

REVIEW OF
**CHILD
PROTECTION
SYSTEMS**

**IN FOUR
COUNTRIES
IN SOUTH ASIA**

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Cover photos from top left proceeding in a clockwise direction:

Nepal, Badayapur: Shanti, aged 17 stopped her marriage when she was 15,
setting an example in her village.

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Maldives, Faafu atoll: A young child playing while his relatives
process sea-almond nuts, from the island of Nilandhu.

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Bhutan, Thimphu: Ritshi, aged 19, recently competed the UNICEF-supported Women's T20 Club Championship.
On this day, she scored the most points for her team. "When I first start playing, I feel a bit nervous" she says.

"But after a few minutes, I feel more confident. I look at the score and I want to play harder and I want to score.

I feel very happy to hear people cheering us up. Sport makes me feel happy and confident."

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Pakistan, Quetta, Balochistan: Kalimullah, aged 14, poses for a photograph during a sport camp at
Balochistan Boy Scout Association. The 'Promotion of social cohesion and resilience building' project tries to reach
the most marginalised and deprived children and families. It prepares children for schools to avoid massive drop-outs
during emergency situations such as the 2012 floods.

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ACRONYMS

CPMA	Child Protection Mapping and Assessment
CPS	Child Protection System
CWG	Core Working Group
GBV	gender-based violence
NCWC	National Commission on Women and Children (Bhutan)
NGO	non-governmental organization
SPRC	Social Policy Research Centre of the University of New South Wales
SOP	standard operating procedures
UNICEF	United Nations Children's Fund
VIPP	visualization in participation programme

EXECUTIVE SUMMARY

The Social Policy Research Centre (SPRC) at the University of New South Wales (UNSW Australia), in collaboration with the University of Melbourne, was commissioned by UNICEF to conduct a review of child protection systems in four countries in South Asia.

The purpose of this review is to contribute to the global discussion on child protection system strengthening and facilitate learning about child protection systems and systems strengthening work in South Asia.

The review's objectives are to:

- a. document the child protection system mapping and assessment process, including:
 - Review of actors involved, extent of involvement
 - Reflection on the tools used including their appropriateness for the context
 - Methodology and process
 - Document the methodology and process
 - Outline how the information was collected, validated and shared
 - Outline how the priorities were identified, what the priorities were supposed to change in the system
 - Note the current use of mapping and assessment findings for child protection system strengthening efforts

- b. provide an understanding of:
 - Whether the mapping and assessment process had an impact on the further activities taken to strengthen the system (e.g. were the priorities identified carried out and did the expected results occur, what alternative priorities were acted on, why, and did the expected result occur)
 - Using the mapping as a baseline of the structures, functions and capabilities of the child protection system, review/identify changes such as any shift or realignment in the form or function of the system in the system (e.g. changes in the system boundaries, the extent to which there is a further integration of prevention and response services, changes in the relationships) and as far as possible identify what led to any changes in the functioning/structures of the system and related outcomes for children including changes in the systems environment

- Whether it resulted in any changes for children (e.g. changes in the number of children reached by services, changes in the numbers of children facing specific protection risks).

This final report synthesizes the findings from desktop reviews, fieldwork and back-to-office reports produced for Bhutan, the Maldives, Nepal and Pakistan. This synthesis uses a systems change approach (see Section 7 for the theoretical underpinnings of this). The purpose of this report is to inform future reform processes and ongoing discussions of child protection typologies.

In 2008, UNICEF moved towards a systems approach to child protection. Prior to this, in the 1990s and mid-2000s, UNICEF tended to focus on specific issues such as children's involvement in armed conflict as child soldiers, children living and working on the street, or on violence against children. In 2008, the UNICEF Child Protection Strategy identified child protection systems as one of the pillars, along with changing social norms, to better protect children.

The review of the mapping process involved a desk review of mapping documentation, consultation with key people involved in the process, and understanding the current context in each country. In order to gain as many perspectives as possible, fieldwork involved talking to people in different roles and in different locations in each country. This enabled the team to understand the interrelationships between different agencies involved in child protection, as well as understand different perspectives based on different disciplines that may have different frames of references and organizational cultures. Visits to Bhutan, the Maldives, Nepal and Pakistan took place mid-2017.

KEY FINDINGS – BHUTAN

- Bhutan's political context is one of relative stability in government, and the monarchy has a strong role in national policy and direction.
- The government is committed to improving child protection and family support across the country, and has been active in developing new policy and passing legislation. There is strong support for child protection efforts from across the government and non-government sectors.
- Although Bhutan was one of the first countries to ratify the United Nations Convention on the Rights of the Child, the move towards the development of a child protection system has occurred relatively recently.
- The Child Protection Mapping and Assessment (CPMA) process had a positive influence on the development of the Child Protection System (CPS), and as a

result of the recommendations contained in the CPMA report and government commitment, Bhutan has embedded its child protection efforts in the 11th Five Year Plan of the Gross National Happiness Commission.

KEY FINDINGS – MALDIVES

- A tsunami struck the Maldives in 2004. The influx of aid contributed to strengthening the CPS. From 2005, following a reshuffle of government ministries, many reforms were ushered in and it is clear that there were considerable efforts to develop and professionalize the child protection system.
- In 2008 a new government dismantled some of the structures that had been put into place, and the period 2009–2011 was characterized by instability in the sector. Workers experiencing the changes described a loss of institutional memory and rapid turnover of ministers and staff during this time.
- The mapping was undertaken in 2012 during a very turbulent time. There was an ideological struggle between liberal political forces and groups. Child protection came to be a point of contention.
- As in other countries, one of the benefits of the CPMA process related to bringing together actors and fostering system awareness. The CPMA also provided a road map for the next steps to be taken.
- A lack of resources and too few qualified people to do the work are still hampering child protection efforts; there is, however, a fairly strong case management system in place.

KEY FINDINGS – NEPAL

- The new Constitution was adopted in September 2015. This contained a number of important children's rights clauses.
- The most important contextual factor was the earthquake that occurred in Nepal in 2015. This had a major impact on the CPS development, particularly in the 14 earthquake-affected districts, where a new case management system was subsequently trialled.
- The mapping process was identified as having had a number of important functions and important effects on the system and was instrumental in some key policy changes, including the establishment and filling of child protection positions in each of the 75 districts.
- Many participants indicated that child protection is now a much higher policy priority than it was before; despite the challenges, the government is still moving ahead with many initiatives. However, a lack of resources is hampering efforts.

KEY FINDINGS – PAKISTAN

- Prior to 2008 there was very little emphasis on child rights and protection in a practical sense in Pakistan, although various laws (both national and provincial) and the Constitution recognized basic child rights.
- Since devolution, each province set out to develop its own child protection system.
- In general, stakeholders judged the mapping process as a complex and technical exercise in gathering information in the different provinces, rather than a systems strengthening intervention in itself. Nevertheless it was successful in bringing together government departments and other stakeholders who had not previously worked together.
- There is increasing political commitment in Pakistan to advancing child protection efforts. In most provinces the ministers of social welfare, whatever their political persuasion, are enthusiastically supporting the strengthening of the CPS. However, as indicated above, this does not always mean full implementation of the legislation.
- Compared with the size of the population, investment in child protection is not adequate and as such efforts are uneven, although there has been some expansion of the child protection workforce.

In all four countries, there was consensus that the CPMA generally had a beneficial impact (particularly in Bhutan), changes to the systems were, overall, positive, and children's well-being appeared to be improving, although the improvements were slow and fitful. There were insufficient data to reach definitive conclusions about changes in the well-being of children so this analysis has had to rely mainly on the perceptions of stakeholders and the limited administrative data which are available in each country.

The basis of any child protection system is the legislative framework. New legislation (or as in the case of Nepal, constitutional provisions) to protect the rights of children is expected to raise the profile of children's rights and needs, but its primary purpose is to enable the implementation of policies and mobilization of resources to combat violence and maltreatment towards children. In all four countries there was consensus around this issue, and virtually all stakeholders valued the recent changes in legislation.

Other equally important factors influencing system change were contextual. Many of these factors were unpredictable and not within the control of the systems strengthening process. These factors included external 'shocks' to the system such as natural disasters and political upheaval, as well as longer-term population trends such as intergenerational changes in attitudes towards child marriage, domestic violence and physical chastisement. Although most of the external factors supported systems strengthening, they could also serve to disrupt the process of systems strengthening. Changes in the CPS are only one contributor to these broader changes in society.

They are mainly driven by factors such as economic development, new technology and improvements in education and health.

The review identified a continuum of formality within child protection systems, broadly following the definitions of formality and informality in the Child Frontiers report (2011) where the most formal activities generally involved state actors and other actors directly regulated by the State (for example, non-governmental organizations [NGOs]), and the least formal might be child protection initiatives undertaken by families, communities and children themselves (Child Frontiers, 2011).

In each of the four countries, the statutory child protection response was mainly carried out by government employees (i.e. the investigation of alleged maltreatment and exploitation, the immediate protection of children and the prosecution of offenders was operated by state actors). However, civil society organizations and community groups and leaders were integral components of all aspects of child protection systems, especially in prevention work and supporting victims of abuse. Many of the NGOs and civil society organizations were not directly regulated or under the aegis of government to the extent that they could be considered integrated into the formal CPS. Rather, they carried out other functions including advocacy and some limited work with specific groups of victims/survivors or were referred cases by state actors although not due to being contracted to do so by government.

The review also examined the contribution of the child protection mapping and assessment (CPMA) process to systems strengthening. The mapping exercise had a number of different purposes, and different stakeholders viewed the mapping exercise from different perspectives. The primary ways the mapping was viewed included:

- An information gathering exercise to identify gaps and overlaps in services
- A baseline for measuring systems change
- An intervention to push forward systems strengthening
- A process for bringing together key players in different sectors to establish new connections and collaborations
- An awareness-raising exercise to increase the profile of child protection
- A method for introducing systems thinking into child protection and to help stakeholders understand the nature of systems and systems strengthening.

The impact of the mapping was influenced by the perceived purpose of the mapping and its role in systems strengthening.

The ways systems develop, and the ways they affect the well-being of children, are dependent on a whole range of interlocking factors within the system and external to it. It is not therefore possible to identify direct causal relationships between inputs such

as the mapping and its component activities, and outcomes such as improvements in child well-being. The mapping did, however, introduce a new way of thinking to many participants in each country and also led to changes in the system such as new legislation, the adoption of standardized policies and procedures, and in one instance, adoption of child protection goals into a National Plan. In this regard, stakeholders in all four countries considered that the mapping was successful. Further, the mapping and assessment exercise was used to prioritize action in some countries, notably in Bhutan.

CONCLUSIONS

The four countries studied for this review were very diverse in terms of their size, geography, demographic make-up, rate of development and policy context. Yet there were many common themes that were evident in each country. The common positive themes were that in all four countries:

1. A systems approach had become truly embedded in the discourse, and to some extent in the delivery of services on the ground.
2. Across the countries there was a view that the system was better than it had been previously, to varying degrees. This was despite some setbacks, particularly in the Maldives and Pakistan where there had been significant challenges to the strengthening of the systems. There was also a general belief among practitioners and professionals in all four countries that children were gradually being better protected from abuse, violence and exploitation, although this is difficult to determine because of a lack of reliable data.
3. All four countries had either passed legislation before the mapping commenced, or had made progress in passing legislation and developing new policies and structures. These developments were relatively straightforward components of systems strengthening.
4. While legislation and policy development were considered to be important to systems strengthening, it was far more challenging to ensure that system changes were implemented on the ground.

Systems strengthening is a complex task that inevitably faces a range of barriers to progress. Thus, it should not be expected that system development will involve a continuous strengthening of the system, nor can there be an expectation that this approach will necessarily lead to substantial measurable benefits for children in the short term. Nevertheless in the longer term systems strengthening must lead to improved outcomes for children. Without measurable impacts on the safety and protection of children it is unlikely that momentum for systems strengthening will be sustained in the long term. It was clear that in all four of these countries, the mapping

and assessment process had facilitated a systemic approach to child protection that constituted an advance on previous child protection efforts, and had been successful in galvanizing collective action on behalf of vulnerable children.

Overall, the mapping and assessment process was perceived to be a positive component of systems strengthening. Nevertheless, in most situations its influence was limited – often due to factors outside of the control of those involved in the process. One of the clear lessons learned is that a mapping process needs an implementation plan for its recommendations. The mapping process was not seen to be highly influential in all contexts, and particularly where there was significant conflict, instability or complexity, or where there were delays in disseminating the mapping report. In these situations, stakeholders viewed the mapping as having limited value. However, this is not a general rule. Countries experiencing conflict and/or instability could also benefit from the mapping process if key stakeholders are committed to it and it becomes part of a strategy for change. Therefore countries need to ask themselves a number of questions about the potential benefits before they decided to embark on a mapping process, and also consider whether to undertake a full mapping or a lighter version.

For some countries that are developing child protection system components, the mapping and assessment exercise may have more value where existing approaches may be fragmented or benefit from systems thinking. It may provide a catalyst for a move from a series of disjointed programmes to a more coherent systems approach. For example, the evidence from Bhutan was that the mapping contributed to the evolution of the CPS, and the CPMA recommendations became embedded in the 11th Five Year Plan; in Nepal the mapping contributed to the greater integration and coordination of child protection efforts and expansion of the reach of child protection authorities. The mapping and assessment process has the potential to provide a ‘road map’ for countries, outlining the next steps to be taken.

1

PURPOSE OF THE REPORT

The Social Policy Research Centre (SPRC) at the University of New South Wales (UNSW Australia), in collaboration with the University of Melbourne, was commissioned by UNICEF Regional Office of South Asia to conduct a review of child protection systems in four countries in South Asia.

The purpose of the review was to contribute to the global discussion on child protection systems strengthening and facilitate learning about child protection systems and systems strengthening work in South Asia.

The review's objectives were to:

(a) document the child protection system mapping and assessment process, including:

- Review of actors involved, extent of involvement
- Reflection on the tools used including their appropriateness for the context
- Methodology and process
- Document the methodology and process
- Outline how the information was collected, validated and shared
- Outline how the priorities were identified, what the priorities were supposed to change in the system
- Note the current use of mapping and assessment findings for child protection systems strengthening efforts.

(b) provide an understanding of:

- Whether the mapping and assessment process had an impact on the further activities taken to strengthen the system (e.g. were the priorities identified carried out and did the expected result occur; what alternative priorities were acted on and why, and did the expected result occur)

- Using the mapping as a baseline of the structures, functions and capacities of the child protection system, to review/identify changes such as any shift or realignment in the form and function of the system in the system (e.g. changes in the system boundaries, further integration of prevention and response services, changes in the relationships) and as far as possible identify what led to any changes in the functioning/structures of the system and related outcomes for children, including considerations about changes in the systems' environment)
- Whether the mapping and assessment process resulted in changes for children (e.g. changes in the number of children reached by services, changes in the numbers of children facing specific protection risks).

It is hoped that the learnings from this review will contribute to discussions on strengthening child protection systems in the South Asia region and globally.

The purpose of this report is to synthesize the findings of the research and:

- Identify cross-cutting themes arising from each country, including the degree of convergence and divergence across countries
- Ascertain whether the mapping and assessment process had an impact on the further activities taken to strengthen the system and whether it resulted in changes for children.

This report draws from the desktop reviews, fieldwork and back-to-office reports produced for Bhutan, the Maldives, Nepal and Pakistan. In addition to this synthesis report, four country reports have been produced.

The structure of this synthesis report is as follows: Section 2 of the report provides background to the mapping and assessment process. Section 3 briefly describes the methods used for the review. Section 4 describes the findings in the four countries. Section 5 discusses the barriers and facilitators to child protection system strengthening, and Section 6 discusses the role contribution of the mapping and assessment to systems strengthening. Section 7 provides a theoretical discussion of system change, and Section 8 the conclusions. Documentation of the mapping and assessment methods and processes in the different countries are provided in Annexes A, B, C and D and details of the methods can be found in Annex E.

2

BACKGROUND TO THE MAPPING PROCESS

In 2008, UNICEF started to develop a systems approach to child protection. Prior to this, in the 1990s and mid-2000s, UNICEF tended to focus on specific issues such as children's involvement in armed conflict as child soldiers, children living and working on the street, or on violence against children, and thus took an issues-based approach. In 2008 the UNICEF Child Protection Strategy identified child protection systems as one of the pillars, along with influencing social norms, to better protect children. In 2009, Chapin Hall at the University of Chicago and the Child Protection Research Center (CPRC) of the American Humane Association were contracted by UNICEF to review literature from different disciplines to articulate further what a systems approach may look like in child protection (Wulczyn, et al., 2010), resulting in the discussion paper 'Adapting a Systems Approach to Child Protection: Key concepts and considerations' (Wulczyn, et al., 2010). The discussion paper started with the premise that taking an issues-based approach was flawed:

While the result of vertical, issue-focused programming may be effective in serving the specific cohort of children reached, it has serious limitations. Focusing on issues in the absence of an understanding of how they relate to the overall system, and to an endless list of risks and assets, can result in ineffective programming, which is neither sustainable nor truly able to reach all children who are in need of protection. (Wulczyn, et. al., 2010: i)

The paper outlined a non-prescriptive, context-dependent systems approach as an alternative, more comprehensive approach to child protection. It posed the question:

Are children being protected in a manner consistent with their rights? If not, then the focus shifts to why not and how the existing system can be strengthened so as to fulfil those grander expectations. (Wulczyn, et. al., 2010: 4)

It was hoped that by taking a systems approach that child protection efforts could shift towards addressing the variety of factors involved in combating violence and exploitation of children, rather than addressing issues in isolation. For example, schools and health services are important mechanisms for protecting children, and child protection is part of the approach to promoting the well-being and safety of children. Key to this approach was an emphasis on engaging the full range of actors involved in protecting children (Wulczyn, et. al., 2010) and recognizing the different degrees of formality of child protection mechanisms. Later definitions of child protection systems (particularly those in Africa) have positive social norms as a key element within the child protection system.

UNICEF instigated a mapping and assessment process as part of its systems strengthening strategy. The mapping and assessment process was designed to encourage national governments and UNICEF country offices to focus on systems strengthening rather than prioritizing its focus on issues. The purpose of the mapping and assessment process is described as:

... a process of identifying the main country child protection risks, and reviewing the scope and capacity of the existing child protection system, including its accountability mechanisms and resources. This results in a holistic overview of the child protection system, rather than a more classic vertical approach that looks at parts of the system as it explicitly pertains to a specific issue. As a dynamic system, assessment is part of the mapping exercise as judgements are made about, for example, the boundaries of the system and its capacity to respond.

The result of the assessment is intended to be:

...the identification of priority actions that will improve the child protection system and ultimately lead to better results for children, be that a better result in a particular area (like a reduction in child marriage, or broader, such as having prevention services in place). These actions should be few and be 'lynchpins' that can reverberate throughout the system to respond to the challenges that the mappings highlight. Potentially these priorities are then matched with the resources required as reflected, for example, in budget planning of government and other organizations. The use of the resulting mapping and assessment information can vary, with some countries actively following the findings and others, moving forward system strengthening initiatives may be based on the process of mapping, rather than the directions it delineated or responsive to other factors in the environment. (Terms of Reference, *Review of Child Protection Systems in Four Countries in South Asia*)

To this end, several tools were developed by UNICEF, both at HQ and at regional levels, which sought to capture the elements or components of the child protection system and specific data.

In South Asia four countries undertook the mapping around 2011: Bhutan, the Maldives, Nepal and Pakistan. The mapping process in the Maldives and Bhutan was done within a shorter time frame than in Pakistan and Nepal, which took longer and presented greater complexities.

Throughout this period, when UNICEF was moving towards a systems approach, challenges were raised for staff in UNICEF, NGOs and Government as issues-based approaches were deeply entrenched. One informant commented:

...then all of a sudden you have to start looking at things a bit differently and some people felt more comfortable than others in making that transition (Informant 3B).

One of the contextual challenges in developing an integrated approach to both the mapping, and service strengthening more generally, is the siloed context that is frequently represented in service delivery both within UNICEF and across the service sector. The role, or potential role, that services may have in child protection efforts can be constrained by services operating in silos or in a fragmented manner, resulting in gaps and overlaps in service provision, and often in short-term programmes to address long-term issues. Broader sector interest in developing an integrated systems approach is likely to be enhanced when sector engagement strategies are implemented, which notably occurred in some mapping experiences.

Country-specific contextual issues also created challenges and opportunities with respect to the mapping process. For example, the degree of government support for the mapping influenced levels of buy-in and ongoing commitment to advancing the recommendations as discussed below.

3

METHOD USED TO INFORM THE STUDY

The review consisted of two key components: (1) a review of the mapping process and (2) consultation with local stakeholders to understand what has happened since the mapping took place. The method developed to conduct this review is available in full in an Annex to this report. This section provides a summary of the method used to inform the study, any deviations from the intended method and why they were necessary, and limitations of the study.

3.1 PHASE 1: REVIEW OF THE MAPPING PROCESS

The review of the mapping process involved a desktop review of mapping documentation, consultation with key people involved in the process, and a documented understanding of the current context in each country.

UNICEF provided the research team with several documents related to the mapping process for each country. This included, child protection mapping and assessment (CPMA) toolkits and other tools used to develop the mapping including workshop guides and questionnaires; CPMA reports for all countries; relevant legislation for each country; studies and policies that had been developed since the mapping; CPMA reports developed for other countries (African nations); and the Child Protection Systems Evaluation Inception Report. This information was supplemented by conversations with key stakeholders and UNICEF staff involved in the mapping process, as well as reviewing other publicly available information such as recent policy and legislation, NGO websites and reports.

In addition, the team spoke to UNICEF country and regional staff in order to gain an understanding of the context and issues facing the child protection system. This included the identification of broader economic, political and social factors that may have affected the mapping exercise as well as the current policy environment in each country.

It is noted that some mapping process documentation was more comprehensive than others. Some stakeholders and staff had moved on to other roles, and those that were interviewed had varying recollection of the mapping process.

The review highlighted a number of gaps and issues that were explored in greater depth during the country visits. The review also provided a list of stakeholders to consult during the fieldwork.

3.2 PHASE 2: UNDERSTANDING WHAT HAS HAPPENED SINCE THE MAPPING

To understand what has happened since the mapping process, Professor Ilan Katz and Professor Marie Connolly visited each country to consult with local stakeholders involved in the child protection process.

Professor Katz led the fieldwork in Nepal and Pakistan and Professor Connolly was in charge in Bhutan and the Maldives. Both visited Nepal and the Maldives to ensure consistency in their fieldwork and analysis. In each country, they were also supported by local UNICEF staff who were able to make introductions and accompany the team where required. The professors were supported by in-country consultants prior to, during and following the visits. The consultants were able to identify stakeholders, organize meetings, support and facilitate conversations, and help provide and verify information about the local context. This is summarized in Table 1 below.

TABLE 1. SUMMARY OF COUNTRY CONSULTATIONS

	Lead researcher	In-country consultant	Date of visit
Bhutan	Prof. Connolly	Tandin Dorji	17 to 26 June 2017
Maldives	Prof. Connolly*	Rasheeda Ali	2 to 12 April 2017
Nepal	Prof. Katz*	Poojan Shrestha	5 to 18 March 2017
Pakistan	Prof. Katz	Imtiaz Ahmed	3 to 13 May 2017

* denotes joint field trip.

In order to gain as many perspectives as possible, fieldwork involved talking to people in different roles and in different locations in each country. Around 180 stakeholders participated in the review.

TABLE 2. PARTICIPANT NUMBERS

Country	Face-to-face interview	Face-to-face focus group	Skype or telephone interview	Total
Nepal	16	48	0	64
Maldives	23	11	0	34
Pakistan	12	15	4	31
Bhutan	8	23	0	31
Others (Other UNICEF staff, consultants)	2		10	12

This enabled the team to better understand the interrelationships between different agencies involved in child protection, as well as different perspectives based on different disciplines that may have different frames of references and organizational cultures. The choice of countries selected for the study also exhibited different cultural contexts, as well as different levels of environmental, political and socio-economic stability.

The original plan was to use vignettes to provide example case scenarios which were to be presented to participants during interviews to stimulate discussion as to how the child protection system would operate in the outlined case scenario, and where possible, whether this process has changed in the last five years. It transpired that using vignettes was not appropriate because the contexts in the four countries were so different that the scenarios did not make sense to many of the participants. In the end participants in each country gave us examples of cases that were more appropriate.

While most conversations and workshops occurred in-country, some occurred by Skype after the visit when key stakeholders were not available. Because of security concerns, some of the conversations with stakeholders in Pakistan, particularly for the Khyber Pakhtunkhwa region, took place by telephone from Australia.

The researchers were able to access limited statistical data about child protection in each country.

Details of the methodology used for this review are in Annex E.

3.3 ETHICS

As the study involved talking to people, the research was conducted under the Australian National Human and Medical Research Council (NH&MRC) guidelines and university policies and procedures. This required ethics approval to be sought from UNSW Human Research Ethics Committee. This was provided (ref HC17040) with the condition that,

in the absence of any ethics committees in each location to be studied, the research methodology be assessed by an NGO in each country to ensure that the suggested methodology and data collection process was culturally appropriate. NGOs that provided commentary on proposed methodology were: Group Development Pakistan; Bhutan Youth Development Fund; Society of Health Education (Maldives); and the Richa Bajimaya Memorial Foundation (Nepal).

For ethical reasons, the researchers did not consult children as part of this study. The research team was conscious that talking to children about their experience with the child protection system might cause further harm and that supports would not be available to help the children cope with any trauma that may have been relived as part of the conversation.

3.4 LIMITATIONS

There were a number of significant limitations to the review. The mapping process took place several years ago in each country and has been documented to different levels of detail. Conversations with participants in the mapping process have drawn on people's memories and some information was not available or able to be recalled. Because of this there is an inconsistency across the reports in the level of detail they contain.

