

CHILD PROTECTION SYSTEMS GOVERNANCE
FOUR PACIFIC COUNTRIES: **REGIONAL
OVERVIEW**



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ACRONYMS AND ABBREVIATIONS

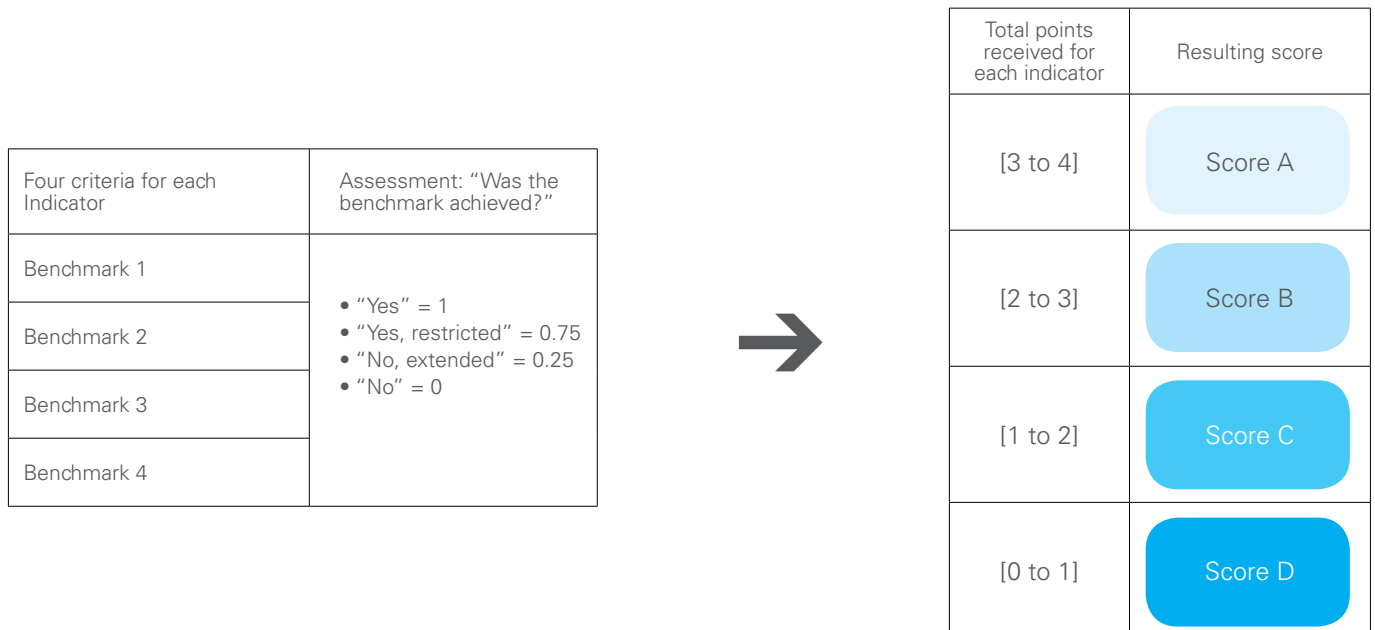
ADB	Asian Development Bank
APCoP–MfDR	Asia-Pacific Community of Practice on Managing for Development Results
APTC	Australia-Pacific Technical College
ASWOs	Assistant Social Welfare Officers
AusAID	Australian Agency for International Development
BRVS	Birth registration and vital statistics
C&P	Care and Protection Allowance (Fiji)
CDFs	Constituency Development Funds
CEWG	Core Economic Working Group
CHI	Child Helpline International
CICL	Children in conflict with the law
CP	Child Protection
CP GIF	Child Protection System Governance Indicator Framework
CPA	Child Protection Allowance (Fiji)
CRC	Convention of the Rights of the Child
CRIMS	Crime Reporting and Information Management System (Vanuatu)
CRP	Comprehensive Reform Program
CTD	Centre for Training and Development (Fiji)
CWVs	Community Welfare Volunteers
CYPFW	Children, Young People and Family Welfare Act 2012 (Kiribati)
DFAT	Department of Foreign Affairs and Trade
DHS	Demographic and Health Survey
DISMAC	National Disaster Management Council (Fiji)
DoSW	Department of Social Welfare
DSE	Development Services Exchange (Solomon Islands)
EAP	East Asia and Pacific
EUS	Employment and Unemployment Survey
FASW	Fiji Association of Social Workers
FIBOS	Fiji Bureau of Statistics
FICs	Forum Island Countries
FPF	Fiji Police Force
FWCC	Fiji Women’s Crisis Centre
GBV	Gender-based violence
GIF	Governance Indicator Framework
GIS	Geographical Information Systems
HIES	Household Income and Expenditure Survey
HIS	Health Information System
HRM	Human resource management
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
KAP	Knowledge, attitudes and practices
KDP	Kiribati Development Plan
KFHSS	Kiribati Family Health and Safety Study
KILGA	Kiribati Local Government Association
KNACC	Kiribati National Advisory Committee on Children
KNSO	Kiribati National Statistics Office
KP	Kiribati Police
KPA	Kiribati Policy Academy
M&E	Monitoring and evaluation
MBC	Ministerial Budget Committee (Vanuatu)
MEHRD	Ministry of Education and Human Resource Development (Solomon Islands)
MFED	Ministry of Finance and Economic Development (Kiribati)
MHMS	Ministry of Health and Medical Services (Kiribati, Solomon Islands)
MIA	Ministry of Internal Affairs (Kiribati)
MICS	Multi-Indicator Cluster Surveys
MISA	Ministry of Internal and Social Affairs (Kiribati)
MJCS	Ministry of Justice and Community Services (Vanuatu)
MJLA	Ministry of Justice and Legal Affairs (Solomon Islands)
MoE	Ministry of Education (Kiribati, Fiji)
MoENHCA	Fijian Ministry of Education
MoH	Ministry of Health (Fiji)

