup>

## 4. THE INNOVATION JOURNEY FOR PRIMERO

### Key takeaways

- UNICEF led the inter-agency discussions across the child protection stakeholder ecosystem towards the development of a global case management solution that enabled interoperability between the existing IMSs used for child protection (soon to be called 'Primero')
- With seed funding from the Office of Foreign Disaster Assistance (OFDA), and then the United States Centers for Disease Control and Prevention (CDC), UNICEF and partners engaged Quoin, an external information technology company, to support in the design and deployment of Primero
- An iterative and agile design method was used, involving the initial development of the system skeleton, customizable upon deployment, the first of which took place in Sierra Leone in 2014
- Primero has since scaled to 13 countries where the platform is now live and 30 in which there has been demonstrated interest, most often by the UNICEF CO, but in some occasions by local governments or child protection partners.

The design, development and active scale-up of Primero has been a dynamic journey, beginning in 2012. Led by the Child Protection PD, Primero 'skeleton' was first designed by UNICEF headquarters and child protection partners, to be iteratively designed, developed, tested and refined when deployed locally. Primero as a platform

remains dynamic, as learnings gained through each country implementation and feedback from the growing number of child protection stakeholders on the platform informs platform development, in the form of upgrades. Starting in Sierra Leone as the first pilot application, Primero is now live in 13 countries. See section 4.1 for a snapshot of Primero globally.

<sup>5</sup> Source: [www.unicef.org/protection/files/What\\_is\\_Child\\_Protection.pdf](http://www.unicef.org/protection/files/What_is_Child_Protection.pdf).

## Needs identification

Due to UNICEF's leading role in child protection globally, the organization was acutely aware of the shortfalls of the existing IMSs. These shortfalls and limitations caused several occurrences of UNICEF offices constructing independent, stand-alone case management systems, which led to poor practices for data protection. Sector leaders, including UNICEF, identified the need for a holistic IMS solution and the development of improved tools for field-level practitioners, including a transition away from paper-based case management systems that were inefficient, and risked the loss or misuse of sensitive protection data.

The envisioned solution – an integrated platform, enabling inter-operability and information-sharing across existing IMSs to improve response and maximize data utility while maintaining confidentiality and ethical standards – had been previously attempted by child protection stakeholders. However, they were unsuccessful due to the limitations of the available technology and issues finding inter-agency consensus. UNICEF, as a United Nations agency with a prominent role in the sector and

active position on respective IMS steering committees, identified itself as uniquely positioned to coordinate, guide and lead inter-agency discussions across the child protection stakeholder ecosystem, a necessary component towards the development of a global case management solution.

UNICEF initiated conversations in 2012 with the steering committees and technical groups of the existing IMSs to assess the need and feasibility of integrating the platforms. UNICEF and child protection partners on the steering committees, including IRC, Save the Children, UNFPA, Department of Peacekeeping Operations, the Office of the Special Representative of the Secretary-General for Children and Armed Conflict and others, with seed funding of \$1.5 million from the United States Agency for International Development's (USAID) Office of Foreign Disaster Assistance (OFDA) and the CDC collaboratively developed a request for proposals to engage an external information technology company to support the development of a platform to enable integration of the existing systems and interoperability.

## Recognition and exploration

Quoin, a technology firm, was successful in its response to the request for proposal in 2013, embarking with UNICEF and partners into a two-staged, iterative design process. The first design stage involved the development of Primero as an initial IMS framework or skeleton that, in stage two, is further customized based on the country-specific case management approaches employed.

Primero's initial design framework was consistent with UNICEF's Innovation Principles. These Principles highlight the importance of user-centred design, data security and open source and platforms, among others, which were considered during the design process for Primero.

Due to the sensitivity of the data, UNICEF and partners were particularly concerned with data security requirements. The collaborative

**Quoin** is a boutique technology firm, consisting of 50 professionals skilled in design, project management and development. The organization delivers custom mobile web and enterprise applications for clients from start-ups to Fortune 50 and global organizations.



nature of the design process across inter-agency lines allowed UNICEF to draw on the expertise of its partners to inform institutional gaps in knowledge at UNICEF. For example, UNICEF does not have a data protection policy to inform the processes and structure of Primero. Therefore, UNICEF looked to UNHCR and International Committee of the Red Cross (ICRC) policies on data use and protection to inform the design of Primero. Risks associated with data loss and misuse were assessed and mitigating measures informed the architectural

design of the Primero IMS. This consideration for data security at the forefront of the design process influenced the development of an additional step – Data Protection Impact Assessment – conducted during the country-specific design stage, in which the implementation team conducts a risk assessment to ensure that adequate data protection and security procedures are in place.

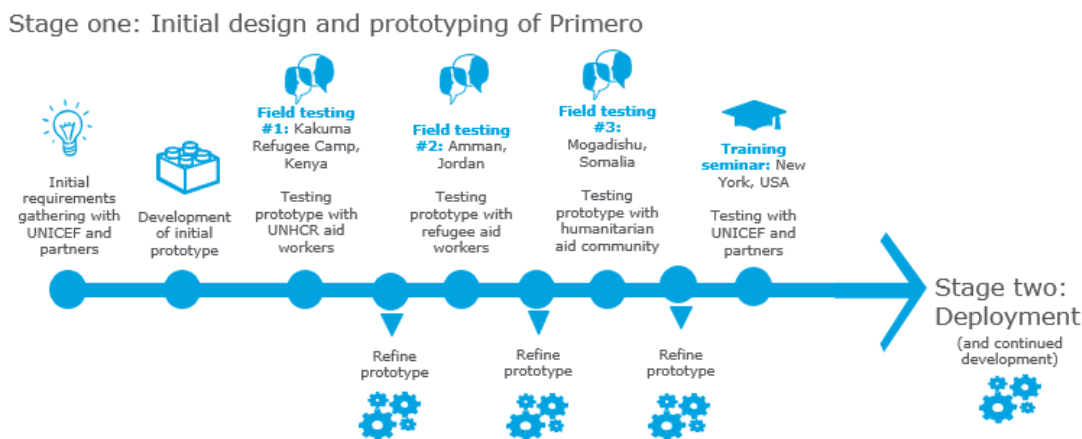
Using a user-centred design process, the Quoin team gathered requirements for the system and conducted usability testing through a field-based approach (see Figure 4 for Quoin’s design approach). This approach enabled Quoin to better understand the unique needs and operational concerns of child protection workers in varying conditions. The field-testing

team conducted usability tests using eye-tracking technology that monitored workers’ use of the system, allowing the organization to understand how the users react and interact with the system. Through testing, interviews with stakeholders in selected countries, and input from UNICEF and partners, Quoin’s engineers were able to refine the prototype to develop a platform that is uniquely positioned to support case management and incident monitoring in the humanitarian context.

**Figure 3. Innovation process**



**Figure 4. Quoin’s design approach**



**Table 2. Primero design consideration and results**

Initial design considerations	Resulting capabilities
<ul style="list-style-type: none"> <li>Case Management process that can be adapted to local context</li> <li>Data security</li> <li>User friendly</li> <li>Interoperability for enhanced data-sharing</li> </ul>	<ul style="list-style-type: none"> <li>Case Management process that can be customized to unique country standard operating procedures (SOPs), including customizable dashboards</li> <li>Data protection processes built into the system: Role-based access limits the risk of sensitive data being shared or accessed; system transactions are time-stamped, password-protected and encrypted</li> <li>System flexibility: Operates as a stand-alone application or as a centrally hosted system; can be run on a laptop, a privately hosted server, or in a managed cloud environment</li> <li>Configured to perform periodic synchronization of data with other system instances to support data-sharing.</li> </ul>

**Development and implementation**

The Primero platform was developed through an agile approach, in which the IMS user

interface is customized based on the unique programme’s business processes. For example, Primero’s user interface in-take forms used in a refugee camp will be customized based on the agencies’ standard operating procedures



(SOPs). As Primero is envisioned as a public good, it has been built as an open source software, enabling implementing agencies, often UNICEF COs, child protection partners and national governments to access the Primero platform without the costs of licensing fees. The open source nature allows organizations to deploy and customize an instance of Primero. To design and build complex Primero forms and workflows, organizations would solicit/contract vendors for support. Basic forms, in some cases, can be completed by the organizations themselves. Primero source code, such as that used to build forms and enable digitized case management processes, is made available on GitHub (<<https://github.com/primerolms>>) under the GNU Affero GPL 3 license. For more complicated projects or large operations, UNICEF has a long-term agreement (LTA) with four IT service providers. Service providers can be contracted to help design, test and deploy the platform. The first of several deployments was in Sierra Leone, after the Ebola crisis in 2014 (see Section 3.2 for a detailed overview of *Primero in Sierra Leone*). The design process employed by the selected IT vendors is user-centric. An overview of representative steps used during this process are provided below.