The conversations in-country were useful in understanding changes since the mapping process. What can be attributed to the mapping process compared with other factors is difficult nevertheless to determine (see Section 6.1, Attribution).

Although attempts were made to elicit views about the mapping and about the current state of the child protection system in each country, it is possible that participants were not representative of the range of stakeholders in each country. It was not always possible to locate persons who had been involved in the original mapping process steering groups. The review was a limited geographical exercise that involved two case studies in each country, one of which was outside the capital city. Clearly a one-off visit to each country and a review of documents could not replicate the depth of analysis that was possible for the mapping itself.

In terms of meeting the requirements to analyse systems change (regardless of the attribution/contribution issue) the lack of data made it difficult to accomplish this or draw any firm conclusions about whether the situation of children is improving. This varied between the countries – the Maldives having the most sophisticated reporting systems and data base while other countries were developing new data/case management systems or making improvements to existing systems.

4

SUMMARY OF SYSTEMS CHANGE IN EACH COUNTRY

For each of the four countries in South Asia (Bhutan, the Maldives, Nepal and Pakistan), this section provides a summary of:

- The child protection system mapping and assessment process – including the context of the mapping process and whether it was linked to something else
- Whether the mapping instigated or contributed to systems change
- Whether the mapping led to improvements for children – in particular, changes in tangible outcomes for children, rather than in changes to systems, operating procedures, legislation, etc.
- Whether there were any intended and unintended consequences
- The flexibility and adaptability of the systems approach.

Using the mapping as the starting point, it considered:

- Whether the mapping and assessment process had an impact on further systems strengthening activities
- Using the mapping as a baseline of the structures, functions and capacities of the child protection system, whether there had been changes, shifts or realignment in the form and function of the system
- Whether this resulted in changes for children.



BHUTAN

Bhutan, Thimphu:
A young monk at the
rooftop of a monastery

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2017/Nybo

4.1 BHUTAN

4.1.1 The mapping processes

Bhutan's political context is one of relative stability in government, and the monarchy has a strong role in national policy and direction.

Major efforts towards modernization have occurred in Bhutan, with rapid urbanization, unprecedented social mobility and increased consumerism. This presents tensions in terms of Bhutan's focus on Gross National Happiness, and the raising of expectations within the population. Government is committed to improving child protection and family support across the country, and has been active in developing new policy and passing legislation. There is strong support for child protection efforts from across the government and non-government sectors. In addition, there is a strong monastic influence in the society – the majority of the population is Buddhist. In general, stakeholders see this influence as being critically important in terms of changing attitudes and better protecting children.

Despite growing urbanization, most people continue to live rurally, with significant cultural change issues. Several national studies have taken place in Bhutan, gathering useful data. These include a study on violence against children in 2016. Dema (2016, p. 128) notes a “prevalence and tolerance of domestic violence”, and stakeholders noted an acceptance of physical punishment of children. Many stakeholders suggested that this is changing, especially among younger generations, and gave a number of examples of generational change.

Although Bhutan was one of the first countries to ratify the Convention on the Rights of the Child, the move towards the development of a child protection system has occurred relatively recently. Most participants reported that it the mapping exercise in 2012 gave significant impetus to the embedding of child protection as a distinct approach to responding to child abuse and neglect.

Although the idea of a child protection system is new in Bhutan, there have been pre-existing efforts to support vulnerable women and children. For example, the volunteers we spoke to provide important support for vulnerable women and children and have been doing this work for more than a decade. We were told that extended family support is also an important aspect of traditional Bhutanese society. Stakeholders talked about the long tradition of kinship care that has operated, and continues to operate, in Bhutan, and the way in which this might be further supported in the future. Indeed, some informants suggested that the fact that child protection ideas had only recently been introduced to Bhutan had some benefits. They are able to learn from the mistakes of other countries, and they did not have to dismantle deeply embedded processes or institutions; for example, having established orphanages. It was “not a matter of changing a dysfunctional system but creating a child protection system (CPS) from scratch, which was easier” (Informant 2B).

While this informant did not recognize that a 'system' as such was in place others pointed to elements of a nascent system (such as legislation) being in existence prior to the mapping.

4.1.2 Whether the mapping instigated or contributed to systems change

By most accounts the mapping process was influential in Bhutan, and probably more influential than in the other three countries reviewed. All key players were involved in the mapping exercise and there is a keen interest in supporting the child protection activities of government.

There are signs of significant progress. Prior to the mapping there was little stakeholder awareness of what a child protection system was and could be. Since the mapping, stakeholders have been sensitized to issues of child abuse and neglect, and the ways in which a more collaborative and integrated approach to these issues could better support vulnerable children in Bhutan. The report that emerged from the mapping process also contains a National Plan of Action for Child Protection; many stakeholders recognized this as an important, indeed major development. Since the mapping, efforts have continued with significant momentum. While legal frameworks were in place prior to the mapping, standard operating procedures have been developed, training modules in a variety of contexts have been initiated, and key people have been engaged in processes at all levels.

Since the mapping there has been a concerted effort to provide child protection training to professionals. Capacities of professionals working with children such as teachers (including in monastic institutions and nunneries), professionals working in the field of disability, police and judicial personnel, and community volunteers (as well as children themselves) have been enhanced.

The Bhutanese police, as first responders to domestic violence and child abuse, have undergone significant training and are establishing Women and Child Protection Desks across Bhutan. The police also carry out preventive activities particularly in schools. Training has also been extended into the monasteries. An Information Management System is being developed. A toll-free helpline for children is also being set up which will be operational by 2019. While laws and policies are in place and can facilitate the development of the CPS in Bhutan, informants reported that resource constraints do nevertheless impede progress.

There has been an ongoing effort to build capacity and international engagement. After the mapping process, UNICEF and a government delegation went to Scotland to learn about the Getting It Right for Every Child policy that utilized a 'wrap around' approach to child protection and support services. In addition, training continued for at least two years after the mapping. This involved the Ministry of Health, the Ministry of Education and NGOs (in particular the Youth Development Fund).

There has been strong commitment to and organizational support for child protection initiatives since the mapping. The Government of Bhutan has taken ownership of the

process, and child protection goals are included in the 11th Five Year Plan. Bhutanese envoys presented on their activities at an international conference on child protection in 2013, which is notable given some other countries were represented by UNICEF personnel.

4.1.3 Whether the mapping led to improvements for children

This section comments on changes in **tangible outcomes** for children, rather than in changes to systems, operating procedures, legislation, etc.

There is no question that there has been much development of legislation and some capacity-building among government employees and NGOs dealing with child protection issues. However, resource constraints (in infrastructure and human resources) impede implementation and extension of services throughout Bhutan (Informant 1B; Informant 7B). Many stakeholders expressed concern that when children are identified as having care and/or protection concerns, there are few options for ongoing support.

While the lack of longitudinal data prevents any conclusions being drawn about actual outcomes for children over the past three to five years, some observed changes include:

- An increase in referrals in relation to abuse crimes against children (to the One Stop Centres)
- Women and Child Protection Desks have been established by the police, and there are indications that these are having a positive effect – women are coming forward in ways that they did not before
- A Family Court has been established in Bhutan dealing with all matters relating to children and youth. It provides a less traditional, more family-friendly court setting, and according to the new Family Court Judge, families are responding positively and referrals are increasing.

4.1.4 Whether there were any intended and unintended consequences of the mapping process

An intended consequence was that the CPMA process was simultaneously a report on the mapping and a National Plan of Action on Child Protection. Another consequence was the incorporation of child protection goals from the mapping and assessment report into the 11th Five Year Plan of the Gross National Happiness Commission.

4.1.5 Flexibility/adaptability of system

The system is in its nascent stages of operation. Standard operating procedures are approved and this is the next step of implementation. This next step will be very important to developing the integrated approach that stakeholders unanimously believe is required. Most stakeholders acknowledged that Bhutan needs holistic responses that blend informal and more formal responses, but indicated that current service responses are not yet adequate in terms of responding to vulnerable children. Major gaps in service response currently exist – there is minimal service support for women and children beyond the first response.



MALDIVES

Two pre-schoolers
having fun during
their playtime, from the
island of Rasdhoo
(Alif Alif atoll), Maldives,
20 July 2017

© UNICEF Maldives/
2017/Yasir

4.2 MALDIVES

4.2.1 The mapping processes

Since 1991, notions of child protection have evolved in the Maldives. Following the signing of the Convention of the Rights of the Child in 1989, systems were put in place and a law was passed in 1991. A Child Rights Unit was also established.

A tsunami struck the Maldives in 2004. The influx of aid contributed to strengthening the CPS. From 2005, following a reshuffle of government ministries, many reforms were ushered in, and it is clear that there were considerable efforts to develop and professionalize the child protection system. A former programme chief at UNICEF became the new Minister of Gender and Family, and was responsible for piloting a community-based child protection project in Addu. In 2008 a new government dismantled some of the structures that had been put into place, and the period 2009–2011 was characterized by instability in the sector. Workers experiencing the changes described a loss of institutional memory and rapid turnover of ministers and staff during this time. The Child Marriage Register was also abolished during this period of instability. There was a discontinuation of the regular child protection data collection from the islands to a central point leading to a cessation of the quarterly data reports previously published by the government.

The mapping was undertaken in 2012 during a very turbulent time. There was an ideological struggle between liberal political forces and groups adhering to various alternative interpretations of Islam. Child protection came to be a point of contention between these two. Child protection advocates and child protection policies were often labelled un-Islamic, foreign, or Western, influencing attitudes towards the mapping process. There were attempts to overcome this, by showing that there was no contradiction between Islam and the aims of child protection.

A further contextual aspect related to the media and media attention at the time. Child abuse scandals were regularly reported in the press. One story made it to the global media; a sexually abused girl who was sentenced to corporal punishment for zina (an Islamic legal term referring to unlawful sexual intercourse). This media attention created intense pressure for the government to be seen to be acting and delivering results.

The government agreed to the mapping process and the mapping itself proceeded smoothly. The report, however, was never cleared, or publicly released.

4.2.2 Whether the mapping instigated or contributed to systems change

As in other countries, one of the benefits of the mapping related to bringing together actors and fostering system awareness:

People first saw themselves as part of CPS. People sitting around a table – recognized that the issue can only be addressed by them all working together. Not sure how to quantify that. (Informant 3M).

While the main players in the CPMAAs were often social welfare, gender and other human services ministries, in the Maldives participants indicated that it was the police who reportedly stood out as being exceptionally open and cooperative. A special unit dealing with child protection issues existed within the police.

I really think we were able to bridge the gap between a uniformed service and the social services in a fairly unique way. This is something I have found quite difficult in other countries. Was this attributable to the mapping? Maybe that openness was already there beforehand... but it was quite ironic, and special, that the police clearly saw themselves more as part of the child protection system. (Informant 3M)

The mapping fostered consideration of a coherent programme rather “than doing little bits and pieces” (Informant 7M).

Because of the political changes, the mapping did not necessarily inform developments, and stakeholders suggested the mapping information may have been ignored in some quarters:

After the mapping, the President ordered a review of the child protection system, mapping was done but it took ages for the ministries to clear the report and the recommendations were not taken seriously. (Informant 4M)

The mapping was nevertheless used by others, including UNICEF, in forward planning. The findings from the mapping were used, but they were tailored in ways that could be used:

As you know, the leadership changed, so for the new leadership who came in, mapping did not kind of make sense to them. (Informant 1M)

One person expressed a concern that because of political instability and competing interests and claims on resources the commitment to child protection was ‘fading away’ in the Maldives. (Informant 4M). Lack of resources hampered further system development:

...if there was willingness, there were no resources. And if there were resources, there was no willingness. Even now, there is willingness, I can see willingness, at least from the minister’s part, but they don’t have resources, and of that I am sure. (Informant 4M)

Others identified important initiatives, in particular: an Executive Order making institutional care the last resort; the adoption of guidelines for children in need of alternative care; and requiring a caseworker to assess each case rather than use a standard response.

4.2.3 Whether the mapping led to improvements for children

This section comments on changes in **tangible outcomes** for children, rather than in changes to systems, operating procedures, legislation, etc.

Social and political change are highly complex processes, driven by tremendously wide arrays of known and unknown factors that exert influence in often unpredictable ways. Anecdotally, some indicated that they did not see much improvement: “on a scale of 0 to 10, I would say, it is still 4 or 5. I would like to have seen that more than that.” (Informant 6M). In particular, a ‘mindset’ was held responsible for preventing the best interest of the child being taken seriously (Informant 5M), and stakeholders noted a lack of resources and too few qualified people to do the work (Informant 4M; Informant 5M). While most stakeholders considered change to be slow, some positive changes were identified, in particular, the importance of awareness-raising efforts that had resulted in increased reporting of vulnerable children.

In summary, the lack of longitudinal data prevents any conclusions being drawn about actual outcomes for children over the past three to five years. However, some observed changes include:

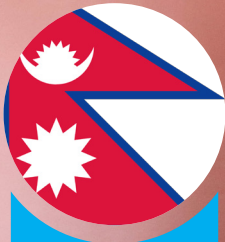
- Empowerment of children to recognize and notify abuse
- Increased reporting to child protection authorities
- More successful investigations and successful prosecution of crimes against children
- Improvement in physical conditions of children’s shelters.

4.2.4 Whether there were any intended and unintended consequences of the mapping process

An unintended consequence of the mapping process in the Maldives is, perhaps, an evident sense of stakeholder disappointment that the significant effort of the mapping exercise had not had much impact. The mapping recommendations are nevertheless still being purposefully used, particularly by UNICEF staff, to influence systems development.

4.2.5 Flexibility/adaptability of system

The Maldives has made a strong investment in staff training and capacity- building across the CPS. While there was a loss of expertise during the period of political instability, the Maldives have been re-establishing expertise and investing in staff capacity in the recent rebuilding stage.



NEPAL

Nepal, Kathmandu: Shakti Samuha is a non-profit organisation working against women trafficking. It was formed by women survivors of trafficking in India. At the centre, Arati, dance teacher, teaches skill building to the participants using dance.

© UNICEF/South Asia
2016/Bronstein

4.3 NEPAL

4.3.1 The mapping process

The review took place at a very significant time in the development of the Nepal CPS. While this review was taking place, responsibility for child protection was in the process of being devolved from the national government to seven newly created provinces.

Nepal was a constitutional monarchy until 2008, when the monarchy was abolished as part of a peace deal with Maoists. An Interim Constitution provided for a Constituent Assembly, which was charged with writing a permanent Constitution. After 2008, the various parties in the Constituent Assembly were engaged in struggles around the draft Constitution, which was finally passed in September 2015. This contained a number of important children's rights clauses. UNICEF reported that political unrest occurred in the south of the country after the promulgation of the new Constitution of Nepal (2015 :1). The political unrest hindered humanitarian efforts in 2015, resulting in nutrition, health and education supplies not reaching Nepal (UNICEF 2015 :1-2).

Perhaps the most important contextual factor was the earthquake that occurred in 2015. This had a major impact on the CPS development, particularly in the 14 earthquake-affected districts, where a new case management system was subsequently trialled. Also, a new monitoring process was instituted to identify children being trafficked across the Indian border. It also brought in external resources to the system, some of which have subsequently been maintained by governments and international NGOs, leading to benefits in the areas directly affected by the disaster and in other areas less directly affected.

4.3.2 Whether the mapping instigated or contributed to systems change

The mapping process was identified as having had a number of important functions:

- It collected data from a variety of stakeholders via a comprehensive process, thus giving an overview of child protection systems, as well as child protection issues and contributing factors in Nepal
- It brought together various stakeholders and therefore created new connections between agencies of government and between government and NGOs
- It facilitated a discussion around system approaches, thereby increasing awareness of the need for a more holistic and geographically consistent approach to child protection
- It identified impediments and ambiguities in procedures surrounding cases where child protection intervention may be warranted, thus suggesting the need for standard operational guidelines.

The review found that the mapping has had some important effects on the system. In Nepal, prior to the mapping, confusion between 'Protection of Children's Rights' and

'Children's Rights to protection against neglect, exploitation and abuse' was widespread among NGOs and government, and the child protection system mapping helped clarify the confusion. The Central and District Child Welfare Boards were established as Child Rights monitoring and mainstreaming bodies, which also had some child welfare functions, in particular regarding alternative care placements in residential institutional care and adoption. DCWBs were composed of civil servants from various sectors with full-time positions in other administrative bodies. Child Rights Officers were the Secretaries to these Boards and it was unclear whether they reported to District Development Officers who chaired DCWBs or to District Women and Children Offices (which used to be District Women Offices until 2011). Child Rights Officers were all funded by External Development Programmes and had different job descriptions, usually including some not well-defined 'child protection' responsibilities.

The mapping was instrumental in some key policy changes including the establishment and filling of child protection position in each of the 75 districts. This is a key direct achievement of the mapping, as previously, no civil servant was assigned to child protection – only multi-sector committees whose members had other full-time positions and had never been trained. Around 50 districts had Child Rights Officers funded by several External Development Partners whose role, institutional position and reporting line were not clearly defined.

We were told that an important indicator of the success of the mapping was that the government agreed to publish the summary findings, thus indicating its commitment to the concept of system strengthening.

An important objective of the mapping was to introduce systems thinking to key stakeholders and into the policy development process. In this respect, it was very successful as all participants in this review used systems concepts to discuss child protection in Nepal. Stakeholders suggested that prior to the mapping there was already dialogue and discussion relating to systems approaches and that this had also made a contribution:

So in many child protection training, we were raising this issue, you know we need a systematic response to these issues and concerns. I was one of them to raise this issue again and again. When they decided on this process... I was happy. ...to some extent we can contribute to a system-building process... (Informant 7N)

Most informants agreed the mapping process had gathered together key agencies and increased systems awareness:

I believe Nepal had a unique approach where all key child protection actors came together and supported the exercise. Also, partners have insisted for CCWB (Central Child Welfare Board) to have ownership as it is a body that brings together all relevant sectors in charge of children's issues in the country. (Informant 11N)

The biggest success I think is the awareness-raising. The fact that the stakeholders understood what a child protection system is and understood the gaps and what is needed to be done in Nepal. (Informant 1N)

The majority view was somewhat sceptical about the utility of the process and report. As another participant commented: "The process did take a long time and did not produce much of an output...no documents [were] published except for summary in English in 2015. Lots went into process... [but the] outcome [was] delayed" (Informant 3N). Others felt the publishing of a shorter summary report was a positive. Another informant stated that [there has been] "no effect of the study in [the] practical field." It was not clear that the report had been utilized by government to create any outcomes: "The idea was that it should be immediately useful after, to improve the system, so for me was it used, or put in a drawer?" (Informant 4N). The length of the mapping process, as well as government and personnel changes, may have created a discontinuity between the recommendations and efforts to implement these.

Some pointed to the mapping process as providing further impetus to changes that may have already been in the pipeline and as a document that could be referred back to when setting priorities and budgetary allocations. It also may have had influence over the scope of legislation:

We have referred to the mapping frequently in producing our work in reporting, in additional documents. Suggested changes to legislation – The Child Act – [we] tried to make sure the recommendations are taken into account in the process of the amendment of the Act. (Informant 7N)

The informant also said that Ministers and others referred to it and it may have influenced future directions.

Many participants indicated that child protection is now a much higher policy priority than it was before; despite the challenges, the government is still moving ahead with many initiatives. However, a lack of resources is hampering efforts:

So when you go through mapping, lots of issues are pointed out. But still we have not been able to translate into practice. Not because of financial problem but because of attitude problem, because of policy issues, because of human resources. (Informant 2N)

In summary, the mapping created consensus around key policy changes and facilitated government ownership of policy changes such as constitutional reform and new legislation. Some key recommendations have also been enacted; for example, Child Friendly Local Governance.

4.3.3 Whether the mapping led to improvements for children

This section comments on changes in **tangible outcomes** for children, rather than in changes to systems, operating procedures, legislation, etc.

While there has been significant progress in law and procedures, most informants agreed that resource constraints were preventing a full implementation of the structures in place. Additional resources would directly improve outcomes for children.

In summary, while the lack of longitudinal data prevents any conclusions being drawn about actual outcomes for children over the past three to five years, some observed changes include:

- The introduction of Child Protection Officers in all districts
- More reporting of crimes against children
- Assessment of a child's condition upon presenting to police or welfare authorities
- More case management activities
- Children's clubs that are involved in the protection of children.

4.3.4 Whether there were any intended and unintended consequences of the mapping process

The mapping process created a reference point for government for its budgetary process.

4.3.5 Flexibility/adaptability of system

There were reports that coordination has improved in the last five years.



PAKISTAN

On 29 October 2015 in Pakistan, Lueza, aged 11, a 5th grade student, sits in the compound attending class. The recent earthquake badly damaged the classrooms of her school: the Government Girls Higher Secondary School, located in Tehsil Lilownai, Shangla District.

© UNICEF/Asad Zaidi

4.4 PAKISTAN

4.4.1 The mapping process

In Pakistan, the mapping and assessment process was more complex than in the other three countries, as each province and territory was mapped separately. Although there were common approaches taken, the process was adapted to the context of each province and territory. Prior to 2008 there was very little emphasis on child rights and protection in a practical sense in Pakistan, although various laws (both national and provincial) and the Constitution recognized basic child rights. As one Khyber Pakhtunkhwa-based informant commented, “in 2008 we were not so aware of child protection to be honest. We started... and through the process we learnt a lot... slowly, gradually we shifted our concepts” (Informant 6P). There was, therefore, little specialized knowledge about how to monitor child protection cases and uncertainty about how to refer cases, and to whom. The social welfare departments in both Sindh and Khyber Pakhtunkhwa were identified as having capacity problems; however, there was, and continues to be, a gradual shift in thinking towards developing a more holistic approach to child protection.

The most significant policy context for child protection systems in Pakistan was the change in the Constitution in 2010 that devolved responsibility for much of social policy, including child protection, to the four provinces (and to some extent to the territories). With regard to child protection, very little of the national system that preceded the devolution remained, and each province set out to develop its own system. There was a degree of mutual learning and communication between the provinces facilitated by UNICEF and other organizations, and the consequent systems and structures are similar to each other.

The bulk of the child protection legislation is located at the provincial level. However, a number of laws have been passed by the Government of Pakistan in recent years that have strengthened the statutory rights of children. These include the Criminal Law (Amendment Bill) 2015, the National Commission on the Rights of Children Bill, 2009, and the Constitution, which also contains various provisions pertaining to child rights.

4.4.2 Whether the mapping instigated or contributed to systems change

In general, the mapping process was perceived by stakeholders as a complex and technical exercise in gathering information in the different provinces, rather than a systems strengthening intervention in itself. Nevertheless it was successful in bringing together government departments and other stakeholders that had not previously worked together, and this may have helped raise the profile of child protection in the provinces. Stakeholders in Sindh, however, cited the 2012 floods as being far more influential in that province for mobilizing interagency responses to child protection than

the mapping. A challenge that has influenced the mapping's ongoing contribution is that most of the stakeholders who were involved had moved on; very few of the stakeholders interviewed in the review in Sindh had been involved with the mapping process, and some of the impetus for interagency and intersectoral collaboration has been lost.

In Khyber Pakhtunkhwa Province there was little awareness of child protection in 2008. There was also little specialized knowledge about how to monitor child protection cases and uncertainty about how to refer cases, and to whom. The Social Welfare Department was identified as having capacity problems. There was, nevertheless, a gradual shift in thinking towards developing a more holistic approach to child protection. The Khyber Pakhtunkhwa Government became very engaged in the mapping process, perhaps more so than in Sindh.

There were mixed views on the impact of the mapping process in Khyber Pakhtunkhwa. Some who were involved in the mapping felt that it helped analyse the strengths and weaknesses of the current legislation, and assisted the Social Welfare Department to plan for the future: “mapping contributed to establishing what constitutes child protection” in Pakistan (Informant 2P) and thus performed a useful purpose. Another commented that “it provided the government officials with an opportunity to think about what were the child protection issues prevailing in Pakistan and particularly in Sindh. That was the major contribution of this mapping and assessment” (Informant 3P).

Others felt that while it did contribute to establishing what constitutes elements of child protection and could be used as a springboard for pursuing legislative and other changes, it was difficult to attribute outcomes to the mapping and assessment exercise, especially as the mapping report was not disseminated and reportedly was never referred to directly in policy discussions. There may be an overlap, however, between the recommendations and current practices:

*We walked on the same road but attribution may be difficult; you will see an overlap between the recommendations and what's happening now.
(Informant 2P)*

Stakeholders noted that while the mapping was a complex and technical exercise, the data were not explicitly used and recommendations may not have been implemented (Informant 1P). Although some developments occurred at the time of, and after, the mapping and assessment process, it was not necessarily seen as the only or prime causal factor for later changes, although it probably did contribute to policy development (Informant 2P). However, others felt the mapping may have directly contributed to provinces planning their child protection efforts (Informant 3P).

The mapping reportedly raised awareness of a systems approach and of the importance of coordination between government agencies, police and the judiciary. In particular, mid-level bureaucrats in the different government departments (for example, those working in the Sindh Social Welfare Department) really understood the need for the government officers to collaborate and work together, but expressed frustration at the lack of funding they had (Informant 1P).

In Sindh and Khyber Pakhtunkhwa, various changes have occurred in the realm of law reform (in particular to laws relating to child marriage, child labour and juvenile justice) and there has been an expansion of Child Protection Units in Sindh. While one province did not fully approve the final report, the others accepted and endorsed them. The Mapping Assessment Reports were disseminated but not published.

There is increasing political commitment in Pakistan to advancing child protection efforts. In most provinces the ministers of social welfare, whatever their political persuasion, are enthusiastically supporting the strengthening of the CPS. As indicated above, this does not always mean full implementation of the legislation. But it does mean that child protection continues to be a relatively higher priority even though social welfare departments tend to have a low status within the government hierarchy overall. In general, there has also been a shift from civil society to government-led programmes in child protection.