MoRES	Monitoring Results for Equity System
MoSWWPA	Ministry of Social Welfare, Women and Poverty Alleviation
MPGIS	Ministry of Provincial Government and Institutional Strengthening (Solomon Islands)
MPNSCS	Ministry of Police, National Security and Correctional Services (Solomon Islands)
MPS	Ministry of Public Service (Solomon Islands)
MQRs	Minimum Qualification Requirements
MSC	Most Significant Change (Stories)
MTDP	Medium-Term Development Plan
MTEF	Medium-Term Expenditure Framework
MTFF	Medium-Term Fiscal Framework
MTSP	Mid-Term Strategic Plan
MWYCA	Ministry of Women, Youth, Children and Family Affairs (Solomon Islands)
MWYSA	Ministry of Women, Youth and Social Affairs (Kiribati)
NAACC	National Advisory and Action Committee on Children (Solomon Islands)
NCCC	National Coordinating Committee on Children (Fiji)
NCPWG	National Child Protection Working Group (Vanuatu)
NDS	National Development Strategy (Solomon Islands)
NEPO	National Economic Planning Office (Kiribati)
NGO	Non-governmental organization
NPM	New Public Management
NSDP	National Sustainable Development Plan (Vanuatu)
NSO	National Statistics Office
OECD	Organisation for Economic Co-operation and Development
PAA	Priority and Action Agenda (Vanuatu)
PBS	Poverty Benefit Scheme (Fiji)
PEFA	Public Expenditure and Financial Accountability
PFM	Public financial management
PFTAC	Pacific Financial Technical Assistance Centre
PICs	Pacific Island countries
PLAS	"Planning Long, Acting Short" [Action Agenda] (Vanuatu)
PMR	Performance Management Reform (Solomon Islands)
PMS	Performance Management System (Vanuatu)
PQRs	Post-Qualification Requirements
PSC	Public Service Commission
RBM	Results-based management
RDSSSED	Roadmap for Democracy and Sustainable Socio-Economic Development (Fiji)
RERF	Revenue Equalization Reserve Fund (Kiribati)
RRF	Results and Resource Framework
RTCs	Rural Training Centres
SAM	Severe acute malnutrition
SFCCO	Strategic Framework for Change Coordinating Office (Fiji)
SIARTC	Solomon Islands Association of Rural Training Centres
SIFHSS	Solomon Islands Family Health and Safety Study
SINSO	Solomon Islands National Statistics Office
SINU	Solomon Islands National University
SOE	State-owned enterprise
SWD	Social Welfare Department
TVET	Technical and vocational education training
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNICEF EAPRO	United Nations Children's Fund East Asia and Pacific Regional Office
USP	University of South Pacific
VANGO	Vanuatu Association of non-governmental organizations (NGOs)
VEMIS	Vanuatu Education Management System
VFHA	Vanuatu Family Health Association
VHWs	Village Health Workers
VNSO	Vanuatu National Statistics Office
VQMS	Vanuatu Minimum Quality Standards [for Primary Schools]
WG	Working Group

SUMMARY OF FINDINGS

RESULTS MATRIX

	Predictive learning	Navigational leadership	Strategic anticipation	Agility	Resilience	Open collaboration
Policy process	1.1 Clarity and consistency of child protection priorities	1.2 Coherent specification of key child protection concepts	1.3 Preparedness to volatile environment	1.4 Policy coordination structures	1.5 Policy monitoring and evaluation	1.6 Synergies across sectors
Public financial management	2.1 Multi-year budgeting based on realistic costing	2.2 Transparency and creditability of budget allocations	2.3 Spending flexibility	2.4 Neutrality of financial incentives	2.5 Value for money	2.6 Effective structures for decentralized funding
Human resource management	3.1 Standards for child protection professionals	3.2 Personnel accounting and payroll control	3.3 Continuity across electoral cycles	3.4 Training to maintain up-to-date expertise	3.5 Performance evaluation	3.6 Attracting and retaining qualified staff
Information management	4.1 Use of evidence in policy process	4.2 Quality of child protection databases	4.3 Responsiveness to changing policy demands	4.4 Data consolidation and exchange	4.5 Links between data users and producers	4.6 Links to national child protection research agenda
Quality assurance	5.1 Quality guidance and standards	5.2 Creditability and regularity of inspections	5.3 Encouragement of innovation	5.4 Effective gate-keeping and referrals	5.5 Enforcement and follow-up	5.6 Integration with communities
Comms and influencing	6.1 Clarity of child protection Communication Strategy	6.2 Availability of evidence on values and attitudes	6.3 Alertness to changing risks	6.4 Interactive engagement with key audiences	6.5 Building on existing positive values	6.6 Involvement of opinion leaders into behaviour change agenda





PART I. BACKGROUND AND METHODOLOGY

Child protection in the Pacific from 2008-2014

The 2008-2012 Agenda

For the four countries participating in this assessment, the past decade (2006-2015) became a new page in the pursuit of child safety and wellbeing. The Pacific Regional Framework, developed in 2006, and the UNICEF Child Protection Programme 2008-2012, have adopted a Protective Environment approach – a holistic multi-disciplinary vision for strengthening prevention and response to child abuse, strongly focused on building up national systems (UNICEF Pacific, 2008). It echoed the global trend towards system-based child protection, formalized in the 2008 UNICEF Child Protection Strategy (UNICEF, 2008) (see *Figure 1*). Mainstreaming of these principles into the UNICEF Programme, as well as Results and Resource Framework (RRF), and extending this work geographically to cover Kiribati and Solomon Islands in addition to the previous activities in Fiji, Samoa, and Vanuatu, created strong momentum for change. As will be shown in this report, despite significant challenges, the agenda launched in 2008 became the key driving force behind breakthrough improvements in political, legislative, institutional and attitudinal dimensions of child protection systems throughout the region.