- 1. Initial interest:** UNICEF, child protection partners or governments will identify a need for Primero based on their own humanitarian context and existing case management practices. This initial interest can be expressed to UNICEF through the <Primero.org> website or directly to headquarters.
- 2. Needs exploration:** UNICEF headquarters will have an initial conversation with the interested party to understand the initial intent and challenges, and make connections for the organization to an existing vendor to provide support on design and deployment.
- 3. Funding identification:** If not already identified, the lead agency will identify the appropriate funding for the Primero launch.

- 4. Needs assessment:** Alongside a pre-selected vendor contracted through a UNICEF LTA, an initial needs assessment will be conducted through engagement of all child protection partners active in the country or use case context (e.g., refugee camp) to align on needs, challenges and expectations. Depending on the potential size and complexity of the deployment, the vendor's engagement may be light or heavy. During this stage, the lead agency will select if Primero will be hosted on the cloud or local servers.<sup>6</sup>

- 5. Align on standard procedures:** In order to design case management forms used in Primero, all implementing agencies need to align on standard procedures. In some deployments, case management is standardized (e.g., UNHCR has standardized forms for use in refugee camps); however, in other deployments, SOPs may not have been developed. Aligning on standard procedures can be a long and tedious process, as it involves building consensus across multiple stakeholders. This process should be led by the agency that holds responsibility for child protection broadly; in most cases, this will be the national government.

- 6. Design and test forms in Primero:** The vendor or lead agency will programme the Primero forms based on the SOPs and test these forms alongside child protection partners. Partners will use test data to practice using the forms and ensuring they meet their needs. This period of testing also provides an opportunity for training and socialization of the in-take forms and Primero platform with partners, including using dashboards, completing in-take forms and making referrals. The design will undergo several iterations until child protection partners are satisfied and the platform is ready for the alpha phase. Alpha phase deployment entails the launch and testing of a nearly complete version of the platform; used to test the features and ensure functionality. At this

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<sup>6</sup> <Primero.org> provides detailed information on how to get started if hosting locally (<[www.primero.org/support](http://www.primero.org/support)>).

stage, the field team will conduct a data protection impact assessment to identify associated risks and develop mitigation strategies to ensure the protection of data.

7. **Training:** A variety of training techniques have been used (e.g., train-the-trainer; group training; one-on-one training). Training is provided to government, NGO or agency partners. In many cases, the UNICEF CO or headquarters will provide this training directly. Hands-on training using test data and enabling users to see how access restrictions are applied has been an effective way to develop the understanding and comfort level of users with the platform. One successful technique has been to assign each person a role and have each user see how that role restricts their data access in the system.
8. **Deployment (go 'live'):** The Primero platform will be fully functional at this stage, including case management forms aligned with SOPs and, in some cases, customized dashboards for management and oversight.
9. **Continued support:** Ongoing support is required by partners as they continue to use Primero. Ongoing training or refresher training may continue to be provided by UNICEF CO or headquarters, with the objective of transitioning training responsibilities to the government or eventual 'owner' of the platform in the country. Technical support is triaged through first being routed to government or UNICEF ICT personnel, and, if necessary, sent to Quoin or another service provider that supports through the 'Support Hub'. This last is available to all Primero users from any organization.

### Implementation standardization

UNICEF has developed a series of standardized documentation and/or legal agreements that facilitate the smooth deployment of Primero. These agreements have also helped to professionalize the sector's approach to data protection and security. Examples of these include:

- **Terms of use documents:** For governments or partners deploying Primero, creating conditions and restrictions on the use of data in Primero
- **User agreements for partners:** For partners deploying Primero, creating conditions and restrictions on the use of data in Primero; and
- **Programme implementation agreement:** Internal agreement providing guidance and oversight over UNICEF implementation has been updated to include policy for use of data as well as topics pertaining to UNICEF's role in hosting child protection data in its cloud.

In addition, UNICEF has LTAs with vendors that enable other organizations to have visibility and access to pre-arranged rates for qualified service providers that have experience with Primero implementation.

### Ownership and implementation models

The role of UNICEF and its partners in child protection ranges based on the country context. The below table illustrates two roles UNICEF has played as it pertains to child protection case management in a country. These are examples, whereas the precise role of stakeholders vary.

**Table 3. UNICEF ownership and implementation models**

UNICEF as a facilitator	UNICEF as an implementer
<p><b>Context:</b> Stable government with interest and some capacity to provide social services to children</p> <p><b>Government's role:</b></p> <ul style="list-style-type: none"> <li>• Directly provide child protection services to children (e.g., through government social workers) and</li> </ul>	<p><b>Context:</b> Governments without sufficient capacity to provide social services to children</p> <p><b>Government's role:</b> Engagement to provide input into the development of SOPs and child protection service provision, as appropriate</p>

<p>provide oversight over quality of government services and those provided through child protection partners (e.g., NGO case workers) through use of Primero</p> <ul style="list-style-type: none"> <li>• Provide oversight of all service provision in sector through Primero to identify trends and ensure accountability of service providers</li> <li>• Provide capacity-building to government workers on the use of Primero</li> </ul> <p><b>Child protection partners:</b> Augment government services through the direct provision of child protection services (e.g., through social workers) through use of Primero</p> <p><b>UNICEF:</b></p> <ul style="list-style-type: none"> <li>• Coordinate and provide resources to child protection partners</li> <li>• Provide technical assistance and capacity-building support to government for Primero, as needed</li> </ul>	<p><b>Child protection partners:</b> Provide direct child protection services in support or in lieu of government services through use of Primero</p> <p><b>UNICEF:</b></p> <ul style="list-style-type: none"> <li>• Provide oversight and management of child protection sector in support or in lieu of government</li> <li>• Coordinate and provide resources to child protection partners</li> <li>• Provide technical assistance and capacity-building support to child protection partner for use of Primero</li> </ul>
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## Scaling up

Primero is live in 13 countries. The platform has been scaled both 'out' and 'in'.

- **New market adoption (scaling 'out')** occurs when Primero is launched in a new country. The demand for Primero is often driven by emergency situations, where access to fast and reliable data on child services is required, such as during a refugee or health-oriented crisis. The UNICEF organizational structure has presented challenges for scaling Primero 'out' across the organization as COs are decentralized. Therefore, UNICEF headquarters often acts as an advocate and educator sharing the importance and benefits of Primero.
- **In-country scale** takes place when Primero is present in a country and a growing number of child protection partners begin to use Primero as a platform. The speed of scale is enabled through the adoption of the platform by the government, such as through integrating the use of Primero into policy. In a similar way, in crisis situations, the value delivered through case management, as well as the leadership of United Nations agencies in these situations, is able to catalyse the adoption of the platform by other stakeholders. Success of

in-country scale, although hard to measure, is representative of the total percentage of child protection partners effectively using the platform. In-country scale is limited by child protection programmatic scale, as Primero is a tool to facilitate programming, but not a substitute for it.

Project funding for scaling out can often come through humanitarian response or existing donor agencies with which UNICEF works closely. Moving forward, UNICEF has built into its strategy a focus on child protection system strengthening, a component of this entailing the need for improved case management processes through the Primero IMS. Scaling in-country often requires subsequent funding to support the operational budget and mainstreaming of the platform into government processes.

UNICEF's objective for scale at the global level would be to see that every CO interested in using a case management system would adopt Primero, before opting to build a custom system or license an alternative system, where the regulatory framework allows (e.g. GDPR).

Outside of UNICEF, Primero has been in demand by several organizations, including

two international NGOs and several governments interested in deploying the IMS independently of UNICEF. This validates the value experienced by those implementing the platform, as well as demonstrates the growing preference towards Primero as the preferred case management IMS for child protection.

### *Scaling Primero, the platform*

Primero, as a platform, remains dynamic and iterative. With each new country deployment, the platform is refined and upgrades are developed by IT firms that support the platform. Therefore, learnings that are generated during each new deployment are captured and can benefit every Primero use case. Through this iterative and decentralized model, funds deployed by one donor towards Primero for a system upgrade benefits all users of the IMS.

As a public good, Primero is an open source technology. The supporting ecosystem to adopt Primero has grown, including the launch of [www.Primero.org](http://www.Primero.org), a website that provides organizations interested in the platform with resources, stories and support access to the platform and instructions for use on a computer and/or mobile device. The resources section provides an overview of the Primero capabilities across case management, incident monitoring, and family tracing and reunification, as well as its adherence to relevant global standards. Demos and an introduction tour of the platform are available. Primero is made available on GitHub.<sup>7</sup> A dedicated support hub for Primero is being developed that will provide interested users with a forum, further documentation for training and learning, and a feature that will enable the user to test Primero ('Try Primero' feature).