4.4.3 Whether the mapping led to improvements for children

This section comments on changes in **tangible outcomes** for children, rather than in changes to systems, operating procedures, legislation, etc.

While the laws are in place, in outlining the continuum of care, the Mapping and Assessment Report highlighted the lack of enforcement of almost all laws. It also highlighted the lack of coordination and capacity. Further, it noted the complex issue of attitudes that are in contrast to child protection such as acceptance of violence towards children, apathy towards sexual abuse of children and the acceptance of child marriage and child labour in the society (Collective for Social Science Research, 2012). While there are clearly challenges, many informants agreed that there is slow change with respect to improvements for children with partial coverage of child protection units in both Khyber Pakhtunkhwa and Sindh Provinces: the “ultimate aim is to ensure the abused child gets access to response from some government service” but more needs to be done in terms of the operational side of things – such as referral mechanisms and action (Informant 5P).

In summary, while the lack of longitudinal data prevents any conclusions being drawn about actual outcomes for children over the past three to five years, some observed changes include:

- More points of contact for reporting instances of child abuse (especially in Sindh where child protection units are being extended from 15 to 29 districts)
- Attempts to restrict child marriage (greater policing efforts being made)
- Attempts to restrict child labour (outside the home)
- Introduction of cash transfer programmes that may alleviate child poverty and improve outcomes especially in regard to child labour and education.

4.4.4 Whether there were any intended and unintended consequences of the mapping process

As indicated above, there were some intended consequences of the mapping and assessment process in each of the provinces in Pakistan. The exercise helped coordinate and develop child protection system development and encourage a more systematic approach to this. The mapping also identified the gaps in the data that are beginning to be filled. However, many stakeholders did not attribute these improvements directly to the mapping. No unintended consequences were noted.

4.4.5 Flexibility/adaptability of system

The systems are adapting to the particular circumstances in each province and are developing at different rates in the different provinces while responding to different priorities. There is also evidence that the system is able to learn from research and evaluation; for example, the development of standard operating procedures for the Child Protection Units in Sindh.

5

BARRIERS AND FACILITATORS OF SYSTEMS STRENGTHENING

In the four countries, there were a number of factors that emerged as important if the systems strengthening efforts were to be successful. Some of these factors related to the strengthening efforts themselves, and the mapping as part of this process.

5.1 SYSTEMS STRENGTHENING

As indicated in the theory of change in Section 7, a range of different factors come together to influence system change in child protection. In all four countries, there was consensus that the changes to the systems were, overall, beneficial, and that children's well-being appeared to be improving, although some improvements were slow and fitful. There were insufficient data to reach definitive conclusions about changes in the well-being of children; this analysis has had to rely mainly on the perceptions of stakeholders and the limited administrative data that are available in each country.

In all four countries there was consensus that the recent changes in legislation were valued by virtually all stakeholders. However, legislation was seen as a necessary but not sufficient step to improve child protection. There was a strong feeling among stakeholders that much of the legislation that had been passed had not been matched with the resources necessary for implementation, or the policy framework for the system was still inadequate. In the Maldives and Nepal, key bills had been waiting for several years to be passed.

Similarly, there was some concern, especially among civil society stakeholders, that 'systems strengthening' could potentially involve a great deal of activity by high-level players – with many meetings and policy papers being developed, but very little action

to ensure changes on the ground in terms of improved service delivery to children and better processing of child protection cases. Again, these activities were seen as necessary but not sufficient, and could actually detract from systems strengthening if they did not lead to improvements in service delivery. Thus systems strengthening required changes in both policy and practice in order to be effective.

Other equally important factors influencing system change were contextual. Many of these factors were unpredictable and not within the control of the systems strengthening process. These factors included external 'shocks' to the system such as natural disasters and political upheaval, as well as more gradual changes in society. Although most of the external factors supported systems strengthening, they could also serve to disrupt the systems strengthening process. Positive influences included factors such as slowly changing attitudes to gender equality, female education, child marriage and domestic violence (driven by generally higher literacy as informants reported, influenced by media and social media access). Natural disasters such as the earthquake in Nepal and floods in Sindh, although obviously damaging for the children directly involved, served to galvanize the child protection system and bring together the key players. These disasters also brought in external resources to the system.

Broader political and bureaucratic changes that were not specifically focused on child protection have affected the CPS. The devolution of responsibility to provinces in Pakistan was seen as beneficial to the system, and stakeholders believed that a similar structural change in Nepal was also likely to benefit child protection. Child protection processes at the provincial level require legislation, which could be informed by the CPMA process. On the other hand the political upheaval in the Maldives in the 2000s provided an example of how political instability could hamper system development.

It is important to note that these external forces not only affect the system, but also their primary influence is directly on the well-being of children. Where there are positive feedback loops, the child protection system becomes more responsive, and is better supported and upheld by cultural shifts. This in turn facilitates an increased acceptance of state intervention to protect children, as well as improvements in service provision to support victims. However, these external forces can also work in the opposite direction and create setbacks for child protection activities. It is therefore expected that systems strengthening is not generally a linear process and often happens in short bursts when windows of opportunity arise, followed by periods of very slow progress or even backward steps in some aspects of the system.

Thus systems strengthening is an interacting and dynamic process where strengthening of the child protection response has the potential to influence changes in other systems such as health and education, and also in the wider society. feedback strengthening of the child protection response has the potential to influence changes in other systems

such as health and education, and also in the wider society. In turn these changes help further strengthen the child protection system. These feedback loops are an essential component of systems strengthening.

5.2 SYSTEM BOUNDARIES

In all four countries there were challenges for system improvements in relation to the boundary between child protection and other systems (especially gender-based violence (GBV) in Nepal and child rights in Pakistan.

Where there was confusion or disagreement about the boundaries of child protection, systems strengthening efforts could be negatively affected. For example, in Nepal many stakeholders expressed concern that child protection had been conflated with or subordinated to GBV structures and functions at both the national and district level, and village level, with the attempt to make Paralegal Committees (PLC) responsible for child protection in their communities. PLCs are Women's Committees initially created to prevent and respond to domestic violence, gradually being turned into GBV Watch Groups under MoWCSW/DWC Women's Cooperatives since 2013. Some policy makers reportedly believed that addressing violence towards women would solve the problem of child abuse. In Pakistan there was no boundary issue with GBV, but rather a concern that Child Protection Units were dealing with situations that did not involve protection of children but rather issues related to poverty, access to education, health, etc. This led to the development of standard operating procedures and a triage system for these units.

5.3 INFORMALITY AND FORMALITY IN CHILD PROTECTION RESPONSES

The review identified a spectrum of responses to vulnerable children and their families. The Child Frontiers (2011) report provides some useful definitions:

The most formal activities generally involved state actors (investigation of child maltreatment and the prosecution of offenders most frequently involving state actors). The least formal might be considered to be families working together to support vulnerable children in their communities. Often these responses overlapped. It is also important to note that some groups, such as traditional leaders, also have clear roles within both the formal and informal systems.

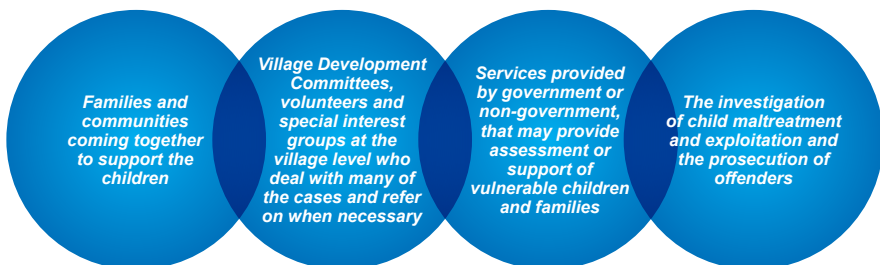
Informal system: Refers to child protection initiatives undertaken by families, communities and children themselves.

It is important to note that **Formal and Informal** should be considered as the two ends of a continuum and that there are likely to be elements of crossover between the formal and informal systems. (Child Frontiers, 2011, p. 2)

We recognize that “it is more correct to speak of a continuum between informal and formal justice providers or systems than of a sharp set of distinctions”; however, we agree that “the state/non-state dichotomy is frequently the basis for understanding the separation between the two spheres that is shared by communities and officials, and it thus cannot be disregarded” (Danish Institute for Human Rights, 2013).

Figure 1 illustrates this spectrum of informal to formal aspects of any CPS. In the four countries visited, the State exercised the direct child protection functions, and while NGOs carried out activities (for example the provision of institutional care), generally NGOs were not operating under the aegis of the State or subject to state regulation. Community-based mechanisms were important at the local level and were linked into state reporting mechanisms. For example, we talked with volunteers who provided a first response to women and children exposed to domestic violence, supported by NGOs, and interfacing directly with the police. For the past 10 years in Bhutan, groups of volunteers, with the support of an NGO in Thimphu, have been responding directly to families in their local areas, often undertaking complex mediation work in situations of domestic violence. Village committees also undertake a variety of activities, from intervening directly in situations of violence, to raising community awareness in the context of prevention. In some areas in Pakistan and the Maldives there are multi-agency committees that include government, NGOs and community representatives. In some contexts, religious leaders and institutions can contribute to the formal and informal child protection effort, and as part of this review we approached religious leaders but were only able to talk to these in Bhutan.

FIGURE 1. THE CONTINUUM OF INFORMAL-FORMAL RESPONSES



Civil society organizations were often key to the success of the CPS and the process of strengthening the CPS system. There were also attempts in Nepal, and to some extent in the Maldives and Pakistan, to develop community-based responses to child protection involving community members as volunteers, in Nepal through the Paralegal Committees. NGOs and civil society play a significant role in prevention and awareness-raising, as well as providing support to victims and families; they seemed, however, to be relatively unregulated by government in the four countries examined, insofar as they were not formally contracted to carry out child protection work by government or answerable to government in a regulatory sense. Community-based responses are also important to increase the coverage of the system, and are potentially a cost-effective and culturally competent way of complementing the work of formal services (and engage with formal reporting mechanisms such as via the police and justice systems).

With regard to community-based responses, and in particular volunteer activities, there are nevertheless tensions in how the various actors might work together to provide responses to vulnerable women and children. There is certainly risk for volunteers when intervening directly with, for example, domestic violence, and we heard of instances where volunteers were exposed to violence themselves when responding directly to families. On the other hand, a well-supported system that maximizes the strengths of local communities was considered to have the potential to provide a rich interplay of responses that might better protect children in particular cultural contexts. Generally, the community activities we saw were driven by community momentum – people wanting to support their local communities and the vulnerable people within it. However, many participants commented that community groups tended to be rather short-lived without support and resources from government and/or NGOs. There is therefore a case to be made for providing better support to these initiatives so they can continue to strengthen and contribute to the CPS.

Government services that are outside the CPS, for example, health, justice and education, were identified as offering considerable potential in terms of a more active contribution to protecting vulnerable children, and in different contexts these agencies were more or less actively engaged in child protection efforts.

6

CONTRIBUTION OF MAPPING AND ASSESSMENT TO SYSTEMS STRENGTHENING

The mapping and assessment exercise had a number of different purposes, and different stakeholders viewed the mapping exercise from different perspectives. The primary ways the mapping was viewed included:

- An information-gathering exercise to identify gaps and overlaps in services
- A baseline for measuring system change
- An intervention to push forward systems strengthening
- A process for bringing together key players in different sectors to establish new connections and collaborations
- An awareness-raising exercise to increase the profile of child protection
- A method for introducing systems thinking into child protection, to help stakeholders understand the nature of systems and systems strengthening.

The impact of the mapping was influenced by the perceived purpose of the mapping and its role in systems strengthening.

6.1 ATTRIBUTION

As indicated in Section 7, the way systems develop, and the impact of systems on the well-being of children, is dependent on a range of interlocking factors within the system and external to it. It is not therefore possible to identify direct linear relationships between inputs such as the mapping and its component activities, and outcomes such as improvements in child well-being or safety.

In all four countries, there was near consensus that the system was improving and also that the situation of children was slowly improving. However, there was no

consensus as to how the improvements in child well-being were specifically related to system improvement or were attributable to the mapping and assessment. Most of the stakeholders believed that improvements in child well-being were determined by improvements in the economic situation of families and also by changing social norms, which were shifting because of factors such as increasing education levels, media attention on children's issues, and access to the internet. While systems strengthening was seen as important, and by one contributor important to improved well-being, it is not the major driver of children's safety and well-being. This might be because the 'system' as it is understood by stakeholders, largely focuses on the response system, rather than including preventive efforts. As described below, there was a general view in each country that the mapping and assessment exercise had successfully brought together stakeholders who had not previously worked together. It also showed how different stakeholder groups in government, civil society and communities are all responsible in some way for the protection of children. The mapping introduced a new way of thinking to many of these participants. Most participants in countries other than Bhutan were nevertheless sceptical about the mapping's direct impact on the system itself and in particular on the direct provision of services to children who had been abused. This was the part of the system that was perceived as having changed the least. This is not unexpected as this review occurred a relatively short time after the mapping, and it is unrealistic to expect major improvements in service provision in this period of time.

A particular challenge in assessing the impact of the mapping on the protection of children was the lack of reliable data in each of the countries. In all the countries studied there were strong indications that only a small proportion of child maltreatment cases were reported to the system. Thus, increases or decreases in reported cases were not a good indicator of changes in the prevalence of different forms of child maltreatment.

6.2 OVERVIEW: ENGAGEMENT AND IMPACT

The degree to which the mapping exercise contributed to systems strengthening is associated with both the initial engagement of actors in the exercise itself, and the ways in which the findings and recommendations were reinforced subsequently. In all four countries the mapping had an initial impact on the development of child protection thinking – bringing people together to identify service gaps and opportunities. Not surprisingly, however, there were differences in the ways in which the mapping exercise was used by and influenced systems strengthening in each country (Table 3). A strong and committed engagement with the process created important opportunities for raising the profile of child protection and the potential for child protection systems thinking, and for mobilizing actors towards common aims, issues we will discuss further below.

Across most countries the importance of coming together to discuss child protection system development was identified as a critically important benefit of the mapping process. However, a strong, committed engagement with the process did not reportedly guarantee ongoing engagement and future impact. For example, momentum was lost in Nepal associated with delays in disseminating mapping and assessment reports. Where there were changes in personnel, as was evident in the Maldives, mapping recommendations reportedly did not gain traction. Similarly in Pakistan changes in government and UNICEF personnel, and changing priorities in the provinces, reduced the impact of the mapping.

Where countries used the recommendations to prioritize action, there was greater evidence of impact, or potential impact. Perhaps more than any other country, Bhutan has seen the greatest impact from the mapping process. It created a new discourse in child protection, and in publishing the child protection mapping and assessment report the government illustrated its leadership and commitment to the development of child protection responses in Bhutan. Of course, while the initial impact of the mapping has been significant, its ongoing relevance and impact will depend on continued leadership in the implementation of its priority recommendations.

TABLE 3. MAPPING USE AND IMPACT

	Nepal	Maldives	Pakistan	Bhutan
Information-gathering exercise	Yes	Yes	Yes	Yes
Baseline for system change	No	No	No	Yes
Used to prioritize action	No	No	No	Yes
Systems strengthening intervention	No	No	No	Yes
Establish new connections and collaborations	Partly	No	Partly	Yes
Raise the profile of child protection	Yes	No	Partly	Yes
Introduce systems thinking	Yes	Yes	Yes	Yes
Informed constitutional and/or legislative change	Yes	Yes	Yes	Partly
Include key recommendations/ directions in National or Provincial Plans	No	No	No	Yes

Attribution is clearly a complex issue when considering systems change. In Nepal, for example, the mapping followed a decade of action that was aimed at strengthening services for children. While the prior efforts were not informed by systems thinking, the mapping was one point along Nepal's journey towards change, confirming and building on established ideas. The mapping therefore served to confirm and entrench the work that had come before, and to introduce a systems approach. By comparison, there had been community responses to vulnerable children in place in Bhutan, including a small number of established Women and Child Protection Units and a commitment to employ two child protection officers, and the notion of child protection was not completely new. Nevertheless, the concept of a system was new. As such it had a formative effect on the way in which actors viewed the possibilities for protecting children. In both Bhutan and Nepal, the mapping process gave greater legitimacy to the prioritizing of child protection and identified opportunities for collaboration.

6.3 MAKING CONNECTIONS BETWEEN KEY ACTORS

In all four countries, the mapping exercise successfully brought key actors together in a collaborative process. Many stakeholders commented that this was the first time this had occurred. In Pakistan, the mapping exercise was more complex than in the other three countries, as each province and territory was mapped separately. Like the other countries, Pakistan was, nevertheless, successful in bringing together government departments and other stakeholders that had not previously worked together. This was particularly important because the provinces had only recently become responsible for child protection, and the mapping provided an opportunity for provincial-level stakeholders to meet.

The mapping exercise was generally successful in connecting the key actors. Changes in political systems, organizational structures and top personnel in a number of the countries have meant that these initial collaborative efforts have not always been sustained. One of the major challenges in this respect is the relatively low status of child protection (and child welfare more generally) within the overall hierarchy of policy domains. In Nepal for example, child protection is part of the Ministry of Women, Children and Social Welfare. The Department itself has a relatively low status compared to Education, Health and Justice, and child protection is perceived as a lower priority than women's issues within the Department itself, although it is increasing in importance, in part as a result of the mapping, which led to the establishment of positions of Child Protection Officers in the 75 District Women and Children's Offices. In the Maldives child protection has been located in a number of different ministries. The current (at the time of the review) minister in the Ministry of Gender and Family had prioritized child protection as this was her background, but there was nevertheless

consensus that the governance structures for child protection were not robust. Genuine efforts to support collaborative practices were identified in the Maldives, particularly in Malé, where professionalized systems have a longer history.

In Bhutan, there is a commitment by the government to initiate collaborative system development; this is evidenced by the recently approved standard operating procedures that clarify roles and responsibilities across the child protection system. But the scale of development required to give effect to this will undoubtedly present implementation challenges.

Thus, sustaining the impetus for interdepartmental collaboration presents significant challenges at the government level for all countries. When powerful government departments have committed to the mapping recommendations and implementation processes, this can act as a facilitator for continued involvement of government actors who otherwise may become disengaged from child protection systems strengthening.

6.4 RAISING THE PROFILE OF CHILD PROTECTION

In Nepal and Bhutan, and to some degree Pakistan, the mapping exercise was successful in helping to raise the profile of child protection. In Bhutan, stakeholders saw the mapping as the first real advance – not so much in child protection (there had been efforts prior to this) but in child protection systems. Child protection was certainly still quite nascent as a public policy issue and priority. Until the mapping exercise, the notion of child protection response systems had not reached a level of professional awareness. As a direct consequence of the mapping, key agencies and organizations were sensitized to issues of child protection, including the monasteries where child protection training was introduced in all monastic schools across Bhutan. Similarly, in Nepal, the mapping exercise was instrumental in focusing attention on child protection, although there had been a decade of pressure from civil society to develop a legal infrastructure that would better support children. The mapping nevertheless created consensus around key policy and legal changes that positions child protection strongly in Nepal.

By comparison, while the mapping exercise did not particularly strengthen the profile of child protection in the Maldives, efforts towards raising awareness about child abuse and neglect have been long-standing. Despite current system vulnerabilities, the profile of child protection remains high. In Pakistan, the mapping provided much-needed information about the strengths and weaknesses of the system. It helped raise the profile of child protection within government agencies, although this was already a priority for civil society in Pakistan before the mapping took place.

6.5 STRENGTHENING THE ROLE OF GOVERNMENT

In most countries reviewed, government systems assumed a leadership role in the mapping, and recommendations from the mapping process reinforced the important role governments have in strengthening child protection systems. In Nepal, the government agreed to publish the summary findings – something that stakeholders viewed as an indication of its commitment to systems strengthening. The mapping was also instrumental in some key policy changes, including the establishment of child protection positions in 75 districts. While there have been a few implementation issues with respect to these positions, it is clear that stakeholders considered it a significant investment by government into child protection. Similarly, the government in Bhutan took a practical and strategic leadership role in the mapping exercise, and the report that emerged from the mapping process contains a National Plan of Action for Child Protection. Many stakeholders recognized this as an important, indeed major development in the building of Bhutan's child protection system. Since the mapping, efforts have continued with significant momentum with the introduction of new laws, policies and mechanisms.

In the Maldives and Pakistan, the mapping has had mixed success with respect to the strengthening of the government's role in child protection. Despite this, in the Maldives there have been impressive strategic developments within government (for example, within the Ministry of Health and the Maldives Police Service) and highly professionalized service delivery happening in Malé by NGOs and across government, including in the Ministry of Gender and Families. These developments, however, are not attributable to the mapping process.

As noted earlier, in Pakistan each province and territory was mapped separately, and different views of the mapping process emerged. Overall, most stakeholders perceived the mapping as largely a technical exercise aimed at collecting data about services and structures. In Pakistan child protection is mainly driven by governments, although there is a strong civil society sector. Significant effort has been expended by UNICEF and others to ensure that the child protection system in each province and territory is underpinned by a sound legislative basis and governance structure. These efforts, however, were not attributed to the mapping exercise by the majority of stakeholders – although in many cases they are consistent with the mapping and assessment process.

6.6 SYSTEMS THINKING

A primary objective of the mapping was to introduce systems thinking to key stakeholders, and into the policy development process. In this regard, stakeholders in all four countries considered that the mapping was successful. Stakeholders across the

four countries used systems concepts to describe and discuss child protection efforts, even though in some instances they were not always confident in what a child protection ‘system’ might look like in their context. Although the majority of stakeholders did not specifically identify the mapping as having influenced their thinking, it is clear that this had a major influence on the way stakeholders engaged in child protection. This was particularly true for two components of systems thinking; the need for a multi-agency response, and the requirement for a specific resource to investigate cases referred to the system. For some, the spread of systems ideas is still very new. Common to all countries, however, is the importance of developing holistic responses that are consistent with cultural imperatives.

In many respects, the embedding of systems thinking within a broader holistic response sits very comfortably in the countries reviewed. Stakeholders in Bhutan and Pakistan noted the importance of developing a holistic child protection focus. Bhutan’s strategic focus on responsiveness to non-material needs – spiritual, cultural, environmental – being the most strongly articulated as critical to human well-being. In all countries, however, there was discussion about the opportunities across the communities of interest in terms of strengthening systems thinking, and how this might influence their development over time. Even in the Maldives, perhaps the most professionalized in terms of its child protection system, there was discussion about the benefits of maximizing non-professionalized community responses, particularly in the atolls where professional expertise is underdeveloped and capacity is strained. The opportunity for all countries is to create an integrated systems model that is culturally fit for purpose.

6.7 INFORMATION GATHERING

As an information-gathering exercise, the mapping process was highly successful in all countries reviewed. Overall, the mapping was comprehensively undertaken, resulting in important information about the various service contexts including service gaps. The mapping provided information on legal and policy frameworks, often spurring further development in these areas. However, the mapping identified that all four countries were challenged by the lack of statistical and financial data, severely limiting the ability to establish benchmarks.

6.8 ACTION PLANNING

The mapping and assessment exercise was used to prioritize action in Bhutan, where the publicly available report relating to the mapping exercise contained Bhutan’s National Plan of Action for Child Protection. This was identified as an important document

frequently referred to by stakeholders, and it is clear that it has guided, and continues to guide, child protection developments in Bhutan.

The report identifies priority areas, goals, resource requirements (for example, the need for a new child protection line item in the Budget) and indicators of success in wide-ranging efforts to better protect women and children.

In the experience of the other three countries it is not so clear whether the mapping exercise directly informed action planning. Certainly, elements of the child protection system in Nepal have been developing positively over the past five years, particularly at the policy level. Although development has been patchy, there has been significant improvement in the system at all levels over this period of time. The opportunity to use the mapping exercise for the purposes of planning was nevertheless hampered by the delay in publication of the summary report. By the time it was published many key people had moved on, and those tasked with advancing the initiatives did not necessarily have the institutional memory or the investment to do so, resulting in a missed opportunity.

Where a government failed to authorize the publication of the final CPMA report, this delegitimized the process and diminished the potential impact of the CPMA process. The mapping reports were released but not published by their respective governments in Pakistan, and stakeholders felt that the data collected through the complex and lengthy exercise were not put to any particular use. Similarly, the mapping report was not published in the Maldives, nor was it made public. Stakeholders suggested that because of this it had little impact beyond the individuals who were involved in the process. That said, the recommendations have been used by UNICEF staff to push for policy development, and they continually seek opportunities to influence system development.

6.9 A SPRINGBOARD FOR SYSTEMS STRENGTHENING

As indicated above, the mapping in each country provided a wealth of information about child protection efforts, identified gaps, barriers and priorities for action, and introduced systems thinking to key stakeholders. The mapping in Nepal was initially intended to serve as a baseline against which progress of system development (not in terms of impact on children) in terms of legislation, services, human resources number and qualifications, procedures, etc. could be measured over time. However, only in Bhutan was the mapping viewed as a foundation for system development, and indeed most stakeholders interviewed in the other countries had either not heard of the mapping or had little recollection of it.

6.9.1 Timing

Other than in Bhutan, the timing of the mapping exercise did not lend itself to establishing a springboard for systems strengthening, particularly because of the delays in publishing the mapping. In Nepal there were a number of factors that were perceived as being more significant in the development of the system. In particular the inclusion of children's rights provisions in the Constitution in 2015 and the response to the earthquake in 2015 were seen as significant events. The earthquake, just like the massive programme for the reintegration of child soldiers from 2008 to 2013, boosted the child protection system because of the massive influx of human and financial resources and the strengthening of linkages between NGOs and government to be able to respond effectively. In Pakistan the devolution of child protection to the provinces in 2010 was seen as a marker for system development, and secondarily Pakistan's reports to the Convention on the Rights of the Child and the floods in Sindh were perceived to have been a springboard for change in that province. In the Maldives the system had been strengthened prior to the mapping, and the advances had somewhat reversed at the time of the mapping, only becoming stronger again within the last couple of years. In these three countries the mapping was rather seen as one of a number of steps in the child protection systems strengthening process.