The movement away from small-scale “palliative” projects towards broader system-based solutions launched in 2008 required, in the context of the Pacific nations, new legislation, new social services, and behaviour change among families and communities. Consultations for the development of the Pacific Regional Framework in 2006 showed that while Governments were increasingly recognizing child protection as a policy concern, they lacked resources, capacities and legal frameworks to address it. Responding to this, the 2008-2012 Strategy and RRF included three core Outcomes:

1. Children are increasingly protected by legislation and are better served by justice systems that protect them as victims, offenders and witnesses;
2. Children are better served by well informed and coordinated child protection social services which ensure greater protection against and respond to violence, abuse and exploitation;
3. Families and communities establish home and community environments for children that are increasingly free from violence, abuse and exploitation.

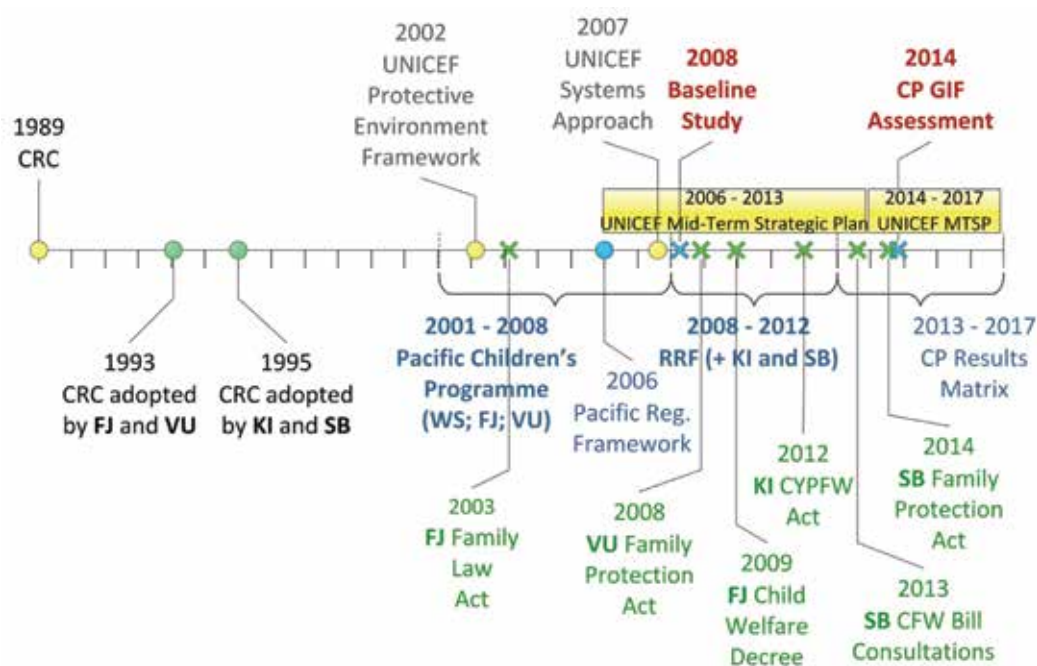
To support the new Strategy, UNICEF supported a 2008 Baseline Assessment of the child protection systems in the four countries. In 2008, just after the launch of the new Strategy, UNICEF partnered with Australian Agency for International Development (AusAID) and the Governments of Fiji, Kiribati, Solomon Islands and Vanuatu to undertake a Baseline Assessment of the respective national child protection systems. The report was titled “Protect me with Love and Care” – “directly reflecting the children’s response when asked about how they wanted to be best protected” (UNICEF Pacific, 2009). It included in-depth reviews of the situation in child protection in each of the four countries at the time and a detailed list of resulting recommendations.

The 2008 Baseline Assessment was strongly linked to the three RRF 2008-2012 Outcomes. In line with its mandate to create an evidence-based platform for the implementation of the RRF, the 2008 Baseline Assessment was clearly structured on the three RRF Outcomes. However, for each of the four countries, the team has developed a set of more specific results, breaking down the overarching RRF Outcomes into sub-outcomes and indicators relevant for particular country context. This allowed making both

broad comparisons to be made across the countries in terms of the core Outcomes and some comparisons across sub-themes which appeared relevant across all contexts (e.g. birth registration, barriers to access to formal services, approaches to organization of child care at the community level such as availability of child protection plans, role of parents, caregivers, teachers and educators).

Implementation of the 2008 Baseline Assessment relied on highly participatory, community-mobilizing methodology, which in itself became an important reform driver in each of the countries. For each of the four assessed countries, the 2008 Baseline Assessment became more than an evidence-gathering tool. The research included two wings: a legislative review and a participatory survey supported by group activities and workshops, which covered 3,736 people in 115 locations, including: children; young adults; adult community members (parents, caregivers); justice representatives; police; religious leaders; education representatives; health workers; civil society organizations; social welfare staff; youth leaders; and religious leaders (UNICEF; AusAID, 2008). This approach required establishing strong partnerships with governments at central and sub-national level, as well as extensive community development and awareness raising effort. As will be shown by this report, this work in 2008 left a major trace in the child protection policy landscape in each of the four countries and, in many cases, became the first intensive advocacy campaign for child safety and wellbeing.