### *Primero governance*

As the platform continues to mature, a global inter-agency governance structure has been established. The Primero Coordination

Committee established in 2017 provides a forum for coordination and consensus in order to promote the effective use of the Primero platform. Specific objectives of the committee include to:

- Promote and support the development and implementation of Primero modules by providing technical guidance for implementation, scale, coordination and resource mobilization support
- Provide a forum to discuss coordination and interoperability between the constituent IMSs to promote efficiency and maximize impact of response; and
- Share lessons learned with other systems, among other responsibilities.

### *Looking forward*

The vision is for the community of Primero users to be developed around this resource hub, contributing to its development and knowledge base. All service requests will be filtered through this site and vendor information for deployment support will be initiated directly. Priorities for UNICEF include further developing the resource hub and professionalizing the support process for non-UNICEF users, as both remain limited at this time.

### *Funding*

The development of Primero has been made possible through initial funding provided by CDC and OFDA to UNICEF headquarters. With each deployment, the CO identifies funding to support in the agile design process conducted by Quoin and other vendors to customize the platform for country-specific requirements. Moreover, ongoing costs are required to ensure the continued development of the platform more broadly, including features such as the development of the Primero Android application. An overview of several key investments in Primero are provided below in Figure 5, including ongoing costs supported through UNICEF headquarters (left) and individual CO costs for implementation (right).

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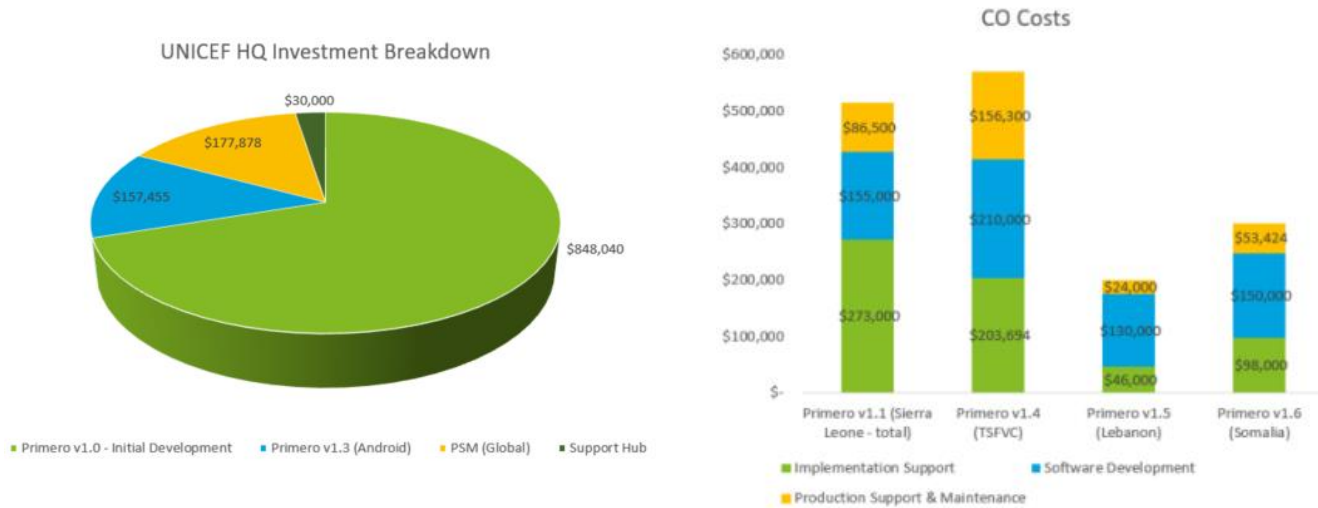
<sup>7</sup> Git is the distributed version control system. Git is responsible for keeping track of changes to content (usually source code files), and it provides mechanisms for

sharing that content with others. GitHub is a company that provides Git repository hosting. <https://github.com/>.

Software development and implementation support make up the largest portion of Primero programme costs, with ongoing support and

maintenance requiring, on average, 23 per cent of total costs.

**Figure 5. Primero: development and deployment**



**Outcomes and impact**

Output measures are generally available for Primero (e.g., the number of children whose cases are managed through the digital platform); however, few outcomes have been measured (e.g., enhanced service for children; and more and/or faster reunification services for separated children). Anecdotally, users and UNICEF informants agreed that Primero provides the following benefits and outcomes:

**Outcomes for users**

- Increased transparency, accountability and oversight of case workers/sector
- Increased data-sharing enabling improved service provision
- Reduced duplication of work resulting in increased efficiency

**Outcomes for UNICEF**

- Strengthened role within sector
- Strengthened attention to data protection

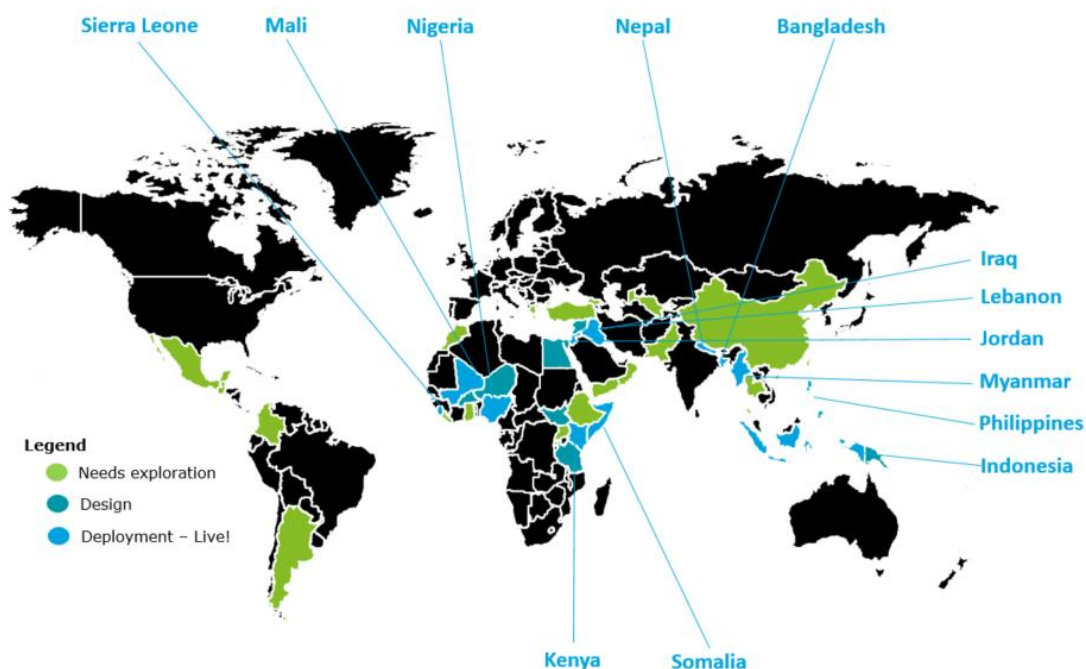
**Outcomes for children**

- Enhanced services for children, including faster referral times and access to services

## 5. PRIMERO FIELD TESTING

Primero is live in 13 countries and deployments are under way in more than 30.<sup>8</sup>

Primero's global applications	
<b>Jordan</b>	<b>Jordan</b> is now host to one of the world's largest refugee populations, with an estimated 125,000 refugee children receiving services in camps and host communities. Primero was launched in Za'atari Refugee Camp with partners, including the International Medical Corps, to facilitate the secure collection, storage and sharing of data to improve services for Syrian refugee children.
<b>Indonesia</b>	UNICEF <b>Indonesia</b> is working with the Ministry of Social Affairs (MoSA) to increase coordination and the quality of care for children through the use of integrated child welfare centers. Tracking and managing services and case load through the previous paper-based system had been a burden, resulting in inefficiencies and duplication. Beginning in 5 pilot sites in 2019, Primero has been launched to increase efficiencies in service provision. Once proven, the model will be scaled nationally in subsequent years.
<b>Kenya</b>	The Kakuma refugee camp in <b>Kenya</b> was one of Primero's first use cases and is now considered a model of good practice for UNHCR-Primero deployment. Primero in Kakuma dates back to an initial scoping mission undertaken by the design team comprised of Quoin and UNICEF, in 2014. The need to reduce dependency on paper forms was a key driver for adoption; however, Primero itself has acted as a key catalyst towards case management strengthening and the integration of new ways to assess vulnerability and improve existing business processes. The design and implementation of Primero entailed the use of UX (user experience) design and beta testing to ensure the system would enable case managers to smoothly conduct their daily tasks. The design team has used SIM cards to create hotspots in Reception Centers to enable the upload of digitized intake forms despite low connectivity, resulting in real-time data submission and review.
<b>Somalia</b>	UNICEF <b>Somalia</b> has launched the Primero platform in coordination with 12 child protection and gender-based violence organizations. As the result of a prolonged civil war and political instability, there has been a lack of protection for children and women's rights. Case workers spend too much time completing paperwork, preventing them from providing responsive and timely care. Travelling with paper files places the children they serve at risk. Primero has provided a secure platform to more efficiently refer children to service providers and ensure the security and confidentiality of data.