6.9.2 Data

None of the countries collected adequate data that would enable understandings of changes to child protection over time. While there were generally accurate data of reports to police and other agencies, and many NGOs also kept statistics of their activities, there was no comprehensive data set that could be used to measure changes in the system, and in particular the well-being and safety of children in the population. A good example of this was the reports of child marriage to the Nepal police. While it was commonly acknowledged that child marriage is still widespread in Nepal, the police statistics only showed a very small number of reports in each year, making it very difficult to use these data to assess progress in the system. Similarly in Pakistan, both NGOs and government agencies relied on media reports as an indication of child protection prevalence. This gross under-reporting meant that official data did not provide a reliable method for assessing progress in systems strengthening. Overall, the lack of reliable data was identified as a significant barrier for systems strengthening in each country, and efforts were being made in all of them to improve the quality of the administrative data.

6.10 FACTORS FACILITATING THE IMPACT OF THE MAPPING ON FURTHER ACTIVITIES TAKEN TO STRENGTHEN THE SYSTEMS

Overall, the review found that a number of factors appeared to facilitate the mapping and assessment process having a sustained impact on the child protection system. As indicated above, some of these factors were related to the process itself and the roles and actions of different stakeholders. Other factors were more contextual and some were unpredictable events.

6.10.1 Clarity of purpose

As indicated in Section 6.1, stakeholders perceived the mapping and assessment process to fulfil a number of different purposes. Where the key stakeholder groups shared a view about the purpose and nature of the mapping this facilitated ownership of the process and action on the recommendations. Where the purpose of the mapping and assessment was not clear or where it was perceived differently, particularly within the government or with key agencies, then the mapping tended to lose momentum and relevance. Where a government failed to authorize the publication of the final Child Protection Mapping and Assessment report, this delegitimized the process and diminished the potential impact of the mapping and assessment process.

6.10.2 Framing

Systems strengthening, mapping and assessment are complex concepts that some stakeholders perceive as difficult to sell. They are seen as a technical and bureaucratic exercise rather than as an intervention.

UNICEF is committed to ending violence towards children. This provides an overall rationale for systems strengthening while retaining the concept and potentially including the mapping. Each country defines the parameters of violence according to the local context and policy priorities.

6.10.3 Authorizing environment

The mapping and assessment process collated new information about the system and brought together key stakeholders from different sectors, in many cases for the first time. Most participants reported that the mapping exercise in 2012 gave significant impetus to the embedding of child protection as a distinct approach to responding to child abuse and neglect in Bhutan, the Maldives and Nepal, and to varying degrees in Pakistan. The leadership of governments was particularly important in developing an authorizing environment within which systems effort would be supported. While in the main the CPMA in these four countries was not carried out by international consultants as has been the case in other countries, the role of consultants too was important, as they can be powerful influencers, bringing external impetus to the process.

Government

The main authorizing factor was that the government continued to be committed to the mapping process and to the implementation of the recommendations. This proved challenging in three out of the four countries, where changes of government or at least changes in key government personnel considerably weakened the ongoing commitment to the mapping process. In Nepal and Pakistan this did not have particularly adverse impacts on systems strengthening efforts as the new governments (or ministers) took up the challenge of systems strengthening, although in different ways from those recommended by the mapping. In the Maldives there were considerable setbacks to systems strengthening although the current minister and senior officials in the Ministry of Gender and Family has ensured that child protection has again become a high priority. A key challenge for all governments was to commit the necessary resources to implement the mapping priorities. Governments faced a range of different priorities, and it was sometimes difficult to prioritize child protection over other priorities that could be perceived as more immediate.

Civil society

The involvement of civil society is a key component of a strong child protection system. While government took the lead in each country, statutory agencies cannot on their own be responsible for the full range of prevention, investigation, assessment and support services needed for a functioning CPS. In Nepal, the Maldives and Pakistan, NGOs and international NGOs were primary advocates for system improvement, and were able to mobilize resources for essential programmes, research and awareness-raising. Without civil society authorization, therefore, the mapping and assessment process was severely hampered in its capacity to influence system development. In Pakistan and to a lesser extent Nepal, NGO participants believed that although civil society organizations had been involved in the mapping process and in developing the priorities, they had been excluded from the systems strengthening processes, thereby weakening the potential impact of the mapping on future development of the system.

There is a tension at the heart of the authorizing environment within community-based contexts. One of the great benefits of having a range of community responses to child protection is that they often represent grass-roots efforts. Because many less formal initiatives sit at the interface of family/community concerns, it could be argued that they have the potential to be a real force for change. However, they also lack the authority of more formalized services that might be found inside and outside government, presenting risk for both those involved in the response and the families they respond to. This is where the interplay of responses across communities could offer value, particularly where statutory systems provide a degree of authorization without interfering with the unique benefits that the less formal systems bring.

Often by necessity, the countries reviewed in this study have had to embrace a range of community-based responses, including volunteer activity, not only because all have very real challenges in providing professional responses, particularly in rural and remote areas, but also because community responses are likely to be more culturally appropriate and responsive to the needs of the children and families. Although the issue of creating an authorizing environment for community responses is complex, we observed their efforts to be both important and inspiring. With strategic and practical support, these rich interdependent modes of service delivery could be the region's important contributions to conceptualising of child protection systems work.

6.10.4 Reliability of systems

There was an interesting paradox in the impact of the mapping and assessment on systems change. On the one hand this process was meant to bring in new thinking, new collaborations and sometimes new structures to child protection efforts. Yet the impact of the mapping appeared to rely to a great extent on continuity, particularly of staff and structures. Changes in key personnel, particularly in government and UNICEF, but also in other organizations, tended to result in loss of organizational memory and a downplaying of the mapping's role in system development. However, change was almost inevitable and was built into the process in some ways. The mapping was undertaken mainly by local consultants; they had varying levels of support from external consultants who were only in-country for a limited period and who had no role in the implementation of the priorities. Similarly, the in-country consultants were employed short term. UNICEF has a policy of transferring staff, and only a few current UNICEF staff who were involved in the mapping were still in post. Similarly, many of the governments have a policy of moving officials. While overall this appeared to be positive for the public service, it caused some difficulties ensuring the sustainability of improvements to the system.

Discontinuity was also increased when there was significant structural change in key organizations, although in Pakistan and potentially in Nepal, devolution of child protection responsibility from the central government to more local structures was seen as positive.

7

THEORIZING SYSTEMS CHANGE

7.1 SYSTEMS THINKING

Over a number of decades, a systems theoretical frame has been applied to understandings of child protection and child welfare. A systems approach provides a coherent illustration of the diversity of players involved in the protection of children, the ways in which they relate to each other, the nature of the boundaries of a child protection system, and how it fits within a broader cultural, political and social context (Wulczyn, et al., 2010). This has provided a good foundation upon which the development of child protection typologies could also be advanced and used to guide or redirect their future shape and the development of systems (Gilbert 1997, 2011; Connolly, et al.,2014).

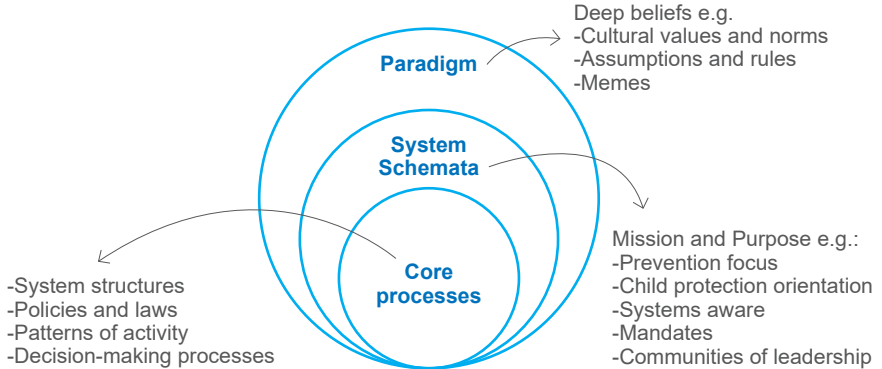
Conceptualizing child protection as a system represents a significant advance on issues-based approaches to child protection, which have historically characterized child protection efforts, especially in developing countries. Historically child protection has not been conceived as a separate category or domain, and therefore development programmes have focused on specific topics such as trafficking, children living and working on the streets, or child soldiers. The systems framework recognizes these specific issues, but is based on the premise that even successful programmes are unlikely to be sustainable and effective if they are not supported by an overall system to identify and assess children at risk of violence, exploitation and neglect, to take preventive measures and protect those children from further abuse.

While there has been an increasing focus on systems conceptualizations to better understand child protection – indeed it is now a familiar framework enjoying widespread

use – theorizing has nevertheless lacked key elements relating to the ways systems change. Understanding the nature and levels of systems change, and how systems transform over time, provides a missing element to current child protection system analysis. These systems change elements offer critical insights into the ways in which systems can improve through the targeting of efforts by leadership communities that initiate and embed, sustain and continue to mobilize dynamic change.

7.2 COMPLEX SYSTEMS

Child protection systems are large and complex, having spheres of interacting components that simultaneously exert pressure at multiple levels (Waddell, et al. 2015). In these complex human systems, societal paradigm shifts in cultural values and norms (deep beliefs) are often slow and incremental. While old ideas are inevitably influenced by new ones, new orders of change are not readily or quickly established. These beliefs consist of “normative and ontological axioms that shape an individual’s beliefs about such things as the fundamental nature of human beings, appropriate norms for basic social justice, and the ordering of primary values” (Jenkins-Smith, et al. 2014, p. 485), including social change. Deep beliefs can function at the conscious and unconscious level, and can function at a broader societal, or system level. The resilience of these deep core beliefs, and their possible resistance to change, has associated implications for system development and learning. A system’s natural striving towards maintaining equilibrium – which can be important in supporting stability – can also powerfully resist system change. Through the development of system schemata, coalitions of actors within a system can nevertheless mobilize in ways that advance policy objectives over time. A system schema enables participants to engage with a common orientation – generating shared meaning for system action, reform and change (Bartunek and Moch 1987). It includes understandings of the collective mission and purpose of the system; its orientation, for example, to child protection – where it places its focus (for example, an emphasis on prevention); its awareness of and commitment to working as a system (its ability to adapt, its capacity to engage a range of potential actors across sectors and communities); the mandate it can command; and the communities of leadership it can engender (Figure 2). Core processes relate to the patterns of activity that support the system’s implementation of policy and operational practices, and how decisions are effected.

FIGURE 2. INTERRELATED ELEMENTS WITHIN A CHILD PROTECTION SYSTEM

As we have reviewed the child protection systems in the four countries we have noted similarities and differences in the interrelated elements identified in Figure 2. In terms of paradigms, deep beliefs reflected both positive and negative attitudes. Important traditional values such as the criticality of family and the need for communities to act collectively in support of children were reflected in the conversations we had in each country. On the other hand, to varying degrees, stakeholders noted challenging attitudes towards women and children. Acknowledging these challenging and deeply embedded beliefs that impacted negatively on women and children, all countries recognized the importance of changing community attitudes and saw it as a key focus for awareness-raising.

The development of system schemata across the countries also varied, and stakeholders frequently noted the importance of strong UNICEF leadership in marshalling child protection effort, something that will be discussed later in relation to communities of leadership. Countries appreciated that they were at different stages of development; for example, Bhutan is at the very early stages, whereas the Maldives has experienced waves of system development over time. All countries, however, recognized the importance of systems strengthening, and the need to better respond to vulnerable children and their families.

Currently orientations to child protection remain fluid allowing for the engagement of actors across the systems, from least to most formal. Once a schema is established it tends to endure (Bartunek and Moch 1987), which is one of the reasons why it becomes

so difficult to reform child welfare systems. This is important as it is possible to create child protection system schemata in ways that are culturally responsive and amenable to the challenges that countries face. For example, Bhutan's deep commitment to Gross National Happiness and the development of holistic approaches to citizen well-being, provides an important framework within which to conceptualize Bhutan's child protection system schemata, providing insights into cultural imperatives that also have the potential to underpin responses to vulnerable children and their families.

In all four countries, we noted a range of responses to vulnerable children that frame country-specific system schemata. Strong informal reactions were evident in Bhutan and Nepal with community groups and volunteers providing critical responses. The Maldives' system schemata are more strongly oriented towards professional service delivery, although the feasibility of relying upon professionalized services in the islands and atolls presents both practical and resource challenges. In many respects, the community volunteer first response we saw in a number of countries can be framed as a real strength – but there are risks for people if they are not supported and protected in their work. In Pakistan, the systems strengthening also revolves mainly around the statutory system. The traditional informal adjudication processes are not currently conducive to child protection, although there are some efforts to reform these to better incorporate women's and children's rights, including the right to protection. A system schema that both accommodates and promotes degrees of informality/formality is fundamental to the way it responds to vulnerable children and families, particularly when child protection systems across the globe are struggling to achieve the right mix of informal/formal service responses (Connolly 2017).

In terms of system schemata, a key insight is that the formative stage of development is critical. Once established it is likely to endure.

Core processes give effect to the system schemata mission and purpose.

Katz, Shang and Zhang (2011) identified four core elements (processes) of a child protection system:

- A process for identifying children who have been harmed or who are at risk of harm
- A process for assessing these cases and establishing the level of risk to the children and their need for protection
- The legal capacity of the State to intervene to protect children and remove them from harmful situations
- The provision of alternative care for children who need it, in family placements or institutions.

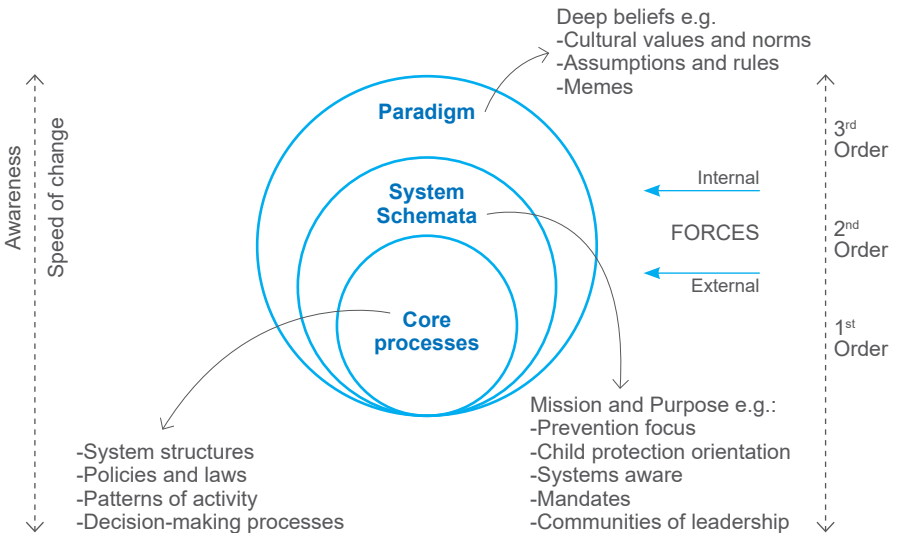
Other core processes include efforts to prevent abuse, the prosecution of perpetrators of abuse and the collection of data to inform system development.

In the countries we visited, there has been a significant development of policy and legal frameworks to support vulnerable children and their families. Service responses (particularly outside main centres), however, tend to be patchy and significantly under-resourced.

7.3 CHANGE IN COMPLEX SYSTEMS

Child protection system paradigms, schemata and core processes are interconnected and mutually influential, both facilitating and resisting change, depending upon internal and external drivers. As we noted above, understanding the dynamic nature of these drivers, and the way in which change occurs at differing levels of intensity and impact, provides a missing element in current child protection systems analysis. In Figure 3 we therefore adapt and combine Bartunek and Moch's (1987) analysis of first, second and third order change with Levy's (1986) change conceptualization to create a more developed systems change analysis.

FIGURE 3. SYSTEMS CHANGE



7.3.1 First, second and third order change

Exploring the nature of change in systems over time, writers have conceptualized levels of change intensity and impact across three levels: first, second and third order change. Watzlawick, Weakland and Fisch (1974: 10) identify first order change as “one that occurs within a given system which itself remains unchanged.”. They argue that by comparison, second order change changes the system itself. Theorizing has developed since this early work that largely focused on change in family systems. Levy (1986) for example, has applied notions of first and second order change to developments at the organizational level. In the context of policy learning, writers have also used these conceptualizations to describe first and second order learning (Kemp and Weehuizen 2005).

Bartunek and colleagues (1987, p. 486) has expanded the levels of change to include a third order of change, representing self-regulatory process where coalitions of actors within organizations purposefully challenge and develop the systems schemata:

- a. First-order change: the tacit reinforcement of present understandings.
- b. Second-order change: the conscious modification of present schemata in a particular direction.
- c. Third-order change: the training of organizational members to be aware of their present schemata and thereby more able to change these schemata as they see fit.

In child protection systems, change is often designed at the first order level – that is they focus on solving process and structural difficulties, and developing new laws and policies that will respond to the issues that are identified. These changes are relatively easy to introduce – the development of standard operating procedures, or the appointment of new positions being two good examples. They also operate at the strongest level of awareness and the changes that are effected often frame the context of change. The outer elements of schemata and paradigm, however, are much more difficult to change as they are typically based on norms and attitudes and deeply held value positions that may also be tacit in nature. For example, in Pakistan the devolution of responsibility to the provinces was a very significant first-order change, creating a whole class of new actors and relationships in the child protection systems in each province. The recent devolution of government in Nepal may similarly change child protection structures profoundly. However, this structural change did not in itself address many of the deep beliefs, either in the population or among policymakers and practitioners in the different sectors. Nevertheless, this change created new opportunities for systems strengthening and opened up the discussions around systems (as opposed to issues-based) approaches to child protection. While higher-level change can be slow to develop, it can also happen relatively quickly as external forces and internal tensions affect how the system acts and performs. Gersick (1991), drawing upon the work of Thomas Kuhn and Stephen Jay Gould, calls these change-creating forces ‘revolutionary punctuations’, suggesting that they have the potential to influence change fundamentally. Revolutionary punctuations can occur in the form of natural disasters, events that completely change usual patterns of activity. In the Maldives, the tsunami benefited

the child protection system through the immense activity applied to recovery efforts. The earthquake in Nepal and the floods in Pakistan had a similar effect of mobilizing collaborations and targeting much needed resources into the child protection systems.

We saw examples of internal forces impacting as ‘revolutionary punctuations’ on the development in the child protection systems. In the Maldives, for example, political instability has had an injurious effect on systems strengthening efforts. Revolutionary punctuations can also take the form of religious movements, potentially constraining with increases in religious fundamentalism as described to us in the Maldives, or laying the groundwork for positive change as progressive actors in monastic schools and institutions, for example in Bhutan, play an influential role in changing deeply held cultural views. These political and cultural movements have the potential to change fundamentally the assumptions and rules that inform the ways in which communities think about and respond to issues, creating real opportunities for second-order change.

Perhaps more than we have seen in any other country, the mapping exercise in Bhutan reflects what may also be a second-order change development that has seen stakeholders coming together to work collaboratively to create a system that will better protect children. In this sense, the mapping exercise has had the potential to become a revolutionary punctuation in some instances. Whether it reinforces second-order change will depend upon whether change is sufficiently reinforced, and whether communities of leadership are effective in maintaining a commitment to a systems focus over time.

However, as the examples in the Maldives and Pakistan indicate, it is important to recognize that systems change can involve weakening as well as strengthening, and that revolutionary punctuations can sometimes negatively affect systems.

7.4 COMMUNITIES OF LEADERSHIP, FEEDBACK LOOPS AND TRACKING CHANGE

As Levy (1986: 13) notes, “it takes time, energy, and resources and incentives to translate ideas and visions into actual programs, procedures, and structures.” It is not difficult to achieve first-order change through developing, changing or modifying core processes. What is difficult is translating system schemata ideas and visions into core processes and to maintain the momentum of the vision over time. It is through this translation that deeper second-order change can occur.

We introduce communities of leadership (Senge, et. al. 1999) to the theory of change, and in particular, their capacity to develop incentives and reinforcers designed to more deeply embed strategic aims and goals. Communities of leadership are critical to the advancement of child protection system agendas. From a practical perspective, leaders

pay attention to feedback and improvement loops as they are key mechanisms in maintaining momentum and generating ongoing investment and commitment. We saw instances where initial engagement with the mapping process was strong in Nepal and the Maldives, but for a number of differing reasons, a lack of reinforcers of change resulted in weak enduring impact. Political change in the Maldives impacted on the ways in which communities of leadership might have sustained earlier efforts to build a child protection system. The current phase of rebuilding in the Maldives will benefit from attention to the ways in which communities of leadership might facilitate and consolidate alliances, and create stronger shared decision-making processes, which ultimately incentivize buy-in from the various sectors that have a role to play. Although the mapping has not necessarily had a major impact in Nepal, this has been moderated by previous and ongoing efforts to strengthen services for vulnerable children.

The mapping process from which action plans for change were developed provides an example of the way in which change can be tracked over time. There is an opportunity to identify desired changes across the spheres of system change: core processes; system schemata and paradigm, and build these into a strategic action plan purposefully targeting first-, second- and third-order change.

Effective communities of leadership work collaboratively to purposefully develop, embed and sustain progressive system schemata, and use feedback loop patterns across sectors to reinforce whole-of-system change responses. In some ways, countries have relied on UNICEF leadership to support continued momentum, and to be the catalyst for change. There are nevertheless greater opportunities in all four countries to mobilize communities of leadership, support strong system schemata, and to create and resource strategic processes that incentivize and track changes in systems strengthening that ultimately have the potential to provide greater protections for children.

7.5 CHILD MARRIAGE AND SYSTEMS CHANGE

The issue of child marriage illustrates challenges faced by child protection systems in addressing practices at the paradigm level that are deeply embedded in local cultures and societies. Child protection systems are designed to prevent, identify, investigate and respond to individual cases of abuse, and they have to adapt their processes when the 'abuse' involves a widespread and socially accepted norm or practice rather than specific events or processes that are deviations from the norm.

Child marriage also illustrates the diversity of the countries studied. Rates of child marriage varied considerably in the four countries. During the review participants raised

the subject of child marriage as a significant issue in Nepal and Pakistan, but not in Bhutan or the Maldives.

- Data from Nepal 2008–2014 indicated that 37 per cent of children were married before they turned 18 and 10 per cent by the age of 15 (UNICEF, 2016).
- Data from Pakistan 2008–2014 indicated that 21 per cent of children were married by the age of 18 and 3 per cent by the age of 15 (UNICEF 2016). The Social and Living Standards Survey 2010–11 identified around 41,000 child marriages, the majority of which were of young women in rural areas (Collective for Social Science Research 2013: 11).
- Data from Bhutan 2008–2014 indicated that 26 per cent of children were married by age by the age of 18 and 6 per cent by the age of 15 (UNICEF 2016: Table 9,150).
- Data from the Maldives 2008–2014 indicated that rates of child marriage are relatively low, with 4 per cent of young women married by the age of 18 (UNICEF 2016). However, the Mapping and Assessment report notes that this does not cover unofficial marriage figures (Ministry of Gender Family and Human Rights and UNICEF 2013: 26).

Child marriage tends to be more prevalent in poorer households and in rural communities (UNICEF 2016) where traditional values and lifestyles persist, and school attendance rates are low (compared to urban areas).

In Nepal and Pakistan considerable efforts have been made over a number of years to address the issue of early marriage. These have included:

- Legal responses such as raising the legal age of marriage (e.g. to 20 in Nepal; and in Pakistan, to 18 in Sindh for both genders, although under the national Child Marriage Restriction Act 1929 the legal age across Pakistan is 16 for girls and 18 for boys. A 2016 Bill that would have amended this Act was withdrawn after opposition.)
- Attempts to enforce the legal prohibitions
- Advocacy programmes carried out by NGOs and/or government agents
- Other programmes such as birth registrations and encouraging school attendance for girls, which are essential for monitoring and addressing early marriage.

However, the efforts to combat child marriage have had mixed effects. As a third-order cultural norm, the institution of child marriage is held together by a number of social and economic factors that make it difficult for people in these communities to marry later in life. In Nepal we were informed that a considerable challenge was that although some young people were forced to marry young, others decided themselves to get married early. This was often in opposition to their parents' wishes; however, young people saw marriage as a better alternative to an arranged marriage.

Participants in the review identified a number of challenges to combatting child marriage over and above the traditions of particular communities. First, many community members view child marriage as a protective of young women. In this view young women who

are not married are more vulnerable to sexual abuse and exploitation (as well as social stigma) than those who are married. Second, in communities where access to secondary education is limited, unmarried young women do not have a clear role in the society.

Another challenge identified by participants was that intervening to prevent child marriages can be very difficult. If the police or child protection system have the resources to intervene and prevent a child marriage ceremony, the families would often simply reconvene in a more inaccessible location and complete the marriage ceremony. Often marriages are not registered officially, and if they are, the ages of the bride and groom are amended to indicate that they are of marriageable age. This is possible because birth registration rates are also low, and therefore there is often no record of the births. Also, intervening in these cases can result in more difficulties for the young women, who can be isolated and stigmatized by their families and communities. Police and other agencies are often reluctant to intervene in these cases; the police statistics for Nepal showed that there were very low numbers of cases reported to police, despite the fact that early marriage is very common.