Figure 1. Child protection timeline: Pacific nations and global trends



Post-2008 initiatives to operationalize the systems-based approach

In the years after the 2008 Baseline Assessment, as partners around the Pacific worked on the agreed agendas, global thinking on system-based child protection development continued to evolve. The view on child protection as a complex system, which is more than the sum of its individual parts, became widely mainstreamed since the adoption of the Convention of the Rights of the Child (CRC) in 1989. The cross-cutting nature of child protection became highlighted in national policies and CRC periodic reports and received support as a concept by decision makers and field workers. However, using the concept also proved to be an evasive task in practice. Upon the formalization of the systems-based approach in 2008, UNICEF led a range of efforts to operationalize the systems-based approach. This included, among other efforts, research to define what the "child protection system" theoretically is, mapping actual existing systems in diverse contexts, and using the knowledge of the current systems to define best strategies and

policies. In particular, the theoretical exploration of the systems approach was offered in a paper commissioned by UNICEF in 2010 (Wulczyn, Daro, Fluke, Feldman, Glodek, & Lifanda, 2010) and was taken further through a series of practical system mapping exercises (including, e.g., the work by Maestral International¹ based on a specifically developed Child Protection System Mapping Toolkit (UNICEF, 2010) and multi-disciplinary system mappings and assessments by Child Frontiers²).

Thinking about child protection as a system also raised questions on how such systems could be monitored and evaluated in a measurable, evidence-based way.

The numerous child protection indicator sets which were developed prior to 2007-2008 focused on individual issues and categories of children, such as the Juvenile Justice Indicators (UNDOC and UNICEF, 2006) and Formal Care Indicators (Better Care Network, UNICEF 2009), thereby supporting fragmented, response-oriented approaches. However, there was no standardized set of quantifiable measures which would describe the state of child protection as a system, indicate directions for improvement, and enable cross-country comparison and experience sharing.

The search for systems-based child protection indicators was galvanized by the growing importance of the equity agenda which began to emerge in 2010.

The UNICEF Strategy for 2014-2017 called for a major reprioritization of efforts to reach excluded and most vulnerable children and women (UNICEF, 2013). This new equity framework was based on the idea of focusing resources on the most cost-effective interventions in order to target those who are in the most need of help. But increasing the cost-effectiveness of investment required a fundamental improvement in the diagnostics: being able to see what constitutes the most significant, underlying bottlenecks and barriers to improve coverage of vulnerable children with effective services. For UNICEF in particular, the changing approach affected child protection programming, where the focus was increasingly on measuring and delivering results. As will be discussed in the next sections, in 2010-2011, UNICEF adopted a new internal Monitoring Results for Equity System (MoRES) which included the analysis of child protection system issues as part of the organization's programming cycle (UNICEF; Universitas Indonesia; Columbia University Mailman School of Public Health, 2010). However, these developments remained limited to donor-funded programmes rather than government-led changes in national evaluation approaches.

In 2010-2013, UNICEF East Asia and Pacific Region Office (EAPRO) led an initiative to develop a regional set of indicators for system-level measuring and monitoring in child protection – the Child Protection System Governance Indicator Framework (CP GIF).

Following up on the UNICEF commitment to strengthen performance of complex child protection systems, UNICEF EAPRO proposed a new approach to analyse the performance of child protection systems in the region. The key purpose of this work was to provide partners across the East Asia Pacific (EAP) region with a practical platform – a joint, standardized set of measures – to be used for assessment of system-level progress in child protection reforms at the national level and for sharing experience and best practices. The CP GIF was developed in two phases: a conceptual design of initial indicators was finalized in 2010-2011, and during 2012-2013 it was updated based on a pilot-test in Indonesia, Philippines, Fiji and Kiribati.

Given the cross-cutting nature of the CP GIF and its pilot-tested relevance to the Pacific, the tool was chosen as the key method for the UNICEF Pacific Child Protection Programme Periodic Review in 2013-2014.

Participation of Fiji and Kiribati in the approbation of the initial CP GIF Indicator set in 2013 showed that this diagnostic tool was useful in reflecting the complex challenges faced by these nations. By analysing the system's functions, rather than individual issues, CP GIF helped to identify barriers and bottlenecks in the processes within the system which transform consumed resources (including human resources, funding and infrastructure) into the system goals. Building on this experience, the CP GIF review was extended to assess child protection system governance in all four Pacific countries that participated in the 2008 Baseline Assessment, thereby evaluating progress and informing the UNICEF Pacific Child Protection Programme Period Review of the results.

¹ <http://www.maestralintl.com/>

² <http://www.childfrontiers.com/>

Child Protection System Governance Indicator Framework Assessment: Key elements

Approach

The Child Protection System Governance Indicator Framework (CP GIF) Assessment is an attempt to analyse child protection systems as complex organisms operating in highly uncertain external environments. From around the 1950s to the present, analysis of complex social systems gradually shifted from the initial focus on “new public management,” with its emphasis on command and control, towards softer governance approaches that appreciate interconnected decision-making powers spread across a range of actors in the system. This fundamental shift is described in detail in Annex 1. It shows that applying pure results-based management of systems such as child protection is hardly possible, given that units of authority and power in such systems involve multiple agents who jointly define final outcomes. “Managing” results delivered through such systems with the help of vertical strategic control tools and bureaucratic hierarchies is not sufficient. Instead, when results are delivered through a living network of inter-connected agents capable of self-organizing (or conflicting) among each other, the systems require “network governance” of individual behaviours connected through horizontal “communication protocols”.