<sup>8</sup> In several countries, there are multiple applications of Primero in different stages of development. For example, in Kenya, Primero has been fully deployed ('live') in some instances and is in the design phase in other locations. The

above map is representative of the most mature stage of implementation for each location; where 'Deployment - Live!' includes alpha and beta testing stages.

## 5.1 Primero field trials: Sierra Leone

**Context:** Some 16,000 children in West Africa lost their guardians due to the outbreak of Ebola. This large volume of orphan children overloaded the child protection case management system. Social workers are required to provide a variety of services, including psychosocial, food, medical and residential care. At this time, multiple child protection partners were providing these services with no consolidated system to track, monitor or assure their delivery. In addition, the Government had limited transparency as to what services were being provided and if there were bottlenecks.

**Needs identification (1–2 months):** The Child Protection PD team, in conversation with the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) and child protection partners, identified challenges with CPIMS, including limited data-sharing across teams and offices, heightened risk of losing data due to an unsupported platform, and challenges with system failure (e.g., crashing; inability to import/export data). UNICEF saw this as an opportunity to transition to a broader case management platform and to support the roll-out of a system that would be government-owned and operated.

**Planning and preparation (6 months):** The UNICEF CO liaised with UNICEF headquarters to gain support and guidance on implementing Primero. UNICEF headquarters provided support through socializing the idea of Primero with the Government, contributing ongoing advisory and support and contracting Quoin once again to support the deployment and implementation of the Primero application. The emergency context of the Ebola crisis enabled funds to become available quickly and Primero to be prioritized in UNICEF and other child protection partner programmes. The Primero Technical team, comprised of two Quoin professionals and the Primero Headquarters Lead, made two visits to Sierra Leone as a part of the design and implementation of Primero in the country. The first visit enabled the Technical team to gather an understanding of the unique challenges facing Sierra Leonean child protection workers. The Technical team conducted multi-day seminars across the country with government officials and NGOs, introducing them to the Primero platform, gathering feedback and reactions, and scoping out their needs and requirements in order to customize the platform to meet their needs.

**Table 4. Primero barriers to deployment and solutions**

Barriers to deployment	Solution
<ul style="list-style-type: none"> <li>Lack of SOPs by child protection partners and MSWGCA</li> </ul>	<ul style="list-style-type: none"> <li>SOPs and associated tools were designed through a committee that was set up by the MSWGCA</li> </ul>
<ul style="list-style-type: none"> <li>Limited information technology (IT) infrastructure and connectivity: IT infrastructure required to run the Primero system, including connectivity and equipment such as laptops, was lacking in government offices; therefore, equipping government district offices became a priority</li> </ul>	<ul style="list-style-type: none"> <li>The Ministry was able to leverage the repurposed donor funding towards this important element</li> <li>Designed case management process which enabled paper-based processes to augment and complement technology, as needed before offline capability was enabled</li> </ul>

**Implementation and scale (6 months):** The second visit from the Technical team put in place a tailored implementation of the Primero platform based on requirements and information gathered during the initial scoping visit. UNICEF played an important role in providing training and capacity building for

the Ministry and child protection partners during the implementation of Primero. Training was led by UNICEF programme and Technology for Development (T4D) personnel, conducted through a train-the-trainer (TOT) model. UNICEF designed training materials that educated practitioners and government

workers on both the case management process as well as the use of Primero. Quoin staff participated in the initial training-of-trainers providing technology specific training, such as how to edit and save forms in the platform. Trained trainers then provided training to employees and other institutions interested in using Primero. Over subsequent months, UNICEF provided follow-up 'refresher' training to trainers to review and address challenges.

In 2016, during the deployment of Primero, a change in political leadership led to some social work being suspended, including the suspension of government child protection front line workers. This catalysed UNICEF's heightened involvement, particularly in taking a lead role as the system administrator, covering required fees and managing and coordinating training, monitoring and coaching, and tools refinement. Despite this drastic shift in the MSWGCA, the use of Primero continued by child protection stakeholders.

As of 2018, a new Minister in the MSWGCA has demonstrated support for Primero and has reinstalled social services. UNICEF has begun to transition ownership of Primero to the MSWGCA, as had been originally planned. UNICEF will continue to provide ongoing support to child protection partners and to the government for troubleshooting technical challenges. Quoin remains actively involved as a service provider, providing a storefront for global helpdesk support. Initial technical challenges are escalated to the Government's e-hub and if not able to be resolved, may be escalated to Quoin.

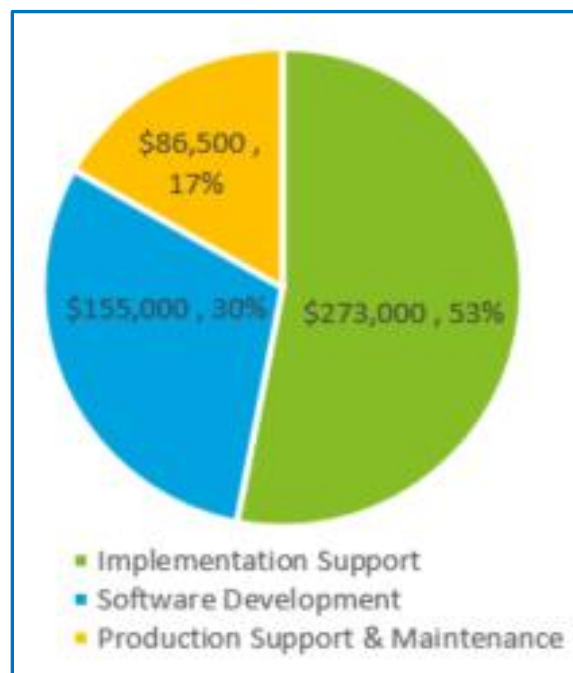
**Funding:** The breakdown of design and implementation costs are provided in Figure 6.

## 5.2 Lessons learned

The majority of challenges relate to the implementation of the Primero IMS, including building the capacity of partners and implementing agencies and the challenges of ensuring government buy-in. Based on the discussion with case study informants, all stakeholder groups identified similar challenges:

Initial costs were covered in part by headquarters, with the majority of the funds coming through CO resources and existing funding. Initial deployment costs are high, with ongoing product support and maintenance at 17 per cent of the overall costs.

**Figure 6. Primero financial breakdown**



- **Ongoing capacity building will be required during the implementation phase:** For many users, Primero was the first IMS used. Therefore, implementation saw many challenges with developing the technical understanding and building the users comfort with the system. Common issues included users typing slowly, resulting in forms 'timing out' and distrust of the systems reliability to save data that has



been inputted. The CO used a TOT approach, a decentralized model to reduce the costs and burden of training. One trainer shared experiences of providing training to regional partners. The approach structurally is well designed; however, child protection partners expressed continued need for ongoing training in the form of a demo portal, and increased hands-on support. UNICEF has provided one round of refresher training to trainers; however, to ensure effective use and adoption of the system, training should be provided more frequently.

- **Primero must be institutionalized and adopted into government policy to ensure success:** A change in government resulted in the decision to stop funding for government social workers and social services for child protection. This change was unexpected and due to political shifts and biases. To ensure adoption of child protection partners and to deter political shifts which may present roadblocks to the use of Primero, the platform should be mandated as the preferred IMS through government policy. This was the objective of the CO throughout the programme; however, political shifts that stopped funding for social services in the country helped to emphasize the importance of moving to this stage as quickly as possible.
- **A system designed for the most challenging conditions will make for smoother adoption:** Connectivity in rural communities is limited in Sierra Leone. In the initial deployment of Primero, mobile-enabled offline capabilities of the forms were not included, and at the time of this case study, were set to be rolled out during the next system upgrade in the country. Therefore, case workers in rural communities struggled to collect data while in the field. This resulted in the continued use of the traditional paper-based system for tracking, with case workers inputting data from paper forms into the system once returning to the office. In some cases, partners would have analysts input the data instead of case workers, as they had stronger computer skills. The continued process of using paper-

based forms results in the risk that sensitive data can still be misplaced or stolen, decreased the benefits of the Primero system. In addition, the practice of using data analysts to input handwritten forms into the IMS increased the risk of errors. Similarly, in the initial deployment of Primero, custom dashboards were not created for partners or government. To analyse, the partner will need to export into Excel. One child protection partner expressed challenges with this, as staff have limited Excel knowledge. Therefore, data are not being harnessed to their full potential. At the time of this case study, dashboards were being developed that will be used for partners and the Government to more clearly interpret the data.