This example of child marriage illustrates how systems strengthening must involve changes not only to core processes, but also to the system schemata and ultimately to the deep cultural beliefs and assumptions. Strengthening the response by CPS actors to individual cases that are reported is unlikely to shift institutions such as child marriage. In fact some participants argued that some of the first-order changes – for example raising the legal age of marriage, could be counterproductive in some instances, focusing attention on young people aged 16 and above, rather than the smaller but more vulnerable cohort of children who were married at a very young age.

Overall these challenges mean that the response to child marriage is managed very carefully and in ways that are sensitive to the context of each community. Despite all these challenges, there was consensus in Nepal and Pakistan that slow progress is being made, and that attitudes towards early marriage were shifting in most communities. This was not only because of the efforts of governments, schools and civil society organizations to address the issue, but was also due to broader social changes including higher levels of educational attendance and attainment of young women, urbanization and the increased use of social media among young people. Thus the response to child marriage also indicates how child protection systems strengthening is embedded in the wider social and economic changes taking place in each country.

8

CONCLUSIONS

The four countries studied for this review were very diverse in terms of their size, geography, demographic makeup, rate of development and policy context. Inevitably therefore the mapping and assessment took different forms in the different countries, and the impact of the mapping on the development of the child protection system also differed considerably, although the consensus was that it was of use in bringing the players together, fostering a systems approach and led to tangible impacts (for example, expansions in the child protection workforce, greater commitment of resources, elements of the CPMA recommendations embedded into government plans). There were many common themes that were evident in each country. The common positive theme was that in all these four countries, systems thinking had become truly embedded in the discourse, and across the countries there was a view that the system was better than it had been previously. This was despite some setbacks, particularly in the Maldives and Pakistan where there had been real challenges to the strengthening of the systems. There was also a general belief in all four countries that children were slowly being better protected from abuse, violence and exploitation. However, this was not generally attributed to the mapping, but was related to broader social trends and attitudes towards children, and in particular violence towards children, as well as a growing belief that States should intervene to protect children where necessary.

Despite these positive indications there was strong evidence from each country that passing legislation and developing policies and structures were relatively straightforward components of systems strengthening. While this was considered to be necessary for systems strengthening, it was far more challenging to ensure that system changes were implemented on the ground. Even more challenging was the effort to sustain the system changes over time. Partly this is because it takes sustained

commitment to continue, and personnel changes in government, UNICEF and other key organizations often weakened the sustainability of committed action. Another factor limiting the sustainability of system changes was that programmes still tend to be funded for limited periods – typically three years. There were several examples presented of successful programmes that had been defunded because funders had moved to other priorities or the funding source had ceased.

Systems strengthening is therefore a complex task that inevitably faces a range of roadblocks. Thus, it should not be expected that system development will involve a continuous strengthening of the system, nor can there be an expectation that this approach will lead to significant short-term benefits for children. It was clear that in all four of these countries, a systemic approach to child protection constituted a significant advance on previous child protection efforts, and had been successful in galvanizing collective action on behalf of vulnerable children.

Overall the mapping and assessment process was perceived to be a positive component of systems strengthening. Nevertheless, in most situations its influence was limited, often due to factors outside of the control of those involved in the process. The process was not seen to be influential in all contexts, particularly where there was significant conflict, instability or complexity. Where the government did not facilitate the publishing and launch of the report, the mapping was viewed by stakeholders as having its potential limited. However, this is not a general rule. There may well be countries that are experiencing conflict and/or instability that could benefit considerably from the mapping process if the key stakeholders are committed to it and to strengthening the child protection system.

Given the reported positive aspects of the CPMA process, UNICEF may wish to consider formally following up after a specified period of time. For example, when UNICEF is about updating an existing strategy for building child protection systems, updating an existing mapping, or doing one afresh, could be a useful step.

IN SUMMARY

Impact on systems strengthening

The main impact of the mapping in each of these four countries was to bring together actors and stakeholders and to introduce systems thinking into planning and policy development. In the Maldives and Nepal and in Sindh Province in Pakistan extra resources meant social services were expanded (for example, more social work training took place, more child protection workers were employed). Only in Bhutan was

the mapping explicitly used by government to implement the priorities identified in the mapping, but in all countries the data collected and priorities identified were used to some extent. However, in the other three countries the system developments did not directly reflect the priorities identified in the mapping, mainly because of external factors intervening after the mapping was completed.

Changes in the form and function of the system

In each of the four countries there were efforts to continue to develop the system and all the systems have evolved, with new structures being instituted and new policies and programmes being developed. The mapping had contributed to these developments in each country to a greater or lesser extent, and the changes had also been influenced by external factors such as political changes, structural changes in government and other factors.

Changes for children

As this report shows, in all of these countries the system had expanded, but was still only reaching a proportion of children in need of protection. Nevertheless, there was consensus that the wellbeing of children was improving due to broader social and economic developments in the countries.

The common positive themes were that in all four countries:

1. A systems approach had become truly embedded in the discourse, and to some extent in the delivery of services on the ground.
2. Across the countries there was a view that the system was better than it had been previously, to varying degrees. This was despite some setbacks, particularly in the Maldives and Pakistan where there had been significant challenges to the strengthening of the systems. There was also a general belief among practitioners and professionals in all four countries that children were gradually being better protected from abuse, violence and exploitation, although this is difficult to determine because of a lack of reliable data.
3. All four countries had either passed legislation before the mapping commenced, or had made progress in passing legislation and developing new policies and structures. These developments were relatively straightforward components of systems strengthening.

While legislation and policy development were considered to be important to systems strengthening, it was far more challenging to ensure that system changes were implemented on the ground.

9

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ANNEX A

MAPPING METHODS AND PROCESS, BHUTAN

Actors involved, extent of involvement

The actors involved included: relevant government departments, UNICEF, NGOs and consultants. The following Table outlines the Committee and Working Groups and specifies which agencies were represented and the extent of their involvement.

Committee	Membership	Extent of involvement
Steering Committee	<p>Government</p> <ul style="list-style-type: none"> • Gross National Happiness Council • National Commission on Women and Children (NCWC) • Royal Bhutanese Police • Ministry of Labour and Human Resources • Ministry of Education • Bhutan National Legal Institute • Department of Civil Registration and Census <p>Intergovernmental organizations</p> <ul style="list-style-type: none"> • UNICEF <p>NGOs</p> <ul style="list-style-type: none"> • RENEW • Dratshang (central monastic body) <p>The Steering Committee consisted of senior officials from each organization (Royal Government of Bhutan, 2015: 10).</p>	<p>The Steering Committee provided some guidance and input to the CPMA process; however, it was not as strongly involved as the Core Working Group (CWG). The Steering Committee provided input on recommendations, and these were thoroughly discussed and incorporated. The NCWC drew up a National Plan of Action on Child Protection with the support of a national consultant using the visualization in participatory programme (VIPP) method. The draft plan and the report were then presented twice to the Steering Committee and finalized after incorporating all further comments.</p>

Core Working Group	<p>Government</p> <p>Gross National Happiness Council</p> <p>National Commission on Women and Children</p> <p>Royal Bhutanese Police</p> <p>Ministry of Labour and Human Resources</p> <p>Ministry of Education</p> <p>Bhutan National Legal Institute</p> <p>Department of Civil Registration and Census</p> <p>Intergovernmental organizations</p> <p>UNICEF</p> <p>NGOs</p> <p>RENEW</p> <p>Dratshang (central monastic body)</p> <p>The Core Working Group consisted of programme personnel (Royal Government of Bhutan, 2015: 10).</p>	<p>At a two-day meeting, the group was trained on the use of the Toolkit by the UNICEF Mapping and Assessment expert. Thereafter, the Toolkit was modified by the Core Working Group to suit the Bhutanese context. The Core Working Group made decisions about how to advance the CPMA exercise and designated focal points. The Core Working Group directly implemented the Toolkit.</p> <p>The NCWC drew up a National Plan of Action on Child Protection with the support of a national consultant using the visualization in participatory programme (VIPPP) method. The draft plan and the report was then presented twice to the Core Working Group and finalized after incorporating all further comments.</p>
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Tools used and appropriateness for the context

The “Mapping and Assessment Toolkit aims to provide a practical and user-friendly method to enable participants in the child protection mapping process to identify the main country child protection risks within the rights framework, and to examine the scope and capacity of the existing child protection system (ranging from formal to informal), accountability mechanisms, and resource mobilization approaches” (UNICEF, 2010a: 1). The Toolkit is a detailed Excel-based questionnaire used to gather data on all of the child protection thematic areas. The Toolkit was prepared by Maestral International, under the supervision and guidance of UNICEF’s Child Protection Section in New York (UNICEF, 2010a: ii). The ultimate objective of the Toolkit is to support the development of country-level comprehensive child protection systems, appropriately structured and resourced (UNICEF, 2010a: 1).

The Toolkit consists of 20 interrelated tools with a number of questions embedded in each tool. These tools are organized into five sections in the Comprehensive Toolkit version. Those sections include (1) General Country Information, which establishes a context within which the system operates including the global legal and policy frameworks, the policy and legislative framework, and the specific risks that children face

within a country; (2) System Overview, including system structures, functions, capacities, and the children and justice sector, with tools assessing the community context and role of civil society; (3) Continuum of Care, which assesses the protective environment, including norms and attitudes; (4) Resource Mobilization and Fiscal Accountability, which assesses the human and financial needs of the system and how well child protection is reflected during the budget process and (5) Moving Forward on System Development, which allows users to frame and cost a programme to develop the child protection system drawing on the results of the mapping and assessment (UNICEF, 2010a: 6).

A two-day Core Working Group training meeting was held in December 2011. The UNICEF Mapping and Assessment expert trained the Core Working Group was trained on the use of the Toolkit. Participants were oriented in using the Toolkit and how to carry out editing in the Toolkit as per the relevance and need of their ministry, agency and organization. They were further oriented on the use of formulas and protection of the sheets. The participants were given hands-on experience of filling and editing of the Toolkit on their own.

The participants were asked to determine Toolkit's applicability to the Bhutanese context. The group identified which cells (or indicators) in the Toolkit were relevant and which were not (using colour-coding). At the end of the exercise participants were asked how they found navigating the use of the Toolkit.

The meeting made decisions pertaining to the Toolkit about possible sources of data and nominated the relevant Department/personnel who would be most appropriate to fill out specific sections of the Toolkit. External agencies were also suggested as possible data sources for certain sections of the Toolkit. Further it was decided that a list of organizations to contact and existing reports with the relevant organizations for collecting relevant information required for the Toolkit will be made available by the NCWC (Minutes of meeting on Bhutan Child Protection Systems Mapping and Assessment: Core Working Group training, 14–15 December 2011).

On the second day, participants were briefed on the implementation plan: time frame; capacities and resources (actors, funding, facilities and other material resources); and depth of research. Participants were provided with an orientation to the methodologies for collection of data for the Child Protection Systems; Mapping and Assessment Toolkit (including the different methods of data collection). The group discussed the possible involvement of children in the process of mapping and assessment. The group assigned agencies as focal points for different sections of the Toolkit. The group made various decisions about next steps to be taken and by which agency. The Core Working Group implemented the Toolkit directly.

Methodology and process

A consultative method was adopted involving partners and stakeholders representing government and non-government agencies that had a role in addressing child protection. There were two phases to the process.

Phase 1

The first phase of the process “involved mapping and assessment of the child protection system using the standard toolkit developed by UNICEF. The toolkit required the collection and analysis of data and information on the various areas of child protection – legal framework, support services, and issues that are crucial to the establishment of a comprehensive child protection system” (Royal Government of Bhutan, 2012:10).

A UNICEF Mapping and Assessment expert trained participants in the Core Working Group on the use of the Toolkit . Following this training, the Core Working Group modified the Toolkit to suit the Bhutanese context. The CWG members then also implemented the toolkit – for instance, they mapped their respective institutions, and sourced data to populate the toolkit through a range of sources.

Phase 2

Data and information gathered during Phase One was validated at intensive workshops. The national consultant translated the validation into the final report and incorporated feedback on the report, and then supported development of the National Plan of Action (Informant 2B).

Comments received from stakeholders and the Steering Committee were thoroughly discussed and incorporated. A National Plan of Action on Child Protection was drafted in consultation with the National Commission for Women and Children using the visualization in participatory programme (VIPP) method. The draft plan and the report were then presented to both the Core Working Group and the Steering Committee. The plan and report were then finalized after all comments were addressed (Royal Government of Bhutan, 2012:10).

Participants in the workshops included representatives from national government ministries and departments, international organizations, NGOs and child rights experts and advocates.

“Presentations of the report were made to the Committee of Secretaries who endorsed the Mapping and Assessment Report. The report was to be used as a guiding document to establish a systematic child protection system within Bhutan” (Royal Government of Bhutan, 2012:10).

The mapping was launched by the NCWC along with other research done on prevalence of violence against children. There was quite a lot of media coverage of the event.

How information was collected, validated and shared

Bhutan used the UNICEF global toolkit for child protection system mapping and assessment.

Data and information gathered during Phase One were validated at intensive workshops with the CWG members where each part of the Toolkit was reviewed and validated as a group. This was further validated and then synthesized into a report by a national consultant engaged by UNICEF who was from the Centre for Research Initiatives. The national consultant translated the validation into the final report and incorporated feedback on the report, and then supported development of the National Plan of Action (Informant 2B). RENEW also conducted some consultations with children through their network. The data and the findings were verified and the report was widely circulated among partners for confirmation. Comments received from stakeholders and the Steering Committee were thoroughly discussed and incorporated. A National Plan of Action on Child Protection was drawn up in consultation with the NCWC using the visualization in participatory programme (VIPP) method. The draft plan and the report was then presented twice to both the Core Working Group and the Steering Committee and finalized after incorporating all further comments. The national plan and report were then finalized after all comments were addressed (Royal Government of Bhutan, 2015:10).

Presentation of the report was made to the Committee of Secretaries who endorsed the Mapping and Assessment Report (Royal Government of Bhutan, 2015:10).

The report was produced and published by the Government of Bhutan and UNICEF.

How the priorities were identified, what the priorities were supposed to change in the system

Priorities were identified via discussion and then validation processes (described above). Basically the process was that once all the data were imported into the Toolkit, the CWG during their review and validation workshop went through the Toolkit and identified key priorities for action (Informant 2B). There were discussions with government around specific issues being included and/or prioritized.

The Mapping and Assessment Report and National Action Plan were produced and included commentary on the legal and policy framework, services and community perceptions.

The Mapping and Assessment Report identified that while there was an “enabling environment” in terms of legislation, there was “a deep vacuum in the absence of an effective child protection system” (Royal Government of Bhutan, 2012: 4). Challenges

included “inadequate human resources, limited technical capacity, poor understanding of child protection systems and limited coordination among key players” (Royal Government of Bhutan, 2012: 4). The report notes that “the mapping and assessment process provided an opportunity for stakeholders to agree on instituting a national child protection system in Bhutan” (Royal Government of Bhutan, 2012: 8).

Priorities were identified under the following thematic areas:

- Laws, policies, standards and regulations
- Services and service delivery mechanisms across a continuum of care
- Capacity and resources (human, financial and infrastructural)
- Coordination, collaboration and accountability
- Knowledge management

What were the priorities meant to change in the system?

The priorities can be found in the Mapping and Assessment Report.

The first set of priorities was aimed at legislative change and implementation to ensure the rights of children. Recommendations included: implementing the Child Care and Protection Act of Bhutan 2011 in full and aligning it with the Convention on the Rights of the Child and other international instruments; the provision of standard operating procedures (SOP) to guide child protection service provision; development of or incorporate policy/SOP for child protection in emergencies; amending the Labour and Employment Act 2007 or its regulations to ensure the provision of support services for children engaged in child labour and strengthen mechanisms to identify and protect children engaged in child labour in informal settings and those engaged in the worst forms of child labour; developing SOP and regulations for provision of alternative care; the establishment of free legal representation for all children; and seeking to finance full implementation of the Child Care and Protection Act 2011 and Child Adoption Act 2012; and the implementation of the SOP for Civil Registration ensuring that all children are provided with registration to ensure that no child is left stateless.

Recommendations were also aimed at improving coordination and cooperation. These included: the establishment of a dedicated organization to coordinate and implement all child protection services; clarification of the relationship between existing services to establish a consolidated interagency continuum of care services; the undertaking of a comprehensive assessment of violence against children to design and develop a package for prevention, early intervention and response targeting at-risk children; the undertaking of a rapid assessment of the situation of adoption (and alternative care) in the country; establishment of systematic and structured alternative care for children in need of care and protection; and development of standard operating procedures.

Another subset of recommendations focused on children in conflict with the law and child-friendly procedures including: the establishment of child-friendly justice facilities (children/

family bench/court in Thimphu and upgrading of existing courts as needed in other districts, including establishing family/women and children courts/benches); appointment of probation offices; creating Women and Child Protection Units as needed and dedicated staff and space for women- and child-friendly desks in other police stations and other infrastructural requirements.

Another subset of recommendations focused on service delivery including: strengthening and supporting the one-stop crisis centre to provide services along the continuum of care; and supporting civil society organizations to access funds from the Civil Society Organization Fund Facility (CSOFF) to provide child protection services and also build capacity-efficient delivery of services.

In terms of building capacity and planning for service delivery, recommendations included: preparing a comprehensive Human Resource Development Plan for all organizations; identifying relevant organizations and specific training priorities for child protection in the short and long term for each organization; building the capacity of relevant personnel (judiciary, police, service providers), the community child protection members (including local leaders, volunteers); incorporating capacity-building requirements of civil society organizations into the Human Resources Development Plan; strengthening data literacy of child protection partners including collection, analysis and evidence-based planning and programming; developing a multi-pronged strategy to increase financing for child protection; diversifying donors supporting child protection; exploring partnerships with NGOs and private sector to roll out services; and strengthening government capacity to develop, implement and monitor child protection policy and programmes.

In terms of coordination recommendations were made to improve this by the: formation of a National Child Welfare Committee; establishment of a social welfare organization to take on the role of competent authority; fast-tracking the implementation of child protection coordination mechanisms and establishing a proposed competent authority for child protection; coordination of case management and referral system for children in conflict with the law and the judicial system; linking the justice system with the social welfare components of child protection; developing community-level child protection; and the establishment of a national civil society organization alliance for children.

Another set of recommendations focused on awareness-raising: building consensus and commitment among policymakers on the importance of and need to mainstream child protection into sector policies and programmes; developing a communication strategy on child protection systems and legislations; implementation of child rights and child protection awareness campaigns targeting communities, families and children; strengthening communication and advocacy activities through capacity-building of service providers; sensitizing and building the awareness of community members,

families, children, care providers and teachers to adopt child-friendly practices and protective behaviours; developing a communication strategy for the uniformed personnel on child protection issues during emergencies, which can also be incorporated in the training curriculum including for the *Dhe-sung* (community volunteers) training; develop a strategy (Communication for Development – C4D) for reaching the communities through the civil society organizations on Child Protection.

Finally, recommendations focused on improving information and data collection by: developing a strategic plan for child protection research and data collection; establishing a Central Information Management System assessable to all stakeholders and linked to priority sector information systems; and developing a Monitoring and Evaluation Framework for the Child Care and Protection Act 2011 Operational Plan/Child Protection Policy.

Current use of mapping and assessment findings for child protection system strengthening efforts

The Mapping and Assessment Report was simultaneously a National Plan of Action for child protection.

One of the legacies of the identification of recommendations was that child protection system building became a component of the United Nations country plan for Bhutan (Informant 2B). Another informant agreed that the impact has been significant as “there is strong commitment and organizational support for child protection initiatives since the mapping” (Informant 1B). The mapping translated into an Action Plan. A budget line was put into the national budget for child protection, and although this did not guarantee funding, it embedded the concept of a CPS into the national planning and budgetary process. The CPMA report and NPA were the drivers of the multi-phase research on violence against children that UNICEF and the government subsequently implemented, among other aspects.

References

UNICEF (2010a), Child Protection Systems: Mapping and assessment toolkit – Users’ guide, UNICEF, New York.

UNICEF (2010b), Child Protection Mapping and Assessment Toolkit, UNICEF, New York.

ANNEX B

MAPPING METHODS AND PROCESS, MALDIVES

Actors involved, extent of involvement

The actors involved included: relevant government departments, UNICEF, NGOs and consultants. Supervision for the Mapping and Assessment process was undertaken by UNICEF and the Ministry of Gender, Family and Human Rights (MGFHR). Two external consultants were hired to work with a Senior Social Service Officer from the MGFHR to comprise the secretariat. The following table outlines the Committee and Working Groups and specifies which agencies were represented and the extent of their involvement.

Committee	Membership	Extent of involvement
Steering Committee	Not applicable	The initial plan had been to form a steering committee with terms of reference that were drawn up, but this group never happened. However, a technical working group was established that also played the role of the steering committee (see below).

Working group	<p>Government Ministry of Gender and Family (then Ministry of Gender Family and Human Rights) Ministry of Education Ministry of Health Juvenile Justice Unit (Ministry of Home Affairs) Juvenile Court Maldives Police Service Prosecutor General's Office The Human Rights Commission of Maldives</p> <p>In addition, the following agencies provided information for the mapping and reviewed the report: Attorney General's Office Family Protection Authority Family Protection Unit (Indira Gandhi Memorial Hospital Faculty of Health Sciences (Maldives National University) Department of Penitentiary and Rehabilitation Services Selected Island Councils</p>	<p>A working group, comprising around 6-8 members, provided regular feedback to the secretariat.</p> <p>A number of combined consultations and individual sectoral discussions occurred. Workshops involved the Ministries of Gender, Justice, Health, and Education and also the Police. There were some exceptions (the Ministry of Islamic Affairs). All ministries generated input for the final report (Informant 1M).</p>
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Tools used and appropriateness for the context

The “Mapping and Assessment Toolkit aims to provide a practical and user-friendly method to enable participants in the child protection mapping process to identify the main country child protection risks within the rights framework, and to examine the scope and capacity of the existing child protection system (ranging from formal to informal), accountability mechanisms, and resource mobilization approaches” (UNICEF, 2010a: 1). The Toolkit is a detailed Excel-based questionnaire used to gather data on all of the child protection thematic areas. The Toolkit was prepared by Maestral International, under the supervision and guidance of UNICEF’s Child Protection Section in New York (UNICEF, 2010a: ii). The ultimate objective of the Toolkit is to support the development of country-level comprehensive child protection systems, appropriately structured and resourced (UNICEF, 2010a: 1).

The Toolkit consists of 20 interrelated tools with a number of questions embedded in each tool. These tools are organized into five sections in the Comprehensive Toolkit version. Those sections include (1) General Country Information, which establishes a context within which the system operates including the global legal and policy frameworks, the policy and legislative framework, and the specific risks that children face within a country; (2) System Overview, including system structures, functions, capacities, and the children and justice sector, with tools assessing the community context and role of civil society; (3) Continuum of Care, which assesses the protective environment, including norms and attitudes; (4) Resource Mobilization and Fiscal Accountability, which assesses the human and financial needs of the system and how well child protection is reflected during the budget process; and (5) Moving Forward on System Development, which allows users to frame and cost a programme to develop the child protection system drawing on the results of the mapping and assessment (UNICEF, 2010a: 6).

The assignment was structured in accordance with the *Child Protection Systems: Mapping and assessment toolkit – Users’ guide* (UNICEF, 2010a). Key ministries participated in a workshop, including health, education, social services, and the various law enforcement agencies, with some exceptions. The tool was modified slightly in order to adapt it to the context (Informant 1M).

Adaptations were relatively minimal. The main adaptation was that the section on adoption was replaced as adoption is not recognized in the same way in the Maldives.

The choice of fieldwork sites was primarily based on geography (the north and south) and included certain islands including those with specific institutions where children were placed in alternative care. Given that the cost of travel is very high in the Maldives this limited the outreach. Despite these geographical constraints the Maldives process followed the Toolkit closely and the mapping proceeded quickly.

Overall the mapping tool appeared to those involved as a sound methodology that could provide a comprehensive overview of the child protection system. It was seen as appropriate and encompassing nearly all aspects of the child protection system.

Methodology and process

The assignment was structured in accordance with the *Child Protection Systems: Mapping and assessment toolkit – Users’ guide* (UNICEF, 2010a). Based on the terms of reference, and taking into account the suggestions in the *Users’ guide*, the assignment was divided into five partially overlapping phases, the end of each phase marking a milestone with a key deliverable. What follows is an overview of the phases and their main activities.

The process included five phases:

- 1) *Initiation phase* – which involved an orientation workshop to:
 - a. Obtain the endorsement and participation of key stakeholders.
 - b. Outline the Toolkit structure and content.
 - c. Create a common base of understanding of the Toolkit and process.
 - d. Establish the secretariat for the mapping and assessment exercise with two consultants and Senior Social Service Officer from the Ministry of Gender, Family and Human Rights.

- 2) *Customization phase*
 - a. Determination of what was to be mapped and assessed (system scope)
 - b. Based on this, necessary modifications of the Toolkit were made.

- 3) *Implementation phase* – completion of the Toolkit through:
 - a. Desk review of existing resources and publications.
 - b. Key informant interviews.
 - c. Focus group discussions.
 - d. Survey of the social service workers within the Ministry of Gender, Family and Human Rights.
 - e. Analysis of administrative data in Malé – cross-referenced with practitioners.
 - f. Field visits to reflect the perspective of users of the system, as well as practitioners operating in the atolls.

- 4) *Consolidation phase*
 - a. Completion of the Excel tools by the consultants, identification of data gaps and creation of new tools.
 - b. Draft of narrative report.
 - c. Presentation of findings and validation meetings.

- 5) *Dialogue, review and planning*
 - a. The discussion of findings and plans were disrupted by elections in the latter half of 2013 and changes in the leadership of the Ministry of Gender, Family and Human Rights. At this time, many social workers left and some experienced social workers went overseas.