Governance Indicator Framework (GIF) describes the child protection system as a matrix of key system functions and key managerial capacities needed to coordinate multiple agents under uncertainty. In the framework of the Actor-Network Theory, every agent within the system is constantly faced with a range of unpredictable external factors which disrupt or modify original circumstances and even intentions (Montenegro & Bulgacov, 2014). Achieving results under this setup requires that the agent adopts a set of particular managerial capacities which would help to successfully surf the waves of uncertainty towards fundamental institutional goals. Instead of abandoning the results-oriented culture, this approach complements it with an additional layer of expectations that need to be in place for successful performance as a complex adapting system. To achieve this, GIF includes a set of indicators which represent a two-dimensional matrix:

- The first dimension lists the key functions (or “domains”) of the child protection system. These functions (domains) could be seen as what actions the central institutional unit of authority – i.e. the Government – takes to build and maintain a protective environment for children. As discussed earlier, these are managerial processes which transform resources into results. Depending on the nature of these resources, the functions are broken down into six “domains” – (1) Policy process; (2) Public financial management; (3) Human resources management; (4) Information management; (5) Quality assurance; and (6) Public communications and influencing.
- The second dimension of the indicator set looks at each of the six system’s functions listed above from the angle of how these processes are organized in terms of the system’s interaction with the uncertain external environment. In terms of such interaction, there are also six major expectations to how the governments should fund individual domains to successfully manage uncertainty. These six expectations were formulated by a specific study undertaken in 2011. It surveyed a multi-country sample of international and public sector organizations to identify the most successful strategies they used during the period of global disruptions in 2008-2010 for sustaining organizational achievement (Syrett & Devine, 2012). These six expectations of the managerial processes included: (1) Predictive learning; (2) Navigational leadership; (3) Strategic anticipation; (4) Agility; (5) Resilience; and (6) Open collaboration.

The resulting matrix of 36 (6x6) indicators is presented Figure 2 below. The individual indicators break down each of the system functions into six core requirements for the successful management of respective class of resources. But these indicators are selected and grouped in a way which allows reflection on how these managerial capacities are responding to the needs of child protection as a complex, open and adapting system.



Box 1. The Six Capabilities for Managing Uncertainty: Findings from a 2011 multi-country study

While the current interest in uncertainty is often predominantly associated with the lessons from the 2008-2010 economic crisis, developments since the crisis showed that the level of social, economic and environmental volatility only continued to expand and that traditional managerial solutions which addressed crises as temporary phenomena were no longer effective. To propose new, practical managerial solutions for this changed reality, a specific study was undertaken in 2011 by Michel Syrett and Marion Devine, writers and business and management researchers (Syrett & Devine, 2012). The study was based on a survey of senior executives from 205 international companies and public sector organizations which aimed to identify which approaches to management of uncertainty proved most successful.

The study concluded that achieving results in complex organizations operating in volatile environments depended much less on the particular skills of the senior executives but on a range of “organization-wide capabilities which contribute to its strategic readiness”:

- 1. Predictive learning**, defined as: “The capacity to sense, probe and analyse previously hidden patterns and trends in order to anticipate sudden and disruptive change”
- 2. Navigational leadership**, defined as: “The capability to instil a collective sense of where the organization is and the confidence and optimism to move forward into an uncertain future.”
- 3. Strategic anticipation**, defined as: “The capacity to determine and the ability to implement a strategy that is highly responsive to an unpredictable and potentially volatile environment.”
- 4. Agility**, defined as: “The capability to move rapidly and flexibly in order to shape or adapt to the threats and opportunities arising from uncertainty.”
- 5. Resilience**, defined as: “The capability to absorb and positively build on adversity, shocks and setbacks.”
- 6. Open collaboration**, defined as: “The capability to dissolve boundaries, forge links and reach outside through partnerships and the sharing of ideas and information to gain a broader perspective and maximize innovation.”

Figure 2. Child Protection System Governance Indicator Matrix

	Predictive learning	Navigational leadership	Strategic anticipation	Agility	Resilience	Open collaboration
Policy process	1.1 Clarity and consistency of child protection priorities	1.2 Coherent specification of key child protection concepts	1.3 Preparedness to volatile environment	1.4 Policy coordination structures	1.5 Policy monitoring and evaluation	1.6 Synergies across sectors
Public financial management	2.1 Multi-year budgeting based on realistic costing	2.2 Transparency and creditability of budget allocations	2.3 Spending flexibility	2.4 Neutrality of financial incentives	2.5 Value for money	2.6 Effective structures for decentralized funding
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Scoring methodology

The Child Protection System GIF aims to find a balance between qualitative and quantitative assessment in analysing child protection systems. One of the central questions throughout the design process of GIF was how to combine quantifiable information sources with qualitative analysis. It was clear that while some child protection system Governance Domains would be more likely to generate metrics than others, proper diagnosis would still require some qualitative analysis of such quantitative statistics. The Framework therefore required some coherent methodology to combine the two types of insights.