- **Developing SOPs in advance of introducing Primero will make for smoother adoption:** It was the case in Sierra Leone that a common case management process was not used across the government or child protection partners. Therefore, SOPs were designed and rolled out in conjunction with the Primero IMS deployment. This created additional barriers for adoption as users had to learn both a new process, as well as the technology. All child protection stakeholders expressed the need to first align and learn the SOPs before introducing Primero.

## Outcomes

This case study did not attempt to rigorously measure outcomes or impacts from innovation through a structured framework. Instead, the focus of this work was on identifying examples of outcomes and understanding how outcomes had been considered during the innovation process. All users of Primero interviewed were able to clearly articulate the benefits of using Primero for their own operational performance, as well as the benefits to children. Actual output and outcome measurement is limited for Primero.

Despite this, users reported increased transparency and oversight over child protection service delivery, resulting in improved service provision for children,

including faster referral times and access to services and faster reunification with parents, when possible.

### **Sustainability**

UNICEF Sierra Leone is covering the costs associated with 2019 system upgrades of Primero; however, after this time, the Government has committed to covering all associated costs, including hardware (computer upgrades and IT infrastructure), IMS cloud-hosting fees and any monitoring and training programmatic costs. Over the coming years, the CO will continue to support the Government to adopt and mainstream Primero as their preferred system, including taking ownership for training, as well as streamline and clarify the roles and responsibilities of case managers at the district level and social workers at the community levels to ensure efficiency and accountability. At the time of this evaluation, few child protection partners, if any, outside of those working with UNICEF, use the Primero system. Through supporting the adoption of the system by the Government, additional partners will be brought onto the system.

The CO will also be looking at mainstreaming Primero into the school curriculum that teaches social work professions. This approach will address many of the capacity-building challenges currently being faced. As of June 2018, three universities have adopted Primero into the curriculum.

A concern of sustainability expressed by one child protection partner was on the increased costs of internet and hardware now required to be supported by NGOs using Primero. The partner did not express if they believed these increased costs would deter or make them unable to use Primero in the future.



## 6. FINDINGS

Based on the evaluation framework developed for the innovation case studies,<sup>9</sup> a number of findings from the Primero case study are relevant to the continued scale up of

Primero, as well as innovation at UNICEF, more broadly. These findings are profiled below.

### Key takeaways

- Primero is an example of UNICEF leveraging its unique position in the market as a facilitator to foster inter-agency coordination and collaboration; this unique offering makes UNICEF well positioned to promote innovations that are 'public goods'
- A long-term financial sustainability and ownership plan for the technological platform and data-hosting services, itself, has not clearly been defined for the innovation at this stage, which brings into question UNICEF's position to facilitate vs. own technological solutions that are public goods
- Users most often recognize the platform for its value in digitizing the case management process and enabling easy referrals and data-sharing with child protection partners
- Primero is transforming the child protection industry and UNICEF as an organization, through increasing awareness of the importance of data and data protection, as well as shifting mindsets towards a data-centric and data-informed child protection sector
- The development of Primero has highlighted, internally, the importance of data-driven programming. In some instances, interviews with select informants have shown that some COs have been reluctant to adopt the Primero platform due to reservations towards the use of new digital platforms. The level of digital literacy across UNICEF as an organization varies, which in some instances, deters the integration of data capture and management tools into programming.

### 6.1 Approach dimension

**The development of Primero is a strong example of UNICEF leveraging its unique position in the market as a facilitator to foster inter-agency coordination and collaboration that was essential to enable improvements of case management for child protection services globally.**

Inter-agency coordination is a slow process, requiring significant investment of time and effort. UNICEF played an instrumental role in facilitating inter-agency dialogue and, through consensus-building and diplomacy, achieving coordination with sector stakeholders.

- **UNICEF's mandate makes it well positioned to develop and promote innovations that are 'public goods'.** These innovations have the opportunity to transform sectors that have important implications for the rights of children globally (e.g., child protection, education). UNICEF as a resource mobilizer and market facilitator with close relationships with national governments enables the innovation to move more quickly from idea to scale than the sector may achieve on its own. Further, UNICEF has the ability to generate trust from organizations across the sector, including governments and NGO partners, which

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<sup>9</sup> As a part of this assignment, Deloitte is developing 13 case studies for the UNICEF Evaluation Office (EO). See Case Study Objectives for further details.

enables the organization to provide unique services and important leadership on issues that permeate the sector.

**Primero has strengthened UNICEF's overall approach to child protection programming and has become an integrated and important enabler for achieving enhanced outcomes for children through improved child protection services.** Primero has become an important tool for UNICEF in its approach towards strengthening child protection services and in developing an effective ecosystem for child protection service delivery. Primero effectively addresses ecosystem challenges in child protection services, including poor coordination, accountability and transparency, as well as addresses concerns for data protection and security, across the sector. UNICEF CO programming has begun to integrate and institutionalize Primero moving forward, representing the transformation of Primero from an 'innovation' towards a commonly adopted and preferred solution. Further, the programmatic focus on strengthening case management more broadly and the inclusion of this in UNICEF's results framework, was in part catalysed by Primero, as it was through the deployment of Primero that the organization gained an understanding that standard case management processes were an important step towards strengthening the quality of service provided to children.

- **Institutionalizing Primero with national governments through government policy and through adoption into educational curriculum is likely to accelerate the adoption of Primero and address key implementation challenges.**

Institutionalization is likely to advance the capacity of partner and government front-line workers to use Primero, reduce ongoing implementation costs required for training, and create the incentives required for NGO partners in the country to adopt the platform.

**Front-line workers using Primero recognized the platform for its value in digitizing the case management process. Few users identify interoperability between the Primero modules (data-sharing across the existing IMSs) as the**

**value addition of the Primero platform; however, in some cases, this has been due to the immaturity of the existing case management system, limiting opportunities for interoperability and data-sharing.** Front-line workers and NGO informants interviewed perceived value in the use of a digitized system for case management. Compared with paper-based/manual case management systems employed previously by several child protection partners, informants reported increased efficiencies, transparency and accountability. Compared with the use of the CPIMS as a stand-alone system, informants reported improved oversight and transparency, as well as enhanced management capacity due to the improved functionality of the Primero platform. All informants actively using the Primero platform reported value in data-sharing with other child protection service providers, such as through the ability to refer cases to service providers in a country. Primero's ability, through its cloud-based deployment, reportedly enables enhanced oversight for organizations and governments, as previous systems relied on child protection partners 'self-reporting' their outputs, with limited oversight and transparency.

UNICEF headquarters informants emphasize the perceived value of Primero in its ability to share data across the CPIMS, GBVIMS and other existing IMSs. In the instance in Sierra Leone, the value of interoperability has not yet been realized due to the immaturity of existing IMSs in the country.

**UNICEF is perceived as the 'owner' of Primero and, in several instances, the entity driving the demand for the platform.** It was observed during the evaluation that UNICEF COs initiate the majority (80 per cent) of the use cases globally. It is unclear whether this is due to a lack of awareness of Primero, the general risk aversion towards technology adoption that is present in some markets or the lack of perceived value/limited value proposition of the platform to external organizations/government bodies.

**Capacity-building of front-line workers and child protection service providers remains a hurdle for implementation and scale.**

Government and child protection partners often lack the capacity to adopt new technology-enabled solutions due to limited experience with similar hardware or software. In addition, many countries lack a data culture, in which cornerstone best practices for case management, such as disciplined record-keeping, are not practiced regularly. Therefore, UNICEF has continued to play the role of a trainer and capacity builder in many implementations at UNICEF; however, in some cases, UNICEF has provided only initial training and limited follow-up/refresher training or materials for which partners can practice the use of the system.

**The iterative and collaborative design approach taken for each country or case-specific deployment has been successful in ensuring buy-in from partners and government.**

UNICEF and IT partners deploying Primero have built-in iterative design sessions with stakeholders, enabling them to test and refine the platform to ensure that it is able to meet the detailed needs of the users. Techniques including in-country design missions taken by the software design firms used to gather design requirements, testing the platform through alpha deployments, and staged roll-outs with a smaller cohort of users to pilot and test the platform have all contributed to successful deployments of the platform.