How information was collected, validated and shared

Information was collected from the following sources:

- Key informant interviews with government and non-government representatives
- Government data
- Non-government sources of data (e.g. data collected by NGOs, media sources)

The field visits were constrained by geography. These primarily included the north and south islands. Other islands that were chosen for fieldwork were those with institutions where children were placed in alternative care. Because the cost of travel is very high in the Maldives, this limited the outreach. The field visits were conducted by a team consisting of one or two personnel from the Ministry of Gender, one UNICEF staff member, a national consultant and an international consultant. As the Maldives is a small country, the research team were able to interview all the key stakeholders without any impediment, including from all the major ministries. Focus groups were held with teachers and social workers.

Data collection was straightforward. Although there was “no data system” (Informant 3) the consultants were able to request data from key contacts. There was a lack of data around the sexual abuse of children associated with the tourism industry but apart from this lack, data were generally available.

Once the data were gathered, the information was reviewed by the consultants and UNICEF (Informant 1M).

Validation meetings took place. Findings were presented in a detailed manner at a half-day workshop. There was not a great deal of feedback and the findings were accepted. There was nothing that warranted any major revisions. The technical advisers that were involved contributed to the validation (Informant 1M).

The actual mapping process proceeded smoothly and fairly quickly; however, discussions about the way forward took longer. The mapping and assessment process was used to suggest child protection strengthening methods. There was recognition of the need for legislative changes, and new guidelines for children in need of alternative care. It is unclear whether guidelines were implemented but there was some action on alternative care.

The discussion of findings and plans were disrupted by elections in the latter half of 2013 and changes in the leadership of the Ministry of Gender, Family and Human Rights. At this time, many social workers left and some experienced social workers went overseas.

How the priorities were identified, what the priorities were supposed to change in the system

Priorities were identified by the consultants and in the validation meetings. All sectors reviewed the draft report prior to its finalization. This contained the recommendations.

Priorities were identified under the following thematic areas and were aimed at:

- Laws and policies
- Cooperation, coordination and collaboration
- Service and service delivery mechanisms
- Advocacy, awareness and community mobilization
- Capacity development
- Research, data collection and data use
- Planning, monitoring and reporting

What were the priorities meant to change in the system?

Seven key priority areas were identified as important to the strengthening of the system.

1. **Laws and policies:** Recommendations were focused on creating a better legislative framework for child protection and included: expediting passage of pending draft legislation to strengthen the legislative framework for the child protection system; formulating sector-specific child protection policies and integrate child protection policy within health and education sectors in particular, with an emphasis on prevention and early detection and reporting of child protection concerns; and the production of implementation guidelines, standard operating procedures and protocols for child protection across all sectors to provide practitioners with practical guidance on how to prevent and respond to violence, abuse and neglect of children.
2. **Cooperation, coordination and collaboration:** Recommendations included establishing a multi-agency coordination mechanism for child protection at the national, atoll and island levels and developing clear lines of reporting.
3. **Service and service delivery mechanisms:** Recommendations were aimed at the reform of alternative care services; the expansion of the provision of child-sensitive health services throughout the country; reforms to the juvenile justice system to deliver rehabilitative and restorative services; improving the quality of psychosocial support provided to child victims of abuse and exploitation; establishing appropriate quality assurance systems for child protection services; developing and implementing a client feedback system; establishing child-sensitive guidelines on how members of the public can and should report child protection concerns; and developing interagency protocols for the referral of cases and reports of child protection concerns.
4. **Advocacy, awareness and community mobilization:** These recommendations focused on increasing engagement with the general public around child protection issues; engaging with civil society organizations and children as partners in child protection; developing a business case for child protection based on a socio-economic analysis of the economic consequences of violence, abuse and neglect of children; increasing

the awareness of the public about child abuse and neglect and where to report it; and delivering a child abuse prevention campaign.

5. Capacity development: Recommendations were aimed at continuing to strengthen capacity especially that of the social work profession via standardized accreditation of social workers and awareness training for all other professionals on how to (i) detect signs of child protection concerns, and (ii) what action to take in response to indications that a child might be vulnerable to violence, abuse or neglect; expanding the opportunities for academic and specialized training; increasing exposure to regional and international good practices; and strengthening the evolving capacities of adolescents and young people to engage meaningfully with adults and decision makers on matters affecting them.
6. Research, data collection and data use: Other recommendations sought to promote the carrying out of research, expanding existing data collection efforts, cross-referencing of data, and systematically using data and research findings to inform policy debate, reform initiatives and service delivery.
7. Planning, monitoring and reporting: In regard to planning and reporting the recommendations sought to develop a fully costed results-oriented plan for strengthening child protection at national, atoll and island levels; and to develop a child rights monitoring plan and tool; to identify precise resource requirements; analysis of critical business processes including the identification of blockages hampering child protection work; and to develop an institutionalized mechanism to ensure timely reporting of the progress of implementation of the Convention on the Rights of the Child.

Details relating to identified action areas, and the agency mandated to respond, are listed in the Mapping and Assessment Summary Report (Ministry of Gender Family and Human Rights and UNICEF, 2013:88–113).

Dissemination of the mapping was limited. While a hard copy of the draft report was shared with stakeholders, the final report was not published (changes in leadership at the time are likely to have influenced this).

Current use of mapping and assessment findings for child protection systems strengthening efforts

The mapping document was produced in a period of political instability and this was an inhibiting factor (informant 1M). The issue of child protection, due to a number of stories about child abuse appearing in relatively free media, meant that debate about child protection was heated at the time the mapping occurred.

Although not always overtly referred to, the mapping's findings have informed ongoing work in the Maldives. As in other countries, one of the benefits of the mapping was identified as gathering together of actors and fostering system awareness. As one informant stated: "I have been using it in discussions all the time, even though I don't particularly define that this is one of the recommendations in the mapping" (Informant 1M), and further, that some of the ideas from the mapping had been used. However, the mapping recommendations were not felt to have been extensively used it is referred to in relation to programming (Informant 1M). The CPMA report has been utilized by UNICEF and others for forward planning in efforts to improve the child protection system. The mapping may have given expression to ideas that were already current in the Maldives; however, the general consensus was that commitment to child protection was weakening and hampered by a lack of political prioritization and resource allocation (Informant 4M).

In the Maldives political ructions disrupted what was an evolving child protection system leading to a loss of expertise. It is only now that there is a shift back to capacity-building efforts in the Maldives and unfortunately the period in which the mapping was carried out was characterized as a regressive one for child protection. This has left "child protection less coordinated today than it was in the first decade that followed the accession to the Convention on the Rights of the Child" (Ministry of Gender, Family and Human Rights and UNICEF, 2013). The mapping and assessment process was one attempt to move from a programmatic approach to child protection towards systems thinking.

References

- Ministry of Gender, Family and Human Rights and UNICEF (2013), Mapping and Assessment of Child Protection Systems in Maldives, Maldives: Ministry of Gender, Family and Human Rights and UNICEF.
- UNICEF (2010a), Child Protection Systems: Mapping and assessment toolkit – Users' guide, UNICEF, New York.
- UNICEF (2010b), Child Protection Mapping and Assessment Toolkit, UNICEF, New York.

ANNEX C

MAPPING METHODS AND PROCESS, NEPAL

Actors involved, extent of involvement

Key groups involved in the child protection mapping and assessment (CPMA) process included: relevant government departments, UNICEF, International NGOs, local NGO representatives, and international and national consultants. The following Table outlines the Committee and Working Groups and specifies which agencies were represented and the extent of their involvement.

Committee	Membership	Extent of involvement
No formal committee was established for the CPMA, just an informal Technical Group.	Government <ul style="list-style-type: none"> Ministry of Women, Children and Social Welfare (MoWCSW) Central Child Welfare Board (CCWB) Department of Women and Children (DWC) 	Participants attended meetings and provided technical guidance and inputs to the CPMA process.
	Inter-Agency Working Group (IAWG) members <ul style="list-style-type: none"> UNICEF Save the Children World Vision Plan International Terre des hommes World Education 	Most active: UNICEF and other IAWG members provided technical guidance and supported implementation of the CPMA process. Very active: two CCWB Programme Managers provided technical guidance and supported implementation of the CPMA process. CWIN had some involvement. Limited participation, primarily in national workshops: DWC and MoWCSW.

	<p>National NGO Network Representatives</p> <ul style="list-style-type: none"> • Child Workers in Nepal (CWIN) in their capacity as Coordinator of CZOPP (Children as Zone of Peace and Child Protection), most important Child Rights NGO Network in Nepal) <p>Consultants</p> <ul style="list-style-type: none"> • 1 international • 4 national consultants locally regarded as child rights experts 	
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The CPMA was co-funded by members of the IAWG (greatest part by UNICEF). Members of the Child Protection Inter-Agency Working Group (IAWG) include: UNICEF, Save the Children, Plan International, World Vision International, Terre des hommes and World Education. The Child Protection IAWG was established in 2010 with a view to coordinating activities in the area of child protection under a Memorandum of Understanding with CCWB. Every year since then, IAWG members have been jointly developing and co-funding the CCWB Annual Work Plan, sharing the work among geographical areas (different districts) and thematic/technical areas. This coordination helps avoid duplication and gaps and fosters the harmonization of approaches across the country.

UNICEF initially contracted one international consultant and four national consultants to conduct the CPMA. Later UNICEF contracted two other international consultants to write the reports.

Tools used and appropriateness for the context

While the Mapping and Assessment Toolkit (UNICEF, 2010a and 2010b) was used in other countries that undertook the CPMA process, Nepal did not follow the UNICEF global Toolkit for child protection system mapping and assessment, but instead those involved in the process drew on the Toolkit but developed their own approach. The indicators and checklists were used for the desk review of national legislation related to children and of the child protection system.

In addition, in order to make it more participatory and to raise awareness about the child protection system approach, it was decided to analyse actual cases in the course of workshops to explore responses and gaps in the child protection system. Regional and

district-level workshops brought together stakeholders from various sectors and various administrative levels who were asked to go through a specific actual case and tell the consultants how they dealt with it. Tools were developed to categorize participants' answers, and what they did (or did not do) at each step of case management. Participants were asked to identify obstacles and think about how the system could be strengthened. The objective of analysing cases was also a way to raise awareness about strengths and weaknesses in the existing response with a view to helping stakeholders understand what a system approach is and why it is necessary (Informant 4N).

The case management/analysis approach was unique to the Nepal Child Protection Systems mapping and assessment exercise.

Methodology and process

The mapping and assessment process used the four following methods:

1. A desk review that included:
 - a. A review of national legislation related to child protection. Strengths, weaknesses and gaps of national legislation in relation to international standards (the Convention on the Rights of the Child and other instruments) in the following areas: minimum age on key issues (majority, criminal responsibility, employment, marriage, consent to sexual relations, etc.), birth registration, alternative care to parental care, domestic and international adoption, child labour/work, children victims of physical, psychological or sexual abuse, neglect (violence), commercial sexual exploitation, child mobility and trafficking, child protection in emergencies and armed conflict (including recruitment in armed forces), harmful traditional practices (chaupadi, kamalari, bokshi, kumari, jhuma, bhikkshu, sanyasi, badi, etc.), migrant children, refugee children, stateless children, disability.
 - b. A review of the child protection system. Analysis of strengths, weaknesses and gaps with regard to child protection in national legislation, policies, plans of action and budgets, structures (mandates, roles, human resources, financial resources), procedures and standards, programmes and services, information systems and coordination mechanisms, overall and in the following sectors: social welfare/child and family welfare, justice system, health, education, local government and labour.
 - c. Components of the child protection system were reviewed against international instruments and standards, including the Convention on the Rights of the Child and other international instruments (Government of Nepal, 2015:2). Examples of CPS mapping and assessment methodologies developed by various organizations and used in other countries were also reviewed as references.

d. A review of existing information on child protection

This consisted in an analysis of the situation of children in Nepal with regard to protection: prevalence of issues, causes and contributing factors – from existing studies, national statistics, etc.

2. Field work that comprised:

- Five regional workshops: one in each region with four representatives from each of the nine districts including: Child Rights Officer (CRO), Child Welfare Officer (CWO), District Child Welfare Board (DCWB) Chair (or active member), 1 Women and Children Office (WCO) staff (PLC Focal Point) (Government of Nepal, 2015:2-3).
- Focus group discussions in six districts (four regions and three ecological areas) with government and non-government child protection stakeholders from District, Village Development Committee (VDC), municipality, urban ward and rural ward levels (Government of Nepal, 2015:3).

These regional and district workshop participants were asked to focus on specific cases that they had to deal with and apply an assessment tool looking at what action was taken across the different phases. The purpose of this was to identify the responses and gaps of the system, and to raise awareness among key stakeholders at the local level. The analysis also looked at risk factors based on background information supplied by participants.

The case analysis was one of the unique features of the mapping in Nepal. As outlined in the report, “In each process, participants were asked to analyse the child protection cases (total of 110 completed) they had handled using a worksheet and to list obstacles to child protection systems and suggest recommendations for improving the system” (Government of Nepal, 2015:2-3). The Case Analysis Worksheet was developed by UNICEF team under section chief leadership, and validated by IAWG and government partners. Participants filled out the template. All completed templates were collected and information entered in a data base by a UNICEF child protection data consultant who processed quantitative results. In addition, a UNICEF trainee summarized each case as a “story” and produced issue and response workflow for each case.

- Interviews with households and key informants in communities in 10 different caste/ethnic/religious groups (Government of Nepal, 2015:3).

Participants discussed what child protection issues they were facing in their communities, how they responded to these issues, who they turned to when a child was in need of care and protection – immediate family, relatives, neighbours, traditional healers, religious leaders, traditional leaders, community-based organizations, NGOs, government authorities/services (VDC or district level), and how cases are handled by these different actors and systems.

3. The third method used was an online survey that was distributed to:
 - District institutions including the District Child Welfare Board (DCWB), Women and Children Office (WCO), Local Development Officer (LDO), District Health Officer (DHO), District Education Officer (DEO), Police, Court Prosecutor and NGOs. Information collected: basic information, contact details and details on available services. These details included “professional human resources, children targeted, type, coverage and capacity, coordination, plans and budgets, information systems, referrals, case management processes, care and protection decision-making, training received by the personnel, training provided to child protection actors, other mandates/roles, equipment and other relevant activities” (Government of Nepal, 2015:3)
 - Key district individuals: Child Welfare Officer or Child Rights Officer and Chief District Officer. Information collected: general information, personal details, job conditions. Actual tasks performed: establishment of child protection mechanisms, information/data collection, planning/budgeting, financial management, coordination with NGO service providers, monitoring/accreditation of Child Welfare Homes, case management, care and protection decisions, coordination with government agencies, field visits, other tasks, management of children in conflict with the law. Membership in coordination mechanisms. Training received in child protection. Comments/suggestions.
 - National level institutions: major national NGOs, External Development Partners working in the child protection sector (United Nations, other multilateral and bilateral agencies, international NGOs), national NGO alliances and networks. Information collected: basic information/contact details, budget, activities at national level, activities at local level, training provided to child protection actors, information, education and communication (IEC) materials produced, research conducted.

The UNICEF information management systems (IMS) consultant entered online survey responses to questionnaires and processed the results.

4. National workshops were conducted, comprising:
 - Launching of the CPMA: introduction to the child protection system approach in general, and child welfare system in particular – global/Nepal. Objectives and methodology of the mapping.
 - Presentation of preliminary findings arising from the mapping and assessment process. Recommendations. Proposal for child welfare system. Way forward/next steps. (Government of Nepal, 2015:3)
 - Validation of the key findings and recommendations arising from the mapping and assessment process (Government of Nepal Ministry of Women, 2015:3).

Participants in the workshops included representatives from national government ministries and departments, government personnel from six districts, international organizations, national NGO networks and child rights experts and advocates.

The process was generally agreed to be comprehensive, if somewhat lengthy (taking about one year).

How information was collected, validated and shared

Information was collected through:

- A desk review
- Five regional workshops with Child Rights Officers (CRO), Child Welfare Officers (CWO), DCWB chairpersons (or active member) and WCO staff on actual cases they had handled.
- Focus group discussions in six districts (four regions and three ecological areas) with government and non-governmental child protection stakeholders from district, VDC and urban ward levels on actual cases they had handled.
- Interviews with households and key informants in communities of 10 different caste/ethnic/religious groups on child protection issues in their communities and how they are addressed.
- An online survey about existing government and non-governmental services and programmes.

Information collected, processed and analysed was shared in the course of a national workshop where preliminary findings and recommendations were presented and validated by the participants. Thus, stakeholders were able to provide input into the selection of priorities and recommendations, based on their previous involvement in fieldwork and data provided as part of the mapping process.¹

The seven-volume full report was over 500 pages long, and an 82-page summary report was compiled and published around three years after the completion of the mapping (in September 2015). This contained major findings and recommendations.

How the priorities were identified, what the priorities were supposed to change in the system

Priorities were identified under the following thematic areas:

- Laws and rules (regulations)
- Policies and procedures
- Budgetary

¹ This is the extent of information from the summary report. As reported above, the full document has not been published or made available to this review.

- Information management systems
- Coordination and monitoring mechanisms
- Services
- Justice for children
- Other sectors
- Harmful practices

What were the priorities meant to change in the system?

The priorities can be found in the Mapping and Assessment Report (Government of Nepal, 2015) and are summarized below.

As a result of the mapping process and analysis of data consisting of the desk review, workshop outcomes and online survey, a seven-volume report was produced. This was synthesized into a summary document that identified priorities and contained recommendations designed to translate these into action. These fit into the overall goal, which was to embed a child rights approach into Nepal's legislative framework and introduce a continuum of care model and interagency coordination at national, district and local levels in practice. As mentioned previously, the findings and recommendations were validated in a series of national workshops.

The recommendations sought specific changes including legislative, resourcing and operational matters.

The overarching priority was to formulate a costed multi-sector multi-stakeholder National Child Protection Operational Plan utilizing a sectorwide approach to child protection that operationalizes existing laws, rules, policies, plans, standards, directives and guidelines in a coherent, integrated and streamlined manner (Government of Nepal, 2015: 21).

Briefly, legislative priorities were intended to mainstream child protection in constitutional reform and broad-ranging legislative reform processes vis-à-vis the Child Protection Mapping and Assessment Summary Report via social protection, decentralization, civil and criminal law, labour, justice, education, health and others in accordance with international norms and standards (Government of Nepal, 2015: 17–18).

The recommendations around resourcing were meant to ensure that child protection was mainstreamed in national plans and budgets; increase resource mobilization by building partnerships with the private sector, international NGOs and NGOs; and to seek child protection resource allocation for all relevant ministries (Government of Nepal, 2015: 23–24).

Operational priorities were directed towards establishing a Child Protection Information Management System (CPIMS) to record harmonized child protection information across various sectors and to serve as a monitoring system; strengthen existing interministerial coordination mechanisms at the national and district levels through introducing one single coordination mechanism responsible for children (Government of Nepal, 2015: 29).

Further recommendations intended to build capacity, in particular through reform of the social welfare sector starting with the clarification of roles of existing structures and staff, and to develop short-, medium- and long-term restructuring plans (Government of Nepal, 2015: 29).

Current use of mapping and assessment findings for child protection systems strengthening efforts

The mapping was described by one informant as 'landmark' and used as a point of reference. However, for those who were not involved at the time or were new to their position, the mapping was not something they were necessarily aware of.

There were little data or evidence available specifically about the current use of the mapping in Nepal. However, some reported referring to the mapping document in relation to budgetary processes. Others claimed the mapping has definitely guided improvements and led to a significant stage of systems building in Nepal (Informant 10N; Informant 1N).

Some of the suggested reforms such as the expansion of the Child Protection Officer workforce have already occurred. The training on use of case management tools was conducted in mid-2013 as part of three one-week training sessions for District Child Rights/Welfare Officers.

To summarize, many of the developments were in the pipeline, but mapping gave proposals gravitas and further impetus.

References

- Government of Nepal (2015). Child Protection and Assessment: Summary Report. Ministry of Women Children and Social Welfare, Central Child Welfare Board.
- UNICEF (2010a), Child Protection Systems: Mapping and assessment toolkit – Users' Guide, UNICEF, New York.
- UNICEF (2010b), Child Protection Mapping and Assessment Toolkit, UNICEF, New York.

ANNEX D

MAPPING METHODS AND PROCESS, PAKISTAN

Actors involved, extent of involvement

The actors involved included: relevant government departments, UNICEF, NGOs and consultants. The following tables outline the Committee and Working Groups and specify which agencies were represented and the extent of their involvement.

Balochistan

Committee	Membership	Extent of involvement
Steering Committee	Government <ul style="list-style-type: none"> All government departments relevant to child protection (specifics unknown). 	Participants attended meetings and provided guidance and input to the CPMA process. A Steering Committee meeting was held at the Civil Secretariat, Balochistan on 29 November 2011 to discuss the modalities of initiating the 'Child Protection Systems Mapping and Assessment' exercise in the province. The meeting was chaired by the Additional Chief Secretary (Development) and attended by representatives of relevant government departments (unlisted in the Minutes), UNICEF and the Collective for Social Science Research.
	Intergovernmental organizations <ul style="list-style-type: none"> UNICEF NGOs <ul style="list-style-type: none"> Collective for Social Science Research 	Participants discussed and made decisions regarding a) the thematic areas of the child protection systems mapping Toolkit, and b) formation of working groups to provide input for the toolkit during the mapping process.

<p>(Steering Committee continued)</p>	<p>At the first meeting UNICEF representative provided a brief summary of the essence behind the mapping exercise in terms of providing the key stakeholders a clear picture of the structures and functions of the current child protection system as well as identifying gaps and priorities for government and UNICEF in future planning. Furthermore, the consultant summarized the toolkit themes to gain the Steering Committee's input regarding the inclusion/exclusion of certain areas and proposed working groups to reach agreement on their formation. (Collective for Social Research, 2012)</p> <p>The Steering Committee made the following decisions:</p> <ol style="list-style-type: none"> 1. Child Definition: Regarding the child definition, the Steering Committee agreed that for the purpose of the mapping and assessment exercise a child would be defined as a person under age 18. 2. Focal Person: The Additional Chief Secretary appointed the Secretary of the Social Welfare Department as the focal person for the mapping and assessment exercise. 3. Working Groups: There will be three Working Groups having representation from the following departments to assist in the mapping exercise: <ol style="list-style-type: none"> (i) <i>Legal, Policy and Justice</i>: law, home, local government, social welfare, labour, education, health and women development. (ii) <i>Continuum of Care</i>: home, Zakat, Bait-ul-Mal, education, health, social welfare, and labour. [Civil society will also be approached for data on continuum of care through focus group discussions and key informant interviews.] (iii) <i>Resource Mobilization</i>: labour, planning and development, finance and social welfare departments. <p>For all the above-mentioned Working Groups it was agreed that additional members could be co-opted from other departments on need basis.</p>
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(Steering Committee continued)		<p>4. Key Informants: The department heads shall be interviewed as Key Informants and would facilitate the consultants to conduct interviews with other relevant department officials for the purpose of accessing data on the thematic areas to be covered.</p> <p>5. Steering Committee notification: It was agreed that the Steering Committee will be expanded to include Secretaries from Health, Law, Finance, and Women’s Development departments. Further, the Terms of Reference (TORs) will include the mapping and assessment exercise as the sixth activity of the Steering Committee in the TORs.</p> <p>The Steering Committees approved and customized the CPMA Toolkit based on the provincial context, and constituted various thematic working groups (Collective for Social Research, 2012).</p>
Continuum of Care Working Group (CCWG)	<p>Government</p> <ul style="list-style-type: none"> • Education Department • Social Welfare Department • Health Department • Home Department • Religious Affairs Department • Human Rights (HR) Department <p>Intergovernmental organizations</p> <ul style="list-style-type: none"> • UNICEF 	<p>The Working Group members set themselves a series of objectives, which were:</p> <ol style="list-style-type: none"> 1. To examine and assess the child protection environment in the province, including attitudes, customs and practices that have a positive or negative impact on child protection. 2. To provide an overview and assessment of the activities/projects (formal and informal) that are under way to combat harmful or negative attitudes, customs or practices that have a bearing on child well-being. 3. To describe the education and health systems and whether they play a role in protecting or preventing children from abuse or neglect. 4. To describe the services, activities and projects that currently exist, to protect children and prevent violence, exploitation, abuse and abandonment

(CCWG continued)	<p>NGOs</p> <ul style="list-style-type: none"> • Collective for Social Science Research • PEACE Balochistan • HR • SPARC • SANJOG • PPIU • SEHER 	<ol style="list-style-type: none"> 5. To identify and assess the roles and responsibilities of different actors who respond to child protection needs, ranging from family and schools to any coordinating authorities (such as social welfare, law and home departments). 6. To provide recommendations on priority areas for building a better child protection system in the province. <p>Participants were facilitated to identify issues – challenges and gaps that they consider are not child-protection friendly both at macro and micro level of interventions.</p> <p>Participants were asked to identify indicators in the Toolkit as 'core' or 'non-core'.</p> <p>Participants made recommendations relevant to the thematic areas used in the CPMA framework</p>
<p>Legal and Policy Framework Working Group (LPWG)</p>	<p>Government</p> <ul style="list-style-type: none"> • Social Welfare Department • Law Department • Home Department • Health Department • Communication and Works Department • Policy Planning and Implementation Unit <p>NGOs</p> <ul style="list-style-type: none"> • Collective for Social Science Research • SPARC • PEACE Balochistan • Water Environment and Sanitation Society 	<p>Participants set themselves the following objectives:</p> <ol style="list-style-type: none"> 1. To discuss laws and policies in Balochistan regarding various child protection thematic areas. 2. To outline key recommendations related to the legal and policy context of child protection in Balochistan. <p>Participants discussed laws and policies in relation to child protection.</p> <p>Participants made recommendations relevant to the thematic areas used in the CPMA framework.</p> <p>Participants also made various decisions designed to facilitate the CPMA process (in particular, in relation to data collection).</p>