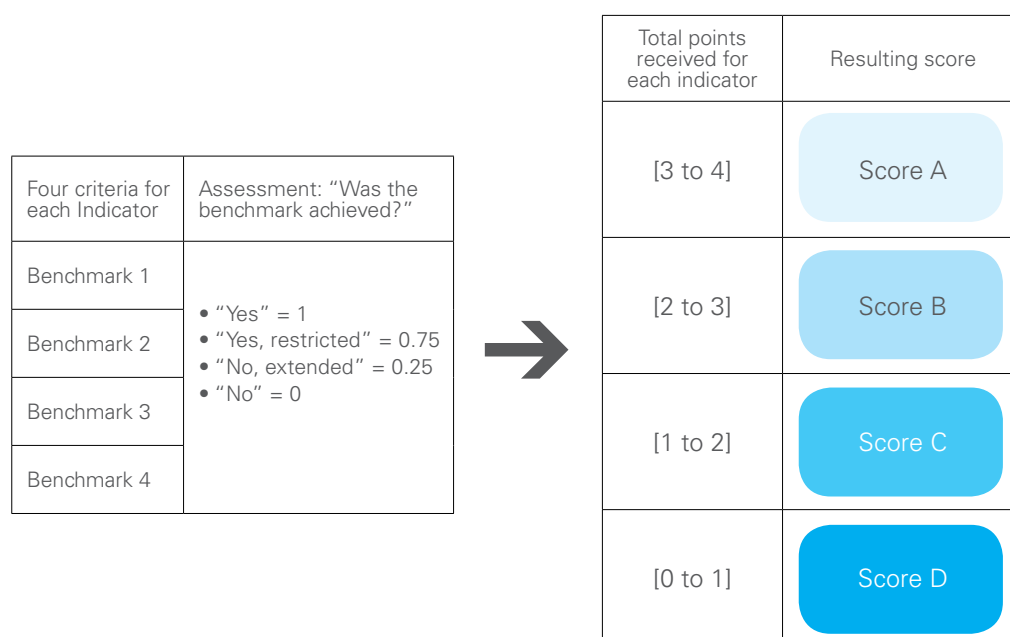
Although some sources of governance data are more likely to generate metrics than others, governance indicators always require additional qualitative analysis of quantitative statistics. Generally, governance system assessment tools draw from five sources of information: written surveys (e.g., self-assessments), dialogue-based processes (e.g., interviews, focus groups), indirect observation (e.g., what the assessment team sees when it is in a government building or in a meeting with civil society actors), direct observation (e.g., shadowing a staff member over a day to see how decision processes work), and quantitative data (e.g., on services provided – such as the way children are treated by the juvenile justice system). It is often tempting to believe that tools and sources which generate metrics (numbers) are somehow providing more objective data. Unfortunately, such objectivity is largely illusory. Objectivity will depend on whose opinion is being quantified. For example, survey data, while presented in a quantitative fashion, are often perception-based. Also, many qualitative assessments are converted into scores or ratings, usually based on clear scoring criteria. Objectivity also depends upon the accuracy of the source when data are presented in the form of raw statistics. A good example is child abuse and neglect data or data on child trafficking which can be problematic for countries to collect from ministries of the interior or ministries with responsibility for social welfare. In addition, cross-country comparisons are risky because of the different national definitions used by data generators and users. It is essential, therefore, for governance-system data to dig beneath the surface of quantitative statistics.

In measurement of Child Protection Systems Indicators, distinctions between hard and soft data are often blurred. Many governance tools and sources rely heavily upon qualitative data, which are essential for measuring changing processes in key thematic areas. For some tools, qualitative data are reported in a narrative format and, for others, they are converted to a score. Both qualitative and quantitative information is necessary for measuring components of governance, but neither is necessarily superior to the other. There is often less risk attached to qualitative data, whereas quantitative data can be spurious or inaccurate depending upon the source. Ideally, qualitative data should be substantiated by quantitative data. In practice, it is often difficult to generate the quantitative data required during the short time in which typical governance assessments take place, unless the government's information and statistical systems have already been designed to produce this information. One type of qualitative data – perceptions – is often treated dismissively, especially by professionals trained to search for numbers. Yet, the opinions of service users and the views of public officials can provide valid data concerning the strengths and weaknesses of particular governance themes. Because the views of stakeholders affected by the performance of public services are extremely relevant, such soft measures can be legitimately regarded as hard data.

In order to develop a standardized set of measures applicable across diverse and changing country contexts, the Child Protection System GIF strongly relies on the method which converts qualitative assessment into scored rankings. This method is derived from practical experience of previous studies – such as the Public Expenditure and Financial Accountability (PEFA) study. For each of the governance indicators, this method establishes unified sets of benchmarks and standards which are then used as criteria for the qualitative, in-depth assessment of particular child protection systems. This creates an opportunity to convert a country-specific qualitative perspective into a standardized score.

As the GIF developed from its very first edition in early 2010, the qualitative component of the method was gradually expanded. First, upon the consultations with the UNICEF country offices in 2010, a number of indicators that were originally proposed for measurement by more quantitative methods were replaced in the process of consultations at country level with indicators which represent qualitative assessments converted into scored rankings. Practical piloting of the indicators in 2013-2014 showed that qualitative benchmarks were an overwhelmingly more sensible approach. The method proposed based on these consultations is presented in Figure 3.

Figure 3. Revised Child Protection System GIF scoring methodology



Assessment process

In each of the four countries, the work was undertaken through the following key stages:

- **Consultations with the national partners.** Country-level activities under this project were orchestrated by the UNICEF country offices which acted as champions of the approach and a key platform for inter-agency consultations. With the help of the UNICEF teams, each of the four national exercises began with introductory consultations with a relevant range of national partners (*see Table 1*). These consultations introduced the key concepts and consolidated opinions on their possible relevance in the particular country context. The consultations also aimed to generate thoughts on possible country-specific policy use of the GIF and to agree on expectations of the partners to the end product of the exercise.
- **Exploratory GIF assessments and production of country reports.** For each of the four countries, this assessment reviewed the current state of the national child protection systems against the GIF matrix indicators. The exploratory country-level assessment aimed to formulate preliminary observations on national progress and regional trends for the purpose of sharing best practices.
- **Discussions of findings and incorporation of feedback.** Defining the best approach to linking GIF with the country systems is work in progress. The idea of governance assessment is to create a joint understanding of reform agenda useful for governments as well as external partners. Results of the exploratory GIF assessments were shared with partner governments as draft versions, inviting their feedback, corrections and comments. Consolidated findings were also presented at the UNICEF EAPRO Child Protection Conference in March 2015.