Users have expressed challenges with limited offline capabilities and connectivity issues in rural areas, creating the need for paper-based record-keeping in some situations. Through the iterative design process, this capability will be addressed through a current investment made in one CO, which will benefit the wider Primero community.

**The technical design of Primero has been successful in ensuring the data security of sensitive child protection information, contributing to the cultural change in the way child protection partners work together.**

Prior to Primero, child protection stakeholders worked in silos, in part due to the concerns of sharing sensitive child data. UNICEF and child protection stakeholder informants expressed consistently that Primero has enabled data-sharing, which has resulted in a new approach

and thinking towards collaboration in the sector.

## 6.2 Organization dimension

**No clear sustainability or ownership strategy has been established for the platform.**

Given the global perspective required to design and develop Primero, UNICEF was an effective and well-suited leader. However, as demand continues to grow across COs and, in some cases, other child protection partners and governments, a plan for the long-term financial sustainability and ownership of the platform will be required. More importantly, UNICEF has not clearly communicated its desired role and position, whether that be to continue as the effective owner of the software/technological solution and to continue to host the Primero data, or to transition this over to the steering committee or other structure, and to source outside funding or develop a revenue model for the platform. Discussions on the financial sustainability for the software have begun; however, the organization lacks internal alignment as to the best way forward. This is further complicated, as UNICEF headquarters is the lead agency shepherding the development of the software, and UNICEF's COs are the primary 'user' in terms of demand generation. Therefore, the market's perception is such that Primero is a UNICEF-owner platform and is the key driver towards the adoption of the platform globally.

With a lack of strategy in place, it becomes unclear whether UNICEF seeks to facilitate and catalyse the development of software solutions that positively benefit children, or own and manage them.

**Ownership of Primero remains fluid based on the humanitarian context and stability of the government.**

Given the United Nations mandate to ensure the protection of the rights of children, in situations when governments are not able or willing to ensure this, the ownership of Primero has often come under UNICEF. For example, in both Lebanon and Sierra Leone, due to shifts in the political will to ensure that appropriate social services were delivered to children, UNICEF took a governing and lead role for child protection. Prior to this political shift, in Sierra Leone, the Government did take

a leadership role during both the design and deployment stages. In most cases, where there is a stable government, UNICEF has designed an implementation plan that ensures government buy-in and ownership from the design stage.

- **In situations where governments are weak or not engaged with protecting children's rights in a country, Primero can still be deployed effectively as a tool to enhance child protection services.** Primero can work without government support so long as the ecosystem of child protection partners see the value in adopting the use of the IMS. This has been demonstrated by several examples whereby governments stepped back from providing child protection services and UNICEF and child protection partners continued to use Primero as their preferred case management system. These use cases show promise for the continued adoption and scale-up of Primero, given its common use in humanitarian contexts where governments are not capable of providing these required services and UNICEF and partners are relied on to take an active role in governance and delivery of services for child protection.

**Successful deployments have seen significant engagement by UNICEF headquarters to provide coordination and support; however, these deployments are often accelerated by a highly capable T4D person at the UNICEF CO.** UNICEF headquarters has played an important role in educating and advocating for the use of Primero, as well as remained involved during the design and deployment stage. Qualified T4D Specialists in-country are able to support on the effective deployment of the platform and bridge communication and knowledge gaps between programmatic and technical persons.

### 6.3 Resources and capabilities dimension

**Through use of an open source platform as the basis for the Primero IMS, investments in one country have the opportunity to benefit all users, leading to cost savings and enhanced usability and design.** The open source nature of the technology enables investments in one country or through one donor agency to

create new features that benefit all users, as the source code is then made publicly available. This has decentralized the cost of the platform, making it less expensive for users to access the features they need. In particular, given the humanitarian context that Primero often operates in, the open source nature of the programme reduces the costs for programmes that may not have a clear path to financial sustainability, such as where governments are weak and donor institutions play a key financing role. In these situations, where funding is limited, investments made in the platform elsewhere (e.g., by other donors or national governments in a different country context), can benefit governments and contexts with limited available funding.

**There are significant upfront costs for the time and coordination required to design and deploy Primero in a new market, as well as recurring high costs for UNICEF headquarters to maintain the integrity of the IMS, presenting challenges for financial sustainability of the platform without continued investment and support by UNICEF.** High cost of implementation due to customization requirements and unique needs assessments in each market can present challenges for adoption and scale across new markets as each CO or sponsoring partner needs to locate the necessary funds. At the global level, there are recurring costs required to address technical bugs and design and roll out new features, as required. In addition, UNICEF provides direct support to partners as they implement Primero in order to mitigate against reputational risks associated with poor or failed deployment by a partner attempting to implement Primero independently. Finally, there are ongoing costs for coordination, the development and maintenance of resources made available on <Primero.org>. **UNICEF has no clear path forward as to how the system will be financially supported, whether that be through allocated core funding from UNICEF or through a licensing model for use of Primero.**

### 6.4 Incentives and outcomes

**Primero is transforming the child protection industry by professionalizing service provision through digitization and shifting the mindsets of child protection partners towards prioritizing**

**data protection and security through taking a user-centric approach.** Through the design and introduction of Primero, an important conversation on data protection and rights took place that is helping partners to understand the seriousness of the risks associated with poor data management practices. Further, child protection informants at UNICEF have emphasized the important cultural shift they are witnessing towards how children's data are being treated, demonstrating the growing understanding that the data collected by front-line workers are 'owned' by the individual, and therefore, proper data protection and treatment is the right of the child, which has strong implications on the way in which the sector must operate.

**Primero is transforming the way UNICEF works internally, through increasing awareness of the importance of data and data protection for the organization and by providing an example for good practices towards data protection and security in PD.** Prior to Primero, the organization had data protection protocols; however, with the heightened focus on data protection and security globally over the past several years, including with the introduction of the European Union's General Data Protection Regulations, UNICEF is looking to develop more structured processes and guidance for the protection of data across all of its programming. With this internal cultural shift towards increased scrutiny around data security, Child Protection PD's protocols, developed due to Primero, have been used as an example for the rest of PD. The organization is now looking to develop user-friendly field guides to enhance the overall handling of data in programmes. New global data protection regulations will have implications for Primero as well as other technology-enabled innovations at UNICEF, as it requires ongoing maintenance to ensure compliance. For example, recent regulations

require functionality in Primero not previously available, such as the ability to remove data easily if requested by the user (e.g., the child or guardian). Therefore, UNICEF informants in Child Protection PD identified the growing awareness at the organization for the need to remain responsive to the General Data Protection Regulations, as well as the importance for UNICEF to be proactive in addressing issues of data protection, where the organization lags behind.

Further to this, the development of Primero has highlighted, internally, the importance of data-driven programming. In some instances, interviews with select informants have shown that some COs have been reluctant to adopt the Primero platform due to reservations towards the use of new digital platforms. The level of digital literacy across UNICEF as an organization varies, which in some instances deters the integration of data capture and management tools into programming. The importance of digitizing programming to enhance services and outcomes for children has been emphasized by UNICEF headquarters in many instances; however, the 'data culture' has not yet been disseminated or fostered across the full organization.

**All child protection users interviewed consistently expressed Primero's effectiveness in enhancing case management for children protection service delivery to vulnerable children. However, a structured approach to measuring outcomes is lacking and, therefore, limited data are available to inform Primero's ability to enhance services for children.** Stakeholders have shared anecdotal measures and stories that demonstrate Primero's ability to enhance transparency and accountability, increase response time of service providers, and ensure that all children receive their required services.

## 7. CONCLUSIONS AND CONSIDERATIONS

Primero has come at a pivotal time, when the world is experiencing the highest level of displacement on record. Only through the timely and accurate collection of data, as well as the efficient management of such data,

humanitarian organizations will ensure that children receive the support needed.

This evaluation has found that Primero, through its user-friendly design, has clearly



demonstrated value to front-line workers. Compared with paper-based/manual case management systems employed previously by child protection partners, informants reported increased efficiencies, transparency and accountability. Compared with the use of the IA CPIMS as a stand-alone system, informants reported improved oversight and transparency, as well as enhanced management capacity due to the improved functionality of the Primero platform. All informants actively using the Primero platform reported value in data-sharing with other child protection service providers, such as through the ability to refer cases to service providers in a country. Primero's ability, through its cloud-based deployment, reportedly enables enhanced oversight for organizations and governments, as previous systems relied on child protection partners 'self-reporting' their outputs, with limited oversight and transparency.