<p>Resource Mobilization Working Group (RMWG)</p>	<p>Government</p> <ul style="list-style-type: none"> • Social Welfare Department • Planning and Development Department <p>Intergovernmental organizations</p> <ul style="list-style-type: none"> • UNICEF <p>NGOs</p> <ul style="list-style-type: none"> • PEACE Balochistan 	<p>Participants attended a meeting. The purpose of the meeting was to map the existing child protection allocation and identify gaps in budgeting.</p> <p>Participants set themselves the following objectives:</p> <ol style="list-style-type: none"> 1. To identify child protection-related allocations in the current and development expenditure of relevant departments. 2. To identify expenditure tracking methods in place in the Government of Balochistan. 3. To discuss donor consultation process and list fully or partially donor-financed activities. 4. To identify federal programmes related to child protection and identify changes in budget allocations and responsibilities related to child protection after devolution. <p>Participants discussed expenditures in relation to child protection. Participants were asked to fill a Performa listing expenditure related to child protection under these thematic areas: child poverty (including health and education), birth registration, child labour, HIV/AIDS, harmful cultural practices (child marriages, honour killings, khoonbaha), children with disabilities, trafficking and mobility, commercial sexual exploitation, violence against children, children without adequate family care, children and justice, children in emergencies and armed conflict, landmines and cluster ammunitions.</p> <p>Participants made recommendations relevant to the thematic areas used in the CPMA framework.</p> <p>Participants also made various decisions designed to facilitate the CPMA process (in particular, in relation to data collection).</p>
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Federally Administered Tribal Areas (FATA)

Committee	Membership	Extent of involvement
Steering Committee	<p>Government</p> <ul style="list-style-type: none"> • Additional Chief Secretary • Social Sectors Department • Finance Department • Law and Order Department • Planning and Development Department • Administration Infrastructure and Coordination Department • Production Department <p>Intergovernmental Organizations</p> <ul style="list-style-type: none"> • UNICEF 	<p>The Steering Committee oversaw the process. The CPMA Toolkit was adapted to the context of FATA, a process completed in consultation with relevant public stakeholders. This entailed deletion and addition of several indicator and sub-indicators from the Toolkit (AAN Associates, 2016). The key findings were presented to the Steering Committee for endorsement and finalization.</p>
Legal, Policy and Justice Working Group	<p>Law and Order Department NADRA FATA Disaster Management Authority (FDMA) Directorate of Local Government and Rural Development Directorate of Social Welfare Assistant Director Industries Deputy Director Minerals Deputy Legal Advisor FATA</p>	<p>All working groups were consulted to validate and cross-check preliminary findings. A draft report, including the completed Toolkit, was shared with relevant stakeholders – i.e. working groups – and the feedback was reviewed and incorporated (AAN Associates, 2016).</p>
Continuum of Care Working Group	<p>Social Sector Department Administration, Infrastructure and Coordination Department Department of Law and Order Directorate of Education Directorate of Health Directorate of Social Welfare Directorate of Information Directorate of Projects (Relevant bodies)</p>	<p>All working groups were consulted to validate and cross-check preliminary findings. A draft report, including the completed Toolkit, was shared with relevant stakeholders – i.e. working groups – and the feedback was reviewed and incorporated (AAN Associates, 2016).</p>

Resource Mobilization and Fiscal Accountability Working Group	Planning and Development Department Administration, Infrastructure and Coordination Department Directorate of Social Welfare Directorate of Health Directorate of Education Directorate of Projects District/Agency accounts office	All working groups were consulted to validate and cross-check preliminary findings. A draft report, including the completed Toolkit, was shared with relevant stakeholders – i.e. working groups – and the feedback was reviewed and incorporated (AAN Associates, 2016).
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Khyber Pakhtunkhwa

Committee	Membership	Extent of involvement
Steering Committee	<p>Government</p> <ul style="list-style-type: none"> All government departments relative to child protection <p>Intergovernmental organizations</p> <ul style="list-style-type: none"> UNICEF <p>NGOs</p> <ul style="list-style-type: none"> Collective for Social Sciences Research 	<p>Participants attended meetings and provided guidance and input to the CPMA process.</p> <p>The report was presented to the Steering Committee. It discussed potential priorities emerging from the report findings.</p> <p>There is no record of the Minutes of the Steering Committee meeting(s) available to the researchers. Nor is this noted in any of the reports documenting the process.</p>
Legal and Policy Working Group	Not documented.	The report for each of the provinces was presented to the working groups. These discussed potential priorities emerging from the report findings.
Continuum of Care Working Group	Not documented.	The report for each of the provinces was presented to the working groups. These discussed potential priorities emerging from the report findings.
Resource Mobilizations and Fiscal Responsibility Working Group	Not documented.	The report for each of the provinces was presented to the working groups. These discussed potential priorities emerging from the report findings.

Punjab

Committee	Membership	Extent of involvement
Steering Committee	Not documented.	<p>Participants attended meetings and provided guidance and input to the CPMA process.</p> <p>The report was presented to the steering committee. It discussed potential priorities emerging from the report findings.</p> <p>There is no record of the Minutes of the Steering Committee meeting(s) available to the researchers. Nor is this noted in any of the reports documenting the process.</p>
Working groups	Not documented.	Not documented.

Sindh

Committee	Membership	Extent of involvement
Steering Committee	<p>Government</p> <ul style="list-style-type: none"> • Social Welfare • Education • Health • Home • Labour • National Database and Registration Authority (NADRA) • Ombudsman (Provincial) • Local Government • Youth Offenders Industrial School • Bait-ul-Mal • Karachi Centre for Dispute Resolution <p>Intergovernmental organizations</p> <ul style="list-style-type: none"> • UNICEF <p>NGOs</p> <ul style="list-style-type: none"> • Collective for Social Science Research 	<p>At their first meeting the participants heard two presentations (one from UNICEF and the second by a consultant, outlining the systems approach and the mapping Toolkit.</p> <p>The meeting was asked to provide input on 1) which categories to include or exclude; 2) working groups for three thematic areas (legal and policy context, continuum of care and resource mobilization) and 3) focal persons from each relevant department who can be contacted for further information. The meeting made decisions in regard to the definition of 'child', how the Toolkit should be customized for Sindh Province; to form three working groups; who the focal persons would be; the timeline for data collection and that another meeting would be held towards the final phase of this exercise where information collected can be reviewed and approved by the participants (CSSR, 2013).</p> <p>The report was presented to the Steering Committee. The Committee discussed potential priorities emerging from the report findings.</p>

<p>Legal and Policy Working Group</p>	<p>Government</p> <ul style="list-style-type: none"> • Social Welfare Department • Local Government • AM-TECH, NADRA CRMS <p>NGOs</p> <ul style="list-style-type: none"> • Collective for Social Science Research (CSSR) 	<p>The Working Groups provided input into the Toolkit thematic areas. The Legal and Policy Working Group divided into four subgroups so that each group would work on filling out the sections related to their expertise. The subgroups were: Birth Registration, Child Labour, Child Trafficking and Commercial Sexual Exploitation, Child Discrimination, Child Abuse, Children in Emergencies and Armed Conflict and Children without Adequate Family Care, Harmful Cultural Practices (Child Marriage and Honour Crimes). The Children and Justice section did not have a subgroup assigned due to having no representation from the Home or Law Departments. One researcher was placed in each of the subgroups.</p> <p>The subgroup participants went through the list of questions outlined in the tool (questionnaire) with respect to the laws, policies and implementing measures related to their particular thematic areas. The strengths and weaknesses of each were also discussed in depth, and the questionnaires were filled out to the best of the groups' knowledge (CSSR, 2013).</p> <p>Following the group work, each group presented their major recommendations in a plenary session (CSSR, 2013).</p> <p>Another meeting of the working group was scheduled. Participants who had not attended the first one were invited to subsequent meetings.</p> <p>The second meeting involved participants filling out the remaining sections of the Toolkit. Not all invitees attended. However, the consultants had undertaken informant interviews with representatives from the Home Department, including prison, probation and remand homes and with a representative from the FIA. Hence the Children and Justice sub-section and Child Trafficking section of the Toolkit were already filled out.</p>
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(Legal and Policy Working Group continued)		<p>Two subgroups were formed so that each group would work on filling out the sections related to their expertise. These were on Child Labour and Harmful Cultural Practices (Age of Marriage and Honour Crimes) (CSSR, 2013).</p> <p>Within their respective groups, participants went through the list of questions outlined in the tool (questionnaire) with respect to the laws, policies and implementing measures related to their particular thematic areas. The strengths and weaknesses of each were also discussed in depth, and the questionnaires were filled out to the best of the groups' knowledge (CSSR, 2013).</p> <p>The details of recommendations provide by each group have been filled out directly within the Toolkit (CSSR, 2013).</p>
Continuum of Care Working Group	<p>Intergovernmental organizations</p> <ul style="list-style-type: none"> • UNICEF <p>NGOs</p> <ul style="list-style-type: none"> • Collective for Social Science Research • SANJOG • SPARC • Azad Foundation • Konpal • Human Development Foundation • PILER 	<p>The Working Group meeting set itself the following objectives:</p> <ol style="list-style-type: none"> 1. To examine and assess the child protection environment in the province, including attitudes, customs and practices that have a positive or negative impact on child protection. 2. To provide an overview and assessment of the activities/projects (formal and informal) that are under way to combat harmful or negative attitudes, customs or practices that have a bearing on child well-being. 3. To describe the education and health systems and whether they play a role in protecting or preventing children from abuse or neglect. 4. To describe the services, activities and projects that currently exist, to protect children and prevent violence, exploitation, abuse and abandonment 5. To identify and assess the roles and responsibilities of different actors who respond to child protection needs, ranging from family and schools to any coordinating authorities (such as social welfare, law and home departments).

(Continuum of Care Working Group continued)		<p>6. To provide recommendations on priority areas for building a better child protection system in the province.</p> <p>The Working Group aimed to populate section 3 of the Child Protection Mapping and Assessment Toolkit. One of the consultants then facilitated the discussion by focusing on a few thematic areas and questions. Feedback was sought on each of the questions for discussion. Recommendations were made.</p>
Resource Mobilizations and Fiscal Responsibility Working Group	<p>Government</p> <ul style="list-style-type: none"> • Social Welfare • Planning and Development <p>NGOs</p> <ul style="list-style-type: none"> • Collective for Social Science Research 	<p>The Working Group met and set itself the following objectives:</p> <ol style="list-style-type: none"> 1. To assess the process of resource allocation to child protection in the current and development budgets of the province. 2. To assess the process of donor consultations and extent of donor financing in child protection. 3. To provide information on parallel programmes financed and operated by the Federal Government on child protection in the province. 4. To provide information on programmes/allocations for child protection in local government budgets in the province. <p>The Working Group was to populate section 4 of the Child Protection Mapping and Assessment Toolkit.</p> <p>There were also discussions about UNICEF funding to the Social Welfare Department and a Work Plan Agreement.</p> <p>No further details are recorded in the Minutes.</p>

Tools used and appropriateness for the context

The “Mapping and Assessment Toolkit aims to provide a practical and user-friendly method to enable participants in the child protection mapping process to identify the main country child protection risks within the rights framework, and to examine the scope and capacity of the existing child protection system (ranging from formal to informal), accountability mechanisms, and resource mobilization approaches” (UNICEF, 2010a: 1). The Toolkit is a detailed Excel-based questionnaire used to gather data on all of the child protection thematic areas. The Toolkit was prepared by Maestral International, under the supervision and guidance of UNICEF’s Child Protection Section in New York (UNICEF, 2010a: ii). The ultimate objective of the Toolkit is to support the development of country-level comprehensive child protection systems, appropriately structured and resourced (UNICEF, 2010a: 1).

The Toolkit consists of 20 interrelated tools with a number of questions embedded in each tool. These tools are organized into five sections in the Comprehensive Toolkit version. Those sections include (1) General Country Information, which establishes a context within which the system operates including the global legal and policy frameworks, the policy and legislative framework, and the specific risks that children face within a country; (2) System Overview, including system structures, functions, capacities, and the children and justice sector, with tools assessing the community context and role of civil society; (3) Continuum of Care, which assesses the protective environment, including norms and attitudes; (4) Resource Mobilization and Fiscal Accountability, which assesses the human and financial needs of the system and how well child protection is reflected during the budget process; and (5) Moving Forward on System Development, which allows users to frame and cost a programme to develop the child protection system drawing on the results of the mapping and assessment (UNICEF, 2010a: 6).

Consultants familiarized themselves with the Toolkit at a workshop with the Toolkit designers.

The provincial Steering Committees amended and endorsed the Toolkit (Collective for Social Research 2013). In practice this meant looking through it and identifying any elements that were missing, not relevant or ‘non-core’.

This process was undertaken by each Steering Committee and Working Groups. The Working Groups were involved in data gathering so that it could be plugged into the Toolkit.

Methodology and process

The Child Protection Mapping and Assessment (CPMA) was a comprehensive process that engaged stakeholders from government, civil society and UNICEF, from November 2011–June 2012. The same methodology was used in Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh by the consultants, the Collective for Social Science Research (CSSR). AAN Associates conducted the CPMA in FATA. This report departed from the recommended reporting template in support of a more succinct presentation of the findings. The mapping in each province was guided by a Provincial Steering Committee comprised of government officials, who approved and customized the Toolkit given the provincial peculiarities, and granted time for interviews. The Toolkit was a detailed questionnaire used to gather data on all of the child protection thematic areas mentioned above. This report was an outcome of the Toolkit. Findings were shared with the Steering Committee in the form of Toolkit, report, and presentations/meetings (Collective for Social Science Research, 2012).

A consultative method was adopted involving partners and stakeholders representing governmental and non-governmental agencies that had a role in addressing child protection.

The process was as follows:

- UNICEF selected national consultants to coordinate and conduct the CPMA.
- UNICEF also coordinated the process centrally and sought support from provincial offices.

Provincial Steering Committees consisting of government department representatives who were stakeholders in the formulation of a child protection strategy for their provinces were established. The Collective for Social Science Research (CSSR) met with each Provincial Steering Committee along with UNICEF representatives to introduce the CPMA Toolkit and process. The Provincial Steering Committees amended and endorsed the Toolkit.

Three Working Groups were established for each province as follows:

1. **Legal and Policy:** The first working group was formed to review legal and policy issues relevant to child protection;
2. **Continuum of Care:** The continuum of care working group reviewed the response to child protection in the province, including preventive and rehabilitation services provided by the government as well as civil society;
3. **Resource Mobilization and Fiscal Accountability:** The third working group reviewed the specific child protection-related budgets of key government departments, donors and multilateral agencies such as UNICEF.

The Collective organized and conducted the Working Group meetings with the assistance of UNICEF and Provincial Social Welfare Departments (SWD).

The first phase of the process involved mapping and assessment of the child protection system using the standard Toolkit developed by UNICEF. The Toolkit required the collection and analysis of data and information on the various areas of child protection.

The consultants conducted key informant interviews with governmental and non-governmental representatives to gather information and data on the thematic issues highlighted by the Toolkit, and put systems in place to address these issues, as well as presenting suggestions for improvement.

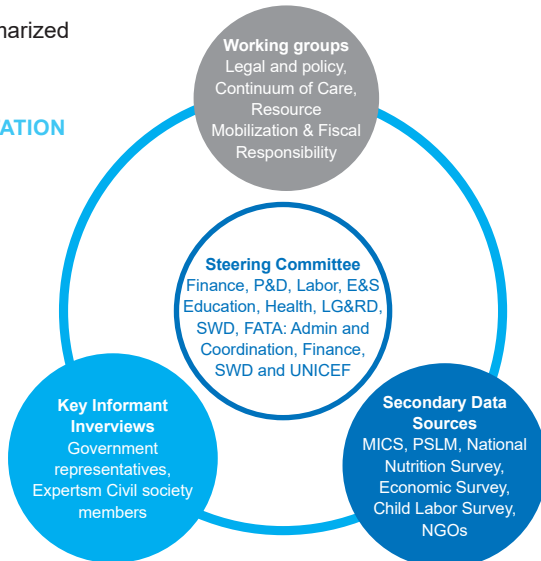
The consultants held focus group discussions with civil society organizations in each province to discuss the dimensions of continuum of care for children in each province and understand which organizations were engaged with child protection at the local level.

The consultants used the process to map the proliferation of NGOs and what they all did via interviews and focus group discussions. They also mapped out the projects in the government sector. They also examined all the laws that were in place. Findings from all the above interviews and synthesis of available data were used to populate each provincial Toolkit.

Provincial Steering Committees were individually presented with the findings of their respective provincial CPMAs so that the way forward to building a stronger child protection system could be formed (Collective for Social Science Research, 2012: 6; 2013).

The methodology can be summarized in the following Figure:

DIAGRAMMATIC REPRESENTATION OF STUDY METHODOLOGY
(KHYBER PAKHTUNKHWA)



Source: *Collective for Social Science Research, 2013.*

The same methods were followed in each province.

How information was collected, validated and shared

The same process for collecting, validating and sharing information was followed in each province.

Information was collected from the following sources:

- Key informant interviews with governmental and non-governmental representatives
- Government data
- Non-governmental sources of data (e.g. data collected by NGOs, media sources)

Data were requested by UNICEF and the consultant from governments and working groups facilitated this. NGOs were also asked to supply data. With data not always available (or provided) because, for example, large national surveys did not necessarily collect child protection data, or there were sensitivities about the release of data, numerous data sources were used. Further, the indicators in the Toolkit were prioritized by working group members as 'core' or 'non-core'.

Findings from interviews and synthesis of available data were used to populate the Toolkit in each province. The consultants cleaned and revised the data, attempted to obtain missing data, dealt with discrepancies and completed a final draft. In each province the technical Working Groups, then the Steering Committee, received the draft and provided some comments which were approved, then incorporated.

Presentations summarizing the provincial findings were shared with the respective technical Working Groups and Provincial Steering Committees for their feedback and endorsement (Collective for Social Science Research, 2013: 8). The consultants discussed what were the priorities emerging out of the findings with the Steering Committees.

A report for each province was produced. These were not published by governments, and some felt there was not adequate 'ownership' of the reports by governments (Informant 1). Summary reports for each province were eventually published with UNICEF's permission and made available by the Collective for Social Science Research on its website.

How the priorities were identified, what the priorities were supposed to change in the system

The same process for identifying priorities was used in each province. Consultants worked with the technical Working Groups throughout the process, and this assisted in evolving priorities (for example, which laws needed to be changed).

The consultants discussed what were the priorities emerging out of the findings with the Working Groups and Steering Committees. These varied between provinces as each had its own idea of pressing issues.

Priorities were identified under each thematic area (birth registration, child work and child labour, child marriage, honour killings, child discrimination, physical sexual psychological abuse and severe neglect, children without adequate care or alternative care, child mobility and trafficking, commercial sexual exploitation, children and justice, child protection in emergencies and armed conflict) through the various FGDs, key-informant interviews, meetings by specifically looking at the deviations from Convention on the Rights of the Child and at the existing problems.

The priorities were intended to be actionable and the reports were meant to represent the recommendations of the people working on the issues, in an organic and iterative process (Informant 2P). UNICEF did have influence on shaping that discussion and there were frank discussions about certain recommendations. Those that were perceived as impractical, costly or disruptive were resisted in some instances (Informant 2P).

The priorities, once agreed upon, were included in the consultant's reports for each province.

The priorities be found in the Mapping and Assessment Reports for Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh (Collective for Social Science Research, 2012a, 2012b, 2012c, 2012d) and for FATA (AAN Associates, 2016) and summaries are provided below.

The priorities were aimed at:

- Laws and policies
- Cooperation, coordination and collaboration
- Capacity-building
- Service and service delivery mechanisms
- Communication, education and mobilization for change
- Financial resources
- Accountability mechanisms

Balochistan – what were the priorities meant to change in the system?

The priorities were meant to embed a focus on child protection by establishing various bodies such a Standing Committee on Child Protection in the Provincial Assembly and by changes to laws. Amendments to laws were suggested to ban corporal punishment of children, and in regard to guardianship and fostering. Laws were also to be strengthened: for example the definition of human trafficking was recommended to include internal trafficking. Various changes to the justice system to protect child witnesses were also suggested.

Recommendations were aimed at improving coordination and cooperation such as promoting collaboration among the Home Department's subsidiary units.

At the community level it was suggested that Child Protection Committees be established.

Another set of recommendations focused on improving capacity and raising awareness among professionals from various departments and agencies, as well as among parents and the general community. It was suggested that relevant courses at universities be reviewed and updated.

In terms of service delivery, recommendations were made to extend the system's reach and scope by establishing Child Protection Units in all districts, Borstal Institutions and remand homes, a shelter home, a children's helpline, to notify special child labour inspectors and expand schools for the disabled.

FATA – what were the priorities meant to change in the system?

The priorities were meant to suggest ways to build a functioning coordination system in FATA. In relation to legislation and policies, these included: enacting a Child Protection Law/Act to provide a legislative framework for the delivery of child protection services in FATA; a review and revision of the Child Protection Policy to set broader directions for the scope and institutionalization of child protection services and that child labour-related laws be implemented in FATA.

In relation to institutions, it was recommended that a FATA Child Protection Commission (FCPC) be established as a semi-autonomous body in order to lead child protection Policy formulation/revision; implementation oversight of child protection policies; strategic planning, partnerships promotion and technical support of the coordinated delivery of child protection responses; standard setting; advocacy; custodianship of CPMIS and promotion and conducting of child protection-related research. In addition, that government establish within the Agency Social Welfare Office a Child Protection Desk, headed by a qualified Child Protection Officer, holding full and comprehensive responsibility for case management and referral of all reported cases of child abuse in the Agency; and that a Labour Department should be established in FATA, not only to protect children from exploitative labour, but also to ensure the implementation of labour laws in general.

In relation to operational matters, it was recommended that the Federal Government allocate an adequate budget for the effective functioning of the Commission and that the Commission ensure effective monitoring of implementation of the child protection referral mechanism; that Child Protection Desks at the Agency level formulate a 'Child Protection Plan' – a tool to identify details of services to be offered to a child requiring protection, based on a comprehensive assessment; and that the Directorate of Social Welfare FATA should be assigned a lead role for the assessment and coordination of child protection functions including a coordinated child protection case management and referral system; the collation of data on reported cases of child abuse; establishment of a helpline for

direct complaints; appointment, training, supervising, control, monitoring and review of the performance and duties of Child Protection Officers in each Agency; regulation of all providers of child protection services in the territory, including alternative care providers, to ensure compliance with applicable minimum standards; and that the commission act as custodian of the Child Protection Referral Management Information System (MIS). Finally, it was recommended that a Probation and Parole system should be introduced in FATA.

Khyber Pakhtunkhwa – what were the priorities meant to change in the system?

The recommendations relating to laws sought to strengthen child rights and child protection, for example by prohibiting the death penalty and life imprisonment for children, standardizing the age of marriage to 18, to prevent child labour, to prohibit corporal punishment, to regulate foster care systems and in general to harmonize existing laws with the Convention on the Rights of the Child.

The recommendations were also targeted at improving policy dialogue around issues including child labour, refugee children and administrative matters such as birth registration.

Further recommendations were aimed at regulating the provision of alternative care, including registration of providers. In addition, a foster care system was to be developed, as well as a tracking system for children under guardianship.

Priority was also given to mechanisms designed to improve cooperation, coordination and collaboration among stakeholders. This included data sharing, referrals, greater linkages between certain departments – Labour and Child Protection and Welfare Commission (CPWC) – and greater district and local level cooperation to reduce duplication.

Other recommendations related to capacity-building including the collection and maintenance of comprehensive data on child protection services and related indicators, extension of inspection powers (for Labour inspectors) and training for various personnel including Police, the Probation Department, lawyers, judges, health workers, educators, Area Inspectors and District Vigilance Committees.

In relation to service and service delivery mechanisms, recommendations were aimed at extending child protection activity throughout the province, by, for example, expanding Child Protection Units to all districts of Khyber Pakhtunkhwa and to develop a mechanism for community-level coordination on child protection issues, extending points for contact via the Ombudsman and a free helpline, and extension of the juvenile justice system, including the establishment of juvenile courts, Borstal institutions, remand homes, alternatives to incarceration and rehabilitative after-care services.

Other recommendations focused on reviewing the curriculum in social work programmes to include modules on child protection, and awareness-raising activities targeted at the community around certain issues (e.g. child trafficking).

In regard to financial resources, recommendations sought to ensure that each Department that had a role and function in child protection be provided with a separate budget for child protection-related activities, and that efforts to secure higher allocations from government be made.

Recommendations related to accountability mechanisms were targeted at embedding child protection matters in the Provincial Assembly via the formation of a Standing Committee to oversee the functioning of the CPWC and other child rights initiatives in the province, and greater standards relating to accountability and transparency of government bodies, and data sharing to ensure monitoring of outcomes.

Punjab – what were the priorities meant to change in the system?

In relation to laws, policy priorities were to clarify roles and responsibilities of government and agencies in relation to disasters, strengthening laws (and penalties) relating to child sexual abuse, greater financial commitment to enforce various child protection-related legislations that exist, to introduce new offences and penalties in certain laws related to crimes against children, and to pass a pending Bill, the Charter of Child Rights.

Recommendations related to the siting of the CPWB (under the Home Department rather than the Social Welfare Department), the necessity to establish legally binding minimum standards of care, standard operating procedures and comprehensive pre- and post-emergency child protection regulations.

Another set of recommendations related to the priority of capacity-building sought to introduce the subject of child protection in all the relevant government departments including in relation to promotion so that government employees' skills and competencies are strengthened. Training for police was identified as a priority. It was suggested that those working in residential care should hold required qualifications.

Recommendations in relation to service and service delivery mechanisms relate to expanding the child protection system throughout the province by expanding operations of Child Protection Units to all districts and also by strengthening the child helpline including dedicating resources to it.