Table 1. Working in the four countries: Key facts

	Kiribati	Fiji	Solomon Islands	Vanuatu
First round of consultations	June 2013	December 2013	October 2014	November 2014
Key partners involved in the consultations	Inter-Agency Working Group on Child Protection led by the Ministry of Women, Youth and Social Affairs (MWYSA) and its participating agencies (KPS, MoE, MHMS etc.); Kiribati Local Government Association (KILGA), National Statistics Office (NSO), Ministry of Finance and Economic Development (MFED).	National Coordinating Committee on Children (NCCC) and its participating agencies (MoSWWPA, FPF, MoE, MoH, Ministry of iTaukei Affairs); Fiji Bureau of Statistics (FIBOS).	Ministry of Women, Youth, Children and Family Affairs (MWYCA) Child Desk; Department of Social Welfare under the Ministry of Health and Medical Services (MHMS); Ministry of Provincial Government and Institutional Strengthening (MPGIS); Ministry of Police, National Security and Correctional Services (MPNSCS).	Ministry of Justice and Community Services (MJCS) Child Desk; BRVS Task Force and its member agencies; provincial stakeholders in Tafea Province (local government, Provincial Education Office, Child Protection Officer).
Major concerns/ requests	<ul style="list-style-type: none"> • Keep the instrument simple and practical, to enable future use with the limited local capacities; • Consider using the GIF process to empower the MWYSA in embracing new strategic planning and monitoring and evaluation (M&E) methods championed by the MFED; • Consider a regional scale-up of GIF analysis for the purposes of experience sharing; • Consider sharing GIF results with the PFTAC for the purposes of sector-specific elaboration of PEFA analysis. 	<ul style="list-style-type: none"> • Consider using the GIF assessment for the progress review activities of the NCCC; • Consider a regional scale-up of GIF analysis for the purposes of experience sharing. 	<ul style="list-style-type: none"> • USE GIF to explore options for implementation mechanisms to support the Child and Family Welfare Bill. 	<ul style="list-style-type: none"> • Use GIF to explore options for a viable community-based model of child protection and a related “theory of change” to inform development of a future Child Protection Policy.
Second round of consultations	December 2013	-	-	-
Data collection mode	<ul style="list-style-type: none"> • Focus group discussions with key partners; • Bilateral interviews with key partners; • Desk research; • Mini-survey (unrepresentative sample of child protection professionals from a range of islands). 	<ul style="list-style-type: none"> • Focus group discussions with key partners; • Bilateral interviews with key partners; • Desk research; • Mini-survey (unrepresentative sample of child protection professionals). 	<ul style="list-style-type: none"> • Focus group discussions with key partners; • Bilateral interviews with key partners; • Desk research. 	<ul style="list-style-type: none"> • Focus group discussions with key partners; • Bilateral interviews with key partners; • Desk research.
Draft assessment covering developments during the period up to:	August 2014	June 2014	March 2015	April 2015

Sources of evidence

Exploratory governance analyses undertaken within this assessment were based on the following range of evidence:

- **Review of regulations.** An indispensable element of governance is the rules of the game which influence behaviours directly and as indirect incentives. Any assessment should, therefore, aim to analyse relevant legislation. This research has undertaken a limited regulatory analysis for each of the assessed countries.
- **Review of secondary sources.** It is impossible and unreasonable to base the assessment of such a complex system as child protection exclusively on primary data. Ideally, the systemic review of prior research could be used as a platform for further investigation. Analysis of secondary sources of information was the key approach used in this study for all four countries.
- **Field research, including surveys.** The literature on governance highlights the principal differences between rules and practices in defining governance outcomes (Savedoff, 2011). While regulations may be in place, what defines systemic incentives is how these rules work in reality and what actual practices are in place as determinants as well as the results of managerial decisions.

This study had extremely limited possibilities for relying on direct collection of field data. In all four countries, the project organized a range of bilateral interviews and focus group discussions, although the agenda of these meetings was a mixture of GIF process consultations and exploratory data gathering (see Table 1). In Kiribati and Fiji, the assessment included a mini-survey of child protection professionals (see Table 2). Given the very small size of the child protection field workforce in Solomon Islands and Vanuatu, survey data for these countries was not collected. However, even in this limited assessment, the draft scores based on interviews, focus group discussions, secondary data and regulatory reviews are useful in showing where gaps exist even at the level of rules, thereby helping to prioritize further investment in additional surveys.

Table 2. Mini-survey in the Pacific Islands: Key parameters

Mini-survey parameters	Kiribati	Fiji
Sample size	31	17
Sampling method	Convenience sampling	Convenience sampling
Inclusion criteria	Administrators and frontline professionals providing child protection services (social welfare, education, healthcare, police)	Administrators and frontline professionals providing child protection services (social welfare, education, healthcare, police)
Geographical coverage	All islands	Central, divisional and district level; precise communities not specified
Period of field work	December 2013 – March 2014	December 2013 – March 2014



PART II.

COMPARATIVE ANALYSIS

Progress since the 2008 Baseline Assessment

Legislation

2008 Baseline Assessment:

In each country, legislation promoting child protection is wholly inadequate. However, there are promising initiatives in the pipeline, such as the National Child Protection Policy in Fiji, the National Children's Policy and Plan of Action in Solomon Islands, and the proposed and ongoing Penal Code reforms in several countries. However, to be of use, proposed Bills need to be passed and existing laws need to be expanded, updated and operationalized.