Beyond its functionality, Primero is transforming the child protection sector and UNICEF as an organization, through increasing awareness of the importance of data and data protection, as well as shifting mindsets towards a data-centric and data-informed child protection sector. The development of Primero has highlighted, internally, the importance of data-driven programming. Despite this, due to the varying digital literacy across the organization, adoption of Primero has lagged in some countries/regions. To address this, UNICEF should continue to foster a data culture across the organization through incentivizing the adoption of technologies, particularly those proven to fulfil the organization's mandate. To enable the successful adoption of Primero by COs, UNICEF PD should look to continue to further capture and develop success stories, provide compliance-based e-learning courses for those within child protection verticals and facilitate in-person trainings through train-the-trainer approaches which orient RO Child Protection leads on the technical design and deployment of Primero, as well as the value proposition of Primero. Job descriptions at UNICEF should have some inclusion of data metrics that incentivizes and drives the use of data to enhance programmes.

UNICEF should look to capitalize on the learnings and progress enabled through Primero towards becoming a leading agency for the advocacy of the protection of data, and the right for children to own their data. UNICEF should ensure that institutional policies and guidelines are in place to operationalize appropriate child protection processes, and ensure that the appropriate education and training has been provided internally to enable UNICEF staff to also protect children's data rights, while achieving the organization's mandate of protecting the rights of every child. UNICEF could look to use its convening power to build momentum around this important challenge and develop and disseminate best practices across the industry.

Finally, UNICEF should continue to build on its unique role as a convener for developing innovations that serve a public good within the child protection sector. UNICEF is uniquely positioned to bring together diverse sets of stakeholders and facilitate conversations that require diplomacy and consensus-building.

**Table 5. Practical considerations for Primero**

<p><b>Develop standardized key performance indicators and enhance monitoring and evaluation to understand the outcomes generated through the use of Primero</b></p>	<p>UNICEF should look to develop a standardized monitoring and evaluation framework that will enable the organization to more effectively measure the output and outcomes created through Primero. This framework will move current measurement practices from understanding the number of children registered through the platform, towards an understanding of the advancements being made for children, such as reduced processing time required for children to access vital services and increased number of children reunited with their families. This framework will contribute towards creating an evidence base that will enable the organization to more properly advocate for funding and/or demonstrate its value to users and the child protection sector.</p>
<p><b>Develop a sustainability strategy for Primero</b></p>	<p>UNICEF should look to develop a strategy for ownership and financial sustainability for Primero, with the output to be a long-term financing plan that will provide Primero with the adequate core funding required to ensure its continued maintenance. This strategy should more broadly align with the organization's position towards its role in developing software solutions, whether as a facilitator or catalyst for public good software solutions, or developer and owner. As a part of this strategy, should UNICEF consider potential revenue streams (e.g., licensing) to offset the cost to maintain Primero, and the organization should consider conducting market testing to understand customer willingness to buy.</p>
<p><b>Assess and understand the value proposition for users to inform scale-up strategy</b></p>	<p>UNICEF could look to conduct a demand study of donors, child protection partners and governments, both those using the system and those not currently using the system, to understand more clearly the perceived value of Primero. This information would be an important component to better understand why in some cases scale has been limited (e.g., by some child protection partners in a country where UNICEF is already using the platform).</p> <p>This study would provide an important measure to more deeply understand Primero's potential to scale, areas where users do or do not see value based on the platform's current state, and potential funding models moving forward. This insight would also help to redefine value proposition and ways in which UNICEF communicates and positions the value of the platform going forward, as well as provide insight into what drivers and incentives need to be in place to encourage adoption.</p>
<p><b>Build child protection partners' technical and managerial capacities to adopt and institutionalize the use of Primero</b></p>	<p>Further developed, standardized training materials to support in the deployment of Primero. Making available demo sites for ongoing skills development, including interactive games that enable learning about how to use various aspects of the platform, will increase technical capabilities. UNICEF may consider developing training modules that equip government and NGO partners with change management techniques to support the adoption of Primero within their organizations, including through teaching partners how to create enabling structures and incentives towards adoption.</p>
<p><b>Identify local partners that can champion the adoption of Primero during deployment</b></p>	<p>Identify local child protection partners or government front-line workers that can act as champions for the adoption of the innovation. Through the TOT approach, these champions should be provided with regular training to ensure they are employing best practices and utilizing Primero features and harnessing to its fullest potential.</p>

<p><b>Build the capacity of partners in data analysis to enable the early detection of trends for the advocacy of emerging child protection issues</b></p>	<p>Provide training to government and implementing child protection partners on data analysis to enable them to identify important trends in child protection data. Capacity building should specifically be provided to the key implementing agency (e.g., Ministry of Social Services; UNHCR) to ensure the full potential of the data is harnessed and important trends are detected early.</p>
<p><b>Identify opportunities to reduce costs when standing up Primero in a new market to accelerate adoption</b></p>	<p>To drive down the initial design costs of Primero, UNICEF may look to identify local or regional vendors to engage through LTAs to support in UX design and Primero deployment or to build the capacity to deploy Primero in-house through regional support staff that support COs during the design and deployment of Primero. Where possible, look towards supporting the case management processes that are globally standardized or consistent, while continuing to build the availability of features desired by COs in GitHub.</p> <p>Further, to address areas whereby financial sustainability remains uncertain or unclear, UNICEF can move towards institutionalizing Primero as the preferred IMS for child protection services, such that the costs of Primero are built into government programmes, enabling funds contributed by other donors to be used for Primero.</p>

**Table 6. Innovation at UNICEF**

<p><b>Champion data protection internally and advocate for the right for children to own their data externally</b></p>	<p>UNICEF should look to capitalize on the learnings and progress enabled through Primero towards becoming a leading agency for the advocacy of the protection of data, and the right for children to own their data. UNICEF should ensure that institutional policies and guidelines are in place to operationalize appropriate child protection processes and ensure that the appropriate education and training have been provided internally to enable UNICEF staff to also protect children's data rights, while achieving the organization's mandate of protecting the rights of every child. UNICEF could look to use its convening power to build momentum around this important challenge and develop and disseminate best practices across the industry.</p>
<p><b>Consider the user in their most challenging environment when designing a solution</b></p>	<p>As connectivity is often a challenge in the areas UNICEF operates, ensure the user design process considers the user in the most challenging environment. Integrating offline, mobile and tablet-enabled data collection tools and processes in the initial prototypes will encourage adoption and avoid the risk of alternative work processes being formed by users, which may contribute to the development of bad habits and the technology not being adopted or utilized to its fullest potential.</p>
<p><b>Build on UNICEF's role as a convener for developing innovations that serve a public good</b></p>	<p>UNICEF is uniquely positioned to bring together diverse sets of stakeholders and facilitate conversations that require diplomacy and consensus-building. This skillset specifically lends itself to the development of innovations that serve the public good. UNICEF's comparative advantage, therefore, can best be leveraged when the organization's efforts are focused on leading the development of innovations that benefit from a strong leader to convene and facilitate and contribute to the well-being of the public.</p>
	<p>To enable the successful adoption of Primero by COs, the UNICEF headquarters team leading the development and scale-up of Primero across UNICEF may look to further capture and develop success stories, provide e-learning courses that are framed as a compliance module for those within child protection verticals, and</p>

**Continue to foster a data culture across the organization through incentivizing the adoption of technologies, particularly those proven to fulfil the organization's mandate**

facilitate in-person trainings through train-the-trainer approaches which orient RO Child Protection leads on the technical design and deployment of Primero, as well as the value proposition of Primero. Respective RO Programme leads should look to promote and educate COs on the value of programme-specific innovations (e.g., Primero), with performance metrics that measure the total number of COs in their respective region successfully deploying Primero and other key innovations for UNICEF.

Further, as is represented by the transforming culture at UNICEF towards one that is data-driven and informed, all job descriptions at UNICEF should have some inclusion of data metrics that incentivizes and drives the use of data to enhance programmes. This change would inform hiring practices and drive the development of important competencies the organization has begun to prioritize and value. An important addition to this would be the inclusion of incentives for CO leadership to adopt innovative solutions and technologies that enable the creation and use of data to inform programming. This can be done by including the use of technology and the number of and success of innovation initiatives as key performance metrics for Representatives, senior positions and staff at varying levels. For example, senior leadership in COs should be measured by their priority of building the use of data to inform programmes into strategies and programme designs and their focus on building government capacity to generate and use data to enhance UNICEF priority sectors.

## ANNEX A: METHODOLOGY

### Case study objectives

Innovation is perceived at UNICEF as a tool to tackle complex challenges faced by children around the world. For this reason, UNICEF identifies, tests and uses innovations to accelerate results that reduce inequities for children and to foster high-quality evidence for decision-making, learning and accountability.