Recommendations were also targeted at improving accountability mechanisms within government aimed at improving the institutional accountability of various departments within a legal framework, and in accordance with internationally recognized standards. It

was suggested that residential care units be more tightly regulated and held to account for deficient services and also that penalties be introduced to penalize the police where their service falls short of established national standards.

Sindh priorities – what were the priorities meant to change in the system?

The priorities were meant to change laws that establish and govern the CPS. Specifically child protection elements were recommended as amendments to various Acts so that these Acts would be strengthened and incorporate child rights.

The priorities were meant to embed a focus on child protection by establishing various bodies such a Standing Committee in the Provincial Assembly and a Child Protection Authority. Child Protection Units were to be established at district and Tehsil levels and Child Protection Committees at community level.

Another change was that Management Information Systems used by government departments should include more indicators related to child protection and expenditure in the area of child protection to improve data quality and availability. In addition, it was recommended that the census should contain modules related to child protection.

Priorities were also targeted at improving standards and regulations in relation to children in care, including the adoption of standard operating procedures, tracking systems and registries.

Priorities were targeted at improving infrastructure including in the juvenile justice realm.

Further, the priorities were also aimed at capacity-building within the system via formalized training for service providers working with children. This also included curriculum reform.

Further informal mechanisms were targeted such as through awareness-raising for the community about child protection in general.

Finally, it was recommended that financial allocations be made for the purposes of child protection, including a separate line item in the budgets of the relevant Departments.

Current use of mapping and assessment findings for child protection systems strengthening efforts

Overall there was consensus among the participants that the development of the CPS had progressed both nationally and in the provinces in terms of the enactment of legislation supporting better protection of children. Each province is at a different stage in this legislative process, and reportedly to date only Balochistan has passed legislation that is fully compliant with the Convention on the Rights of the Child and that covers all areas of

child protection. In other provinces the legislation is more partial, for example covering child labour in the non-domestic sphere but excluding other forms of child labour.

There were little data or evidence available specifically about the current use of the mapping in Pakistan. The mapping could be used as a baseline for the future development of the system. Unfortunately this does not appear to have happened, and neither the governments, (at least in Sindh and Khyber Pakhtunkhwa) nor UNICEF have used the mapping as the basis for systems strengthening.

Some informants attested that it had contributed to the overall evolution of child protection in Pakistan. The mapping contributed to establishing what constitutes child protection (Informant 2P). It was felt the mapping offered a 'springboard' for current efforts at systems strengthening and law reform. Others disputed that the recommendations from the mapping had much impact.

Stakeholders saw the mapping as largely a complex and technical exercise in gathering information in the different provinces, rather than a systems building exercise in itself. Nevertheless it was successful, in Sindh at least, as well as in other provinces, in bringing together government departments and other stakeholders that had not previously worked together, and this may have helped to raise the profile of child protection in the province. However, stakeholders cited the floods in 2012 as being far more influential in mobilizing interagency responses to child protection than the mapping. Another challenge has been that most of the stakeholders involved in the mapping exercise had moved on fairly quickly, and so some of the impetus for interagency and intersectoral collaboration has been lost.

There were mixed views on the impact of the mapping process in Khyber Pakhtunkhwa. Some who were involved in the mapping felt that the mapping and assessment helped outline the current state of legislation, and assisted the Social Welfare Department to plan for the future. Others felt that while it did contribute to establishing what constitutes child protection and could be used as a springboard for pursuing legislative and other changes, it was difficult to attribute causation to the mapping and assessment exercise for policy and legislative shifts, especially as the mapping report was not disseminated and reportedly was never referred to directly in policy discussions. However, there may be an overlap between the recommendations and what is occurring now.

The mapping involved data collection, and this was challenging as sometimes the required data were unobtainable. A number of sources including government, NGOs and the media were used as data sources. It is unclear how data collected in the Toolkit were used after the mapping and assessment exercise.

The vast majority of stakeholders reported that they had not used the findings of the mapping exercise for further policy development, although some of the recommendations have coincidentally been implemented since that time.

In Pakistan as in other countries, there was a significant shift of emphasis from programmatic approaches to child protection towards systems thinking. All stakeholders in the current project were engaged with strengthening about the system, although there were still a couple who were sceptical of the systems approach (or doubted that what exists can be called a 'system' at all). The mapping exercise clearly contributed towards this shift in thinking but it is not possible to attribute this change to the mapping as there were a number of factors coming together that facilitated a more systematic approach to child protection.

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ANNEX E

METHODOLOGY

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ACRONYMS

DFAT	Australian Department of Foreign Affairs and Trade
SPRC	Social Policy Research Centre
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSW	University of New South Wales Australia

1. APPROACH

The document sets out the method that was used to conduct the review and the schedule of tasks involved. The approach was broken own into two overlapping phases:

- Phase 1 – Information gathering: This involved a desktop review of the earlier mapping and assessment process, consultation with people who took part in the process, and gaining an overview of the current context in each country in relation to the issues faced by the child protection system. At the end of this phase the research team provided a desktop report for each country and reviewed the method for conducting the fieldwork in Phase 2.
- Phase 2 – Understanding what has happened since the mapping process: This involved visiting each country, consulting key local stakeholders and accessing any available statistical data.

This approach relied on a close working relationship between the research team and UNICEF staff.

1.1 Limitations

In all four countries we were able to speak to a wide range of stakeholders from high-level officials to front-line workers across the government, the NGO sector and child rights activists. There was a high degree of consistency in responses, indicating that the findings in most domains are robust.

This review was limited in several ways; the observations should therefore be considered taking into account the following limitations:

- We only conducted site visits in the capital city and one regional location. This limits the extent to which the findings can be generalized to the whole country. Each of these countries is very diverse and other regions/districts/atolls have their own local structures, and possibly their own unique responses to the ways in which children are protected and families supported.
- In all four countries few of the participants indicated an involvement in the mapping, and most had very limited recall of the process. We have therefore had to rely on one or two people and limited documentation to provide information about the mapping and its influence over time.
- The contacts were arranged by UNICEF country office, and although UNICEF accessed a range of stakeholders, it is possible that some key stakeholders with divergent perspectives from those we heard were not involved in the review.
- In Pakistan a brief time was spent in Islamabad, and only one province was visited (Sindh) and not all sectors in Sindh participated in the interviews; for example, we did not interview anyone from the education or health sectors. Interviews with Khyber Pakhtunkhwa stakeholders were very limited as we could not travel to the

province for security reasons. While efforts were made to conduct some interviews via Skype, the review is dependent on a limited number of perspectives.

Despite these limitations, we are confident that our findings are a true reflection of the state of the child protection systems and the changes that have taken place over recent years in each country.

2. PHASE 1: INFORMATION GATHERING

2.1 Understanding the context for each country

Prior to the field visits the team spoke with UNICEF country and regional staff to gain a detailed understanding of the current context in each country's child protection system. This included identification of any broader economic, political and social factors that may have affected the child protection system since the mapping exercise, as well as the current policy process in each country. The team also identified, together with UNICEF, the most appropriate in-country consultant to work with for each country.

This initial consultation with UNICEF staff was also used to identify other relevant documentation to help understand the current context for each country, including:

- Documents directly relevant to the mapping exercise itself, including child protection mapping and assessment (CPMA) toolkits and other tools used to develop the mapping, including workshop guides and questionnaires; CPMA reports for all countries; relevant legislation for each country; studies and policies that had been developed since the mapping; CPMA reports developed for other countries (African nations); and the Child Protection Systems Evaluation Inception Report.
- This information was supplemented by conversations with key stakeholders and UNICEF staff involved in the mapping process, as well as reviewing other publicly available information such as recent policy and legislation, NGO websites and reports.
- Policies relating to international obligations of relevance, including reports to UNICEF on the implementation of the Convention on the Rights of the Child and other international conventions, and *The State of the World's Children* reports published by UNICEF.
- Other relevant documents such as academic articles, reports and conference proceedings, being undertaken in, or concerning, the relevant country.
- In addition, the team spoke to UNICEF country and regional staff in order to gain an understanding of the context and issues facing the child protection system. This included the identification of broader economic, political and social factors that may have affected the mapping exercise as well as the current policy environment in each country.

2.2 Reviewing the mapping process

To better understand the mapping and assessment process undertaken in each country, the research team conducted a review focusing on the mapping and assessment documentation from each country, as well as secondary documentation of relevance for the review and accounts of those who were involved in the process.

This included:

- Reviewing actors involved and extent of their involvement
- Reflecting on the tools used, including their appropriateness for the context
- Documenting the methodology and process, including:
 - How the information was collected, validated and shared
 - How the priorities were identified, and what these priorities were supposed to change in the system
- Documenting the current use of the mapping and assessment findings for child protection systems strengthening efforts.

The documents under review were sourced from UNICEF and other stakeholders, as outlined in Section 2.1. The research team also sought further information from individuals who were directly involved in the mapping and assessment process (UNICEF staff and consultants). These reference people were interviewed and were also asked to review the description the research team compiled on the process undertaken in each country. This documentation of the mapping process in each country are in Annexes 1, 2, 3 and 4 to the Final Report.

2.3 Reporting on the information gathered

Based on the desk review and scoping phase the team produced a desktop report for each country. These reports summarized the information from CPMA documents and included some information sourced from UNICEF and other informants provided prior to the fieldwork (via telephone and Skype interviews).

2.4 Refinement of methodology for conducting the review

The desk review and initial consultations informed the method and focus for Phase 2. A work plan was developed that included timelines and tasks for the fieldwork and the project deliverables.

2.5 Ethics

As the study involved talking to people, the research was conducted under the Australian National Human and Medical Research Council (NH&MRC) guidelines and university policies and procedures. This required ethics approval to be sought from UNSW Human Research Ethics Committee. This was provided (Ref. HC17040) with the condition that, in the absence of any ethics committees in each location to be

studied, the research methodology be assessed by an NGO in each country to ensure that the suggested methodology and data collection process was culturally appropriate. NGOs that provided commentary on proposed methodology were: Bhutan Youth Development Fund, Society of Health Education (Maldives), Richa Bajimaya Memorial Foundation (Nepal) and Group Development (Pakistan).

For ethical reasons, the researchers did not consult children as part of this study. The research team was conscious that talking to children about their experience with the child protection system may cause further harm and that supports would not be available to help the children cope with any trauma that may have been relived as part of the conversation.

3. PHASE 2: FIELD VISITS, ANALYSIS AND REPORTING

The objective of this study is to review what changes have occurred in the child protection systems of each country and to determine the contribution of the mapping and assessment process to systems changes. As indicated above, Phase 1 of this study provided an understanding of the mapping and assessment process for each country, and outlined the current context in relation to the issues faced by the child protection system. The information gathered about the mapping and assessment process informed the analysis of system developments achieved since the mapping and assessment process. Phase 2 included:

- Country visits to meet with key stakeholders to complete the documentation of the mapping and assessment process and review any changes in the child protection system since the mapping took place
- Further data gathering (statistics provided from data bases)
- Reporting back to UNICEF.

In-country consultants and UNICEF country staff facilitated and supported the country visits. Arrangements for conducting the country visits differed between each country and the research team liaised directly with each UNICEF country office to determine the most appropriate process.

3.1 Country visits

Professor Ilan Katz led the fieldwork in Nepal and Pakistan and Professor Marie Connolly led the fieldwork in Bhutan and the Maldives. Both visited Nepal and the Maldives to ensure consistency in their fieldwork and analysis. In each country, they were also supported by local UNICEF staff who were able to make introductions and accompany the team where required. The professors were supported by in-country consultants prior to, during and following the visits. The consultants were able to identify

stakeholders, organize meetings, support and facilitate conversations, and help provide and verify information about the local context. This is summarized in Table 1 below.

TABLE 1. SUMMARY OF COUNTRY VISITS

Country	Bhutan	Maldives	Nepal	Pakistan
Lead researcher	Marie Connolly	Marie Connolly (Ilan accompanied Marie)	Ilan Katz (Marie accompanied Ilan)	Ilan Katz
Primary UNICEF Contact and Position	Aniruddha Kulkarni, Head of child protection	Naeem Mohamed, Head of child protection	Rajan Burlakoti, Child protection specialist	Sarah Coleman, Chief child protection
In-country Consultant	Tandi Dorji	Rasheeda (Rashda) Ali	Poojan Sresthra	Imtiaz Ahmed
Dates	17 to 26 June 2017	2 to 12 April 2017	5 to 18 March 2017	3 to 13 May 2017

3.1.1 Participant groups

In order to gain as many perspectives as possible, fieldwork involved talking to people in different roles and in different locations in each country.

Stakeholders fell into more than one of the following categories:

- Stakeholders with knowledge of the original mapping and assessment process:

The Mapping and Assessment Reference Group, along with UNICEF regional and country staff, assisted in identifying key people with knowledge of the original mapping and assessment process. These included UNICEF staff and consultants who were directly involved in carrying out the mapping and assessment process, and members of the reference groups.

- Stakeholders with knowledge of the current child protection system:

The research team liaised with the in-country consultant and UNICEF regional and country staff to identify key stakeholders with knowledge of the current child protection system. These included stakeholders from relevant government and non-government agencies who have a role in addressing child protection within each country, such as ministers with relevant portfolios, policymakers in child protection agencies and in related areas (health, education, police), and representatives from NGOs and advocacy groups.

- Stakeholders working at a local level within the child protection system:

The aim was to conduct two site visits in each country. Fieldwork sites were capital city and a regional location outside of the capital but reasonably accessible during the short visits. The purpose of the site visits was to speak with stakeholders working at the local level within the child protection system, such as staff involved in direct service provision (child protection workers, police), as well as voluntary civil society organization members.

3.1.2 Recruitment of potential participants

Potential participants were primarily identified by the in-country consultants and UNICEF regional and country teams. Efforts were made to locate persons who had been involved in the CPMA Steering Committees and technical Working Groups in each country.

Potential participants were sent an invitation to participate from UNICEF with information about the purpose of the research, the inclusion criteria for participation and what participation would involve (including that participation is voluntary). This was presented in English and the national language, where appropriate. The in-country consultant circulated these and followed up the written invitations with a telephone call. This process ensured hands-off recruitment by the research team and avoided any sense of coercion from the research team.

For practical reasons, given the research took place in four overseas countries, the identified in-country consultant was the primary point of contact for potential participants, both for language reasons and because the in-country consultant was responsible for scheduling the focus groups and face-to-face interviews during the country visits. The contact details for one of the chief investigators was provided to potential participants so that they could contact the research team if they had queries or concerns. The in-country consultants worked closely with UNICEF staff to identify appropriate contacts and to plan the logistics of the visits.

3.1.3 Consent

Written consent was the primary method for gaining consent. Written consent was sought through the provision of a participant information statement and consent form. Whenever possible, this was emailed to participants prior to the interview/focus group discussion to provide an opportunity for participants to read through the information. A member of the research team also verbally explained the consent process at the beginning of the interview/focus group discussion to provide participants with the opportunity to ask any questions or clarify details. Where translation was required, the in-country consultant provided this. In instances where participants were not

comfortable signing a written consent form, consent was sought verbally. The in-country consultant was present during the face-to-face fieldwork conducted during country visits and was responsible for interpreting when required to ensure that participants understood the consent process.

The information provided for both forms of consent (written or verbal) included: who the research team was and the purpose of the research; that participation in the research was voluntary and the participant was able to withdraw; that all comments would be de-identified/anonymized and the names of those who took part would not be made public; that the focus groups and interviews would be digitally recorded and transcribed with participants' permission; and that information gathered would inform the reports/outputs from study and would be stored securely at UNSW for a total of seven years.

3.1.4 Risk management

Where someone did not wish to provide written consent, this was not sought. For example, some participants were aware of being critical of government. However, there were no particular risks identified by the vast majority of participants.

Both researchers followed the UNICEF security protocol during the visits:

- Undertake security briefings at the respective UNICEF field offices
- Air and road travel was arranged/supported by UNICEF offices along with the requisite security clearances
- Use of VHF radio issued by UNICEF
- Participated in radio checks, head counts, etc.
- Carried forms of identification, such as passports, at all times, inclusive of multiple copies
- Avoided crowds and other sensitive areas as per United Nations Department of Safety and Security (UNDSS) guidance
- Travelled in groups at all times
- Dressed in a culturally appropriate manner
- Stayed in UNDSS-cleared guest houses/hotels

At the time of the fieldwork Pakistan was rated by the Australian Department of Foreign Affairs and Trade (DFAT) as Level 3: Reconsider your need to travel. As per UNSW Australia travel policy when travelling to a country identified by DFAT as Level 3, Professor Ilan Katz sought and received permission to travel from the UNSW Australia Deputy Vice-Chancellor (Academic). The researcher restricted his travel to Islamabad, the capital, and Sindh Province. Because of security concerns, he could not visit Khyber Pakhtunkhwa but carried out some interviews via Skype.

3.1.5 Fieldwork sites

Each country visit involved two study sites. The purpose of these case studies was to ‘drill down’ to the local level and talk to child protection practitioners (from government, NGOs and voluntary civil society organizations) working at the front line to understand: the current workings of the child protection system; the extent to which the system has changed since the mapping process; and the structural, functional and cultural factors affecting the system change. The case studies also looked at the interactions and boundaries with other systems, as well as the interaction between policymakers at the central and local levels and the operation of the system at ground level. The case studies were also used to identify programmes and practices that are perceived to be effective in those locations.

It was intended that the first case study would be a site in the capital city of each country. This was carried out together with the key stakeholder interviews and focus groups. The second was intended to be a regional location outside the capital but easily accessible during a short visit. A list of the case study sites in each country is provided in Table 2.

TABLE 2. FIELDWORK SITES

Country	Capital	Other site(s)
Nepal	Kathmandu (Lalitpur)	Makawanpur (Hadada)
Maldives	Malé	Fuvahmulah
Pakistan	Islamabad	Sindh (Karachi and Khairpur/Sukkur) Khyber Pakhtunkhwa*
Bhutan	Thimpu	Wangdue Phodrang

** In Pakistan, two provinces were chosen as case studies; Sindh and Khyber Pakhtunkhwa, but for security reasons it was not possible to visit the latter province, so the Sindh case study was extended to two sites within the province, and interviews of stakeholders in Khyber Pakhtunkhwa were conducted by Skype.*

3.2 Fieldwork details

Fieldwork visits were carried out between March and June 2017. In each country fieldwork lasted between 8 and 10 days. Overall, 181 participants were involved in the fieldwork, either in individual face-to-face interviews, group interviews or Skype interviews as indicated in Table 3.

TABLE 3. PARTICIPANT NUMBERS

Country	Face-to-face interview	Face-to-face focus group	Skype or telephone interview	Total
Nepal	16	48	0	64
Maldives	23	11	0	34
Pakistan	12	15	4	31
Bhutan	8	23	0	31
Others (Other UNICEF staff, consultants)	2		10	12

3.2.1 Nepal

Professors Ilan Katz and Marie Connolly visited Nepal from 5 to 18 March 2017. Poojan Shrestha was the in-country consultant who supported the mission and translated where necessary. In addition to interviews conducted with stakeholders in Kathmandu, the mission included two field trips – to Makawanpur, which is around five hours’ drive south of Kathmandu, and to the outskirts of the Lalitpur district. Face-to-face interviews and focus groups were conducted with more than 60 participants, including focus groups with two Child Protection Committees (CPCs) and two NGOs in the field sites and with an NGO consortium and an international NGO group in Nepal. Where consent was given, interviews and focus groups were audio-recorded and transcribed for in-depth analysis. Briefings were held with the UNICEF country office before and after the fieldwork. Additional interviews, mainly via Skype and telephone, were carried out with UNICEF staff and individuals who were consultants at the time of the mapping.

3.2.2 Maldives

Professors Katz and Connolly visited the Maldives from 2 to 12 April 2017. Rasheeda Ali was the in-country consultant who supported the mission and worked with UNICEF to develop the itinerary and access reports and information as needed. Interviews were conducted with government and non-government stakeholders in Malé, and the mission included one field trip – to Fuvahmulah, an island that is approximately one hour away by air, where face-to-face interviews and focus groups were conducted. Face-to-face interviews and focus groups were conducted with 34 participants. Interviews were conducted in Malé with government and non-government stakeholders as well as front-line workers, including a visit to a children’s home in Hulhumalé, and to the Family Protection Unit located at the hospital in the capital.

3.2.3 Pakistan

Professor Katz visited Pakistan from 3 to 13 May 2017. Imtiaz Ahmed was the in-country consultant who supported the mission and worked with UNICEF to develop the itinerary

and to access reports and information as needed. Interviews were conducted with stakeholders in Islamabad and for the field trip to Sindh. Interviews and focus groups with stakeholders in Sindh Province – in Karachi, Khairpur and Sukkur – included visits to children’s institutions in Khairpur and Sukkur (seven hours’ drive from Karachi). The second planned field trip to Khyber Pakhtunkhwa Province could not be conducted because of security considerations. Two stakeholders from the province were interviewed by Skype from Islamabad, and two further interviews were conducted from Sydney. While some information was collected about Khyber Pakhtunkhwa the report focuses mainly on Sindh Province and the overall Pakistan context. Altogether around 31 participants were involved in the consultation. Where consent was given, interviews and focus groups were audio-recorded and transcribed for in-depth analysis. Briefings were held with the UNICEF country office before and after the fieldwork. Additional interviews, mainly via Skype and telephone, were carried out with UNICEF staff and individuals who were consultants at the time of the mapping.

3.2.4 Bhutan

Professor Connolly visited Bhutan from 17 to 26 June 2017. Tandi Dorji was the in-country consultant who supported the mission and worked with UNICEF to develop the itinerary and access reports and information as needed. Interviews were conducted with government and non-government stakeholders in Thimphu, and the mission included one field trip to Wangdue Phodrang, a site approximately two hours’ drive from Thimphu. Interviews and focus groups were held with a wide range of government stakeholders, religious bodies, NGOs, the media and local volunteer groups that provide direct services within their communities. Altogether 31 participants were involved in the consultation. Where consent was given, interviews and focus groups were audio-recorded and transcribed for in-depth analysis. Briefings were held with the UNICEF country office before and after the fieldwork. Additional interviews, mainly via Skype and telephone, were carried out with UNICEF staff and individuals who were consultants at the time of the mapping.

3.3 Data analysis

Stakeholder focus groups and/or interviews were audio-recorded (where permission was given by participants), transcribed and coded for thematic analysis using NVivo 11 qualitative analysis software (QSR International). The analysis broadly followed the themes outlined in the question schedule – about the mapping and assessment process, key child protection issues, what the major changes have been (positives, negatives, drivers, etc.), as well as emergent themes. Where possible the analysis included information about changes for children (e.g. views on what had changed in the last three to five years, and where data were available, changes in the number of children reached by services, changes in the numbers of children facing specific protection risks).

3.4 Reporting

A number of reports have been provided by this project including:

- **Desktop review reports**, which include the review of the mapping and assessment documentation from each country as well as initial discussions with UNICEF country and regional staff, and other relevant key informants.
- **'Back to office' report** for each country that reviews the changes in the child protection system since the mapping and assessment. These include details of the fieldwork, the location of the site visits and a summary of organizations consulted.
- A **final synthesis report** that includes an analysis of the systems change in each country. This final report addresses the overall objectives of the study. This also includes documentation of the mapping and assessment processes in each country as Annexes, and the methodology (this document) as an Annex.
- **Country reports** for each of the four countries. These reports incorporate more detailed qualitative data from focus groups and interviews, and are intended to summarize the findings for participants and other stakeholders in each country.

3.5 Interview guide

The following questions were used to guide interviews with stakeholders.

Introduction

1. Can you describe your current role and responsibilities?
2. How long have you been in post?
3. How long have you had contact with child protection?
4. Describe the role and structure of your organization/agency

Review of the child protection system mapping and assessment process

1. Do you have knowledge of the child protection system mapping and assessment process that was completed in 2011/2012? [if no, skip to next section]
2. Can you briefly describe your role in the mapping and assessment process?
3. Who else was involved in the process and how did they contribute?
4. [If involved in the mapping and assessment process] Can you briefly describe the process and what it involved?
5. What tools were used in the process?
 - a. Do you think these helped in collecting the required information?
 - b. Were the tools appropriate for the context of the country?
 - c. Do you have any further comments about these tools?
6. What did you do with the information once it was collected?
7. How were the priority areas identified?
8. Do you have any comments about the mapping and assessment process?
9. What changes were these priority areas targeting within the child protection system?

10. Do you know of any changes that have occurred following the mapping and assessment process?
11. From your perspective, what worked well in terms of the process?
12. From your perspective, how could the process have been improved?
13. Has the mapping and assessment process influenced you or your own work?

Changes in the child protection system in recent years

1. What are the major developments in the child protection system in recent years (namely over the past five years)?
 - a. Has there been a change in people's understanding of child protection issues?
 - b. What have been the positive developments – (law and policy, programmes, processes, workforce, resources, practices, cultural change/awareness)
 - c. What have been the negative developments?
2. What have been the major factors influencing these developments?
 - a. Factors related to the child protection system and associated systems
 - b. External factors – e.g. change in public attitude, change in economic conditions
3. [If not answered above] Do you think the mapping and assessment process has influenced these changes? If so, how?
4. How well is the child protection system working now?
 - a. Leadership and governance
 - b. Interrelationships, tensions and opportunities
 - c. Perspectives of different actors
 - d. Drivers
 - e. Boundaries/focus
 - f. System focus – prevention and response
 - g. System change
5. What do you think are the most important priorities for developing the system further?

Concluding points

1. Are there any other comments or suggestions you would like to raise relating to the child protection system?
2. Thinking about our discussion, do you think there is anyone else we should talk to?

References

Government of Australia (2014), *National Statement on Ethical Conduct in Human Research 2007* (updated March 2014), National Health and Medical Research Council, Australian Research Council.