- Since 2008, all four countries implemented significant legislative changes to establish regulatory frameworks for their child protection systems. Key achievements were made in developing and, in some cases, introducing framework laws which establish mandatory reporting of child abuse and exploitation as well as clearly defined gatekeeping responsibilities and referral guidelines:
 - ✓ Fiji complemented its existing legal framework (including the Family Law Act 2003) with a Child Welfare Decree 2009-2010, which established clear requirements and guidance for child abuse reporting.
 - ✓ Kiribati developed and introduced the Children, Young People and Family Welfare (CYPFW) Act 2012, which launched the process of gradual mobilization of a new, comprehensive child protection system. At the time of this assessment, this process was in the early stages, including significant actual progress, with ambitious commitments which still have to materialize, and gaps not yet covered with either plans or actions.
 - ✓ Solomon Islands introduced the Family Protection Act 2014, covering domestic abuse, and completed wide consultations to develop a Child and Family Welfare Bill which establishes a comprehensive framework for child protection systems, including a system of referrals and a gradual expansion of the social welfare workforce.
 - ✓ Vanuatu introduced the Family Protection Act 2008, also focused on domestic abuse issues including domestic child abuse, and initiated a multi-stage process of consultations for designing a Child Protection Policy. In addition, the Government launched a review of the Civil Status Registration Act 1988 through the Law Commission, supporting the highly successful Birth Registration Initiative in 2013-2014.

Justice and social welfare

2008 Baseline Assessment:

"In the Justice and Social Welfare Sectors, there are some positive developments, with the introduction of dedicated welfare departments and some inter-agency referral and collaboration between services related to child protection evident. However, protocol guidelines need to be clarified and operationalized, staff require greater awareness of procedures, as well as more training and institutional support. Social welfare departments, the police, justice systems and other agencies related to child protection also need more specific guidelines, standards and processes. Social welfare services need to work more closely with communities to foster positive parenting skills, build protective environments, and develop and implement community child protection plans."

- Establishing well informed and coordinated child protection social services to ensure greater protection against and in response to violence, abuse and exploitation has been a challenge to most countries covered by this report, but some have reached stronger success than others:
 - ✓ At the time of the 2008 Baseline Assessment, Fiji had already set up an active frontline workforce of social welfare officers operating at the divisional level. However, the Assessment recommended further upskilling of these specialists, supplying them with clearer referral guidelines and coordination structures, as well as giving their work a sharper focus on child protection compared to other tasks such as social welfare. Since 2008, the Government has made significant progress in this direction. In 2013-2014, the lead Ministry of Social Welfare, Women and Poverty Alleviation (MoSWWPA) started allocating dedicated funding to welfare officers' training; and the Child Welfare Decree 2010 introduced comprehensive mandatory referral guidelines. While the mini-survey for this assessment found that welfare officers were still strongly focused on social assistance tasks (such as the issuing of food vouchers), they began to work increasingly on child protection awareness-raising programmes, supervision of community volunteers and case management. The 2013 Government's Functional Review recommended extending the number of existing welfare officers by 23 new posts to reinforce field operations and focus specifically on child welfare issues.
 - ✓ Like Fiji – but not like many other Pacific Island countries (PICs) – Kiribati also has an established workforce of Assistant Social Welfare Officers (ASWOs) employed by the Ministry of Women, Youth and Social Affairs (MWYSA) and represented on every island in the country. Since the 2008 Baseline Assessment, in addition to significant upskilling, the role of the ASWOs was fundamentally strengthened by the CYPFW Act 2012, which introduced the mandatory reporting of child abuse and a clear set of rules for all actors in child protection to prevent and respond to suspected cases of child abuse (a clear gatekeeping role for the Ministry responsible for child and family welfare, a referral system, emergency protection powers and procedures, protection of whistle-blowers etc.). Given the novelty of the act and despite the new formal requirements, at the time of this assessment (2013-2014) most referrals still followed informal rules (e.g., unwritten rules to allocate financial support to pay for transportation for the safety of any children in immediate danger and long-standing agreements with particular faith-based organizations to shelter children and women requiring protection).
 - ✓ Solomon Islands has just begun designing a new, quality-oriented but affordable system of welfare services in child protection. The outline of the new system is established within the Child and Family Welfare Bill, which still awaits Parliamentary approval. However, even within the Bill, the system is defined in rather broad terms and still requires significant support for operationalization.
 - ✓ The Vanuatu Government has made a series of attempts to build a system of child protection that would be effective but realistic, given the limited funding available to expand formal services and significant cultural and informational barriers that need to be addressed. After the 2008 Baseline Assessment, the lead Ministry of Justice and Communal Services (MJCS) undertook two further studies to design a child protection model; one having been discarded as unaffordable, and the other – the 2011 Child Protection System Mapping – having resulted in a recommendation for a hybrid system of child welfare, building on support mechanisms which are already available through traditional community-based structures and within other sectors (in particular, Education and Health). Broad recommendations from the 2011 Child Protection System Mapping have been piloted on two islands of the Tafea Province. While this work has generated important lessons and improvement in the lives of many children in the pilot communities, many elements of the new system are still uncertain.

- Within the justice systems, support to child victims of abuse and exploitation has been gradually developing in most of the assessed countries, although progress has been more challenging in Solomon Islands:
 - ✓ In Fiji, activities have begun to expand child protection capacities within the Fiji Police Force (FPF). According to the MoSWWPA, the FPF already began to implement these commitments in early 2013: a memorandum of understanding was signed with the police listing particular plans such as the provision of the 24-hour turn-around time on violence cases and the increase of the percentage of female officers (Ewart, 2013). Some programmes are in place for the specific training of police officers in child protection issues, but it is not clear whether such training programmes are comprehensive and consistent. In 2012, a sample of police officers participated in a training programme on child labour issues and ways to work with the communities to prevent related risks (International Labour Organization (ILO), 2012). However, there is no immediate evidence on whether such capacity building activities are regular and systemic.
 - ✓ In Kiribati, coordination with the Justice Sector has been developing through the expanding network of Domestic Violence and Sexual Offences (DVSO) Units and comprehensive child protection training which was provided to the entire police force.
 - ✓ In Vanuatu, the Ministry of Justice and Community Services (MJCS) and Vanuatu Police Force have been working to establish new procedures to support children in the justice system. As an implementation measure for the Family Protection Act, the