Deloitte was engaged by UNICEF to conduct case studies to examine innovation across the spectrum of innovation types, country contexts, and internal (UNICEF) and external (partner) actors. Cases are descriptive and explanatory, identifying how the innovation process has played out in single instances and surfacing key issues, challenges, and successes. During scoping and development of the Terms of Reference for this evaluation, cases were selected by the UNICEF Evaluation Office (EO) through a multi-step approach. While diversity across cases was considered as a factor for selection, the sample selected was not intended to be fully representative of innovation at UNICEF. Therefore, the primary focus of this case is to understand the process of innovation for Primero™ (Protection-Related Information Management).

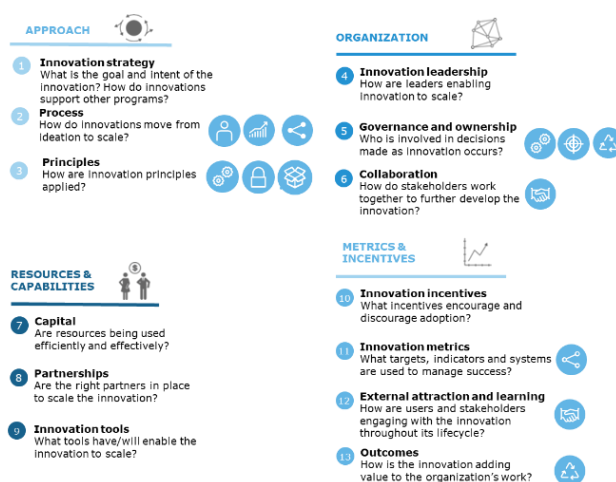
### Evaluation framework

Evaluation questions were structured around a modified version of the Deloitte Doblin Framework for Innovation. Within this framework, the approach to innovation must be enabled by the organization, its resources and capabilities and aligned with incentives and metrics. These four thematic dimensions – approach, organization, resources and capabilities, and metrics and incentives – highlight the four elements that need to be considered in order to enable successful innovation. They are complementary to UNICEF's Design Principles, which are intended to guide the innovation process for all innovation work at UNICEF.

### Data collection approach

Deloitte employed a mixed methods approach to build a complete picture of the innovation process and identify findings related to the four thematic dimensions from the evaluation framework. Both qualitative and quantitative data were collected through desktop review, case study informant interviews, and observations of Primero at a UNICEF Country Office (CO).

Figure 7. Deloitte Doblin Framework for Innovation



<b>Desktop review</b>	<ul style="list-style-type: none"> <li>• <b>Primary and secondary sources.</b> Conducted review of country-specific (Sierra Leone) and global documentation, including Primero governance, market research and technical documentation, along with business case and project narratives provided by UNICEF headquarters. The evaluation team conducted a review of &lt;Primerorg&gt;, along with relevant UNICEF and child protection publications and policies.</li> </ul>
<b>Engagement with stakeholders</b>	<ul style="list-style-type: none"> <li>• <b>Interviews.</b> Conducted semi-structured interviews, guided by interview protocols, with the Sierra Leone CO and external stakeholders, including government, PD Primero team members, and relevant UNICEF leadership.</li> <li>• <b>Observations.</b> Field visit to Sierra Leone to meet with key UNICEF stakeholders and observe the use of Primero by child protection partners.</li> </ul>

## Description of field visit activities

A field visit to Sierra Leone was conducted as a part of this evaluation to gain an understanding of Primero's application at the CO and with UNICEF partners. Scheduling of the visit was carried out in coordination and with the assistance of the CO, based on guidance documents reviewed by the evaluation team.

Key activities conducted in Sierra Leone included:

- Interviews with internal UNICEF CO Primero stakeholders; and
- Interviews with external UNICEF CO Primero stakeholders, including a visit to child protection stakeholder and government partners.

## Limitations of this case study

- **This case does not systematically assess the impacts or outcomes of innovation.** This case has captured perspectives on potential outcomes and impacts of innovations, when appropriate. However, the objective of the case study is to focus on the pathway and elements of innovation and, as such, the limited scope of engagement and rapid approach to conducting this case has limited the ability of the evaluation team to make objective conclusions on outcomes or impacts related to the case. In addition, due to the lack of data available to compare outcome indicators before and after the implementation of Primero, it is not possible to make definitive conclusions on outcomes.
- **A single case is not representative of the total population of innovations at UNICEF.** The sampling methodology for the selection of cases (both the number, type, and field visit locations) is not randomized and, due to the highly qualitative and contextual nature of case studies, findings from this case are not generalizable to innovation at UNICEF as a whole. As such, cross-case analysis performed by UNICEF should be done with consideration of this limitation.
- **Field visits and global interviews are not fully representative of the full breadth of scale and total use cases for which Primero has been deployed.** Due to the scale of Primero, now live in 13 countries, this evaluation was not able to consider the full breadth of use cases. The evaluation team has used an evaluation approach that has gained a global perspective and detailed look at Primero through the field visit, but recognizes that the findings and considerations may not be applicable to all Primero use cases.
- **Due to the nature of innovation, it is expected that Primero will continue to evolve and scale during case study implementation.** This case presents a reconstruction of the innovation process up to June 2018. Future activities and priorities shared by stakeholders will be captured, but cases will not strive to make forward-looking statements or conclusions. With respect to the use of Primero, the platform continued to be adopted and scaled by new COs and child protection stakeholders during the data collection period.
- **This evaluation did not interview donor organizations or stakeholders that have selected to not adopt the Primero platform,** therefore limiting the ability to gain a full market perspective.

## ANNEX B: PRIMERO STAKEHOLDERS

As a part of this case study, the evaluation team has interviewed select individuals based on the guidance provided by UNICEF headquarters and the Sierra Leone CO.

Name	Title	Organization
Robert MacTavish	Child Protection Specialist	UNICEF
Cornelius Williams	Chief, Child Protection	UNICEF
Thierry Beniflah	Business Relationship Manager, ICTD-Programmes	UNICEF
Ted Chaiban	Programme Division Director	UNICEF
Tasha Gill	Senior Advisor, Child Protection in Emergencies	UNICEF
Ernest Ostro	IRC-ICT Chief	UNICEF
Daniel Couture	CIO/ICTD	UNICEF
Annalisa Brusati	Senior Child Protection Adviser	IRC
Katherine Cocco	CP Specialist (Monitoring and Reporting Mechanism)	UNICEF
Shane O'Connor	UNICEF Sierra Leone/ Primero Lead	UNICEF
Rafiq Khan	UNICEF Ghana CP Chief	UNICEF
Muhammad Rafiq Khan	Child Protection Focal Person	UNICEF Ghana
Dr Hamid El-Bashir Ibrahim	Country Representative	UNICEF Sierra Leone
Rashnan Murtaza	Deputy Representative	UNICEF Sierra Leone
James Gray	Chief of Child Protection Policy	UNICEF Sierra Leone
David Lamin	Child Protection Specialist - Program lead for Primero	UNICEF Sierra Leone
Pavel Nabutovsky	Business Analyst & Software Architect	Quion
Mariatu Bangura	Ministry of Information and Communication - ICT Focal Person	MSWGCA (National level)
Paulina	Primero Focal point	FHM
Thom	Primero Focal point	Defense for Children International

## ANNEX C: LIST OF DOCUMENTS CONSULTED

### Documents provided to the evaluation team by UNICEF

- FW Joint ICRC-UNHCR-UNICEF research on the use of ICTs for Child Protection Case Management.msg
- Guidelines for use of LTASs for Primero Support Services\_for publication
- ICTs\_for\_Child\_Protection\_Case\_Management\_Research\_HealthEnabled
- NFR Primero.pdf
- Primero case study
- Primero intro presentation\_May2017
- Primero Project Brief June 2015\_v2
- Primero Project Brief Sept 2017
- Report on Advisory Engagement\_Data Handling Policy
- CP IM and Innovation Business Case Final March 8, 2013
- Primero-Problem Analysis
- Primero X – Business Case (draft)
- Primero Project Board TOR-Final
- TOR Primero Coordination Committee\_final
- Forrester Market Research\_case management
- Digital case management tool v170330
- Cloud Deployment – Primero
- Primero Operations Document\_Default
- Primero Security Text (draft)
- Primero Configuration Process Guide v1.1.0
- Sierra Leone documents:
  - Child protection rolling work plan 2018-19\_080218
  - Distribution and deployment document 11-19-15
  - Final case management national
  - Interagency Guidelines for Case Management and Child Protection
  - Primero ways forward August 2017
  - Primero Mgrs July 17 v 1
  - Roles 5 Dec 2016.





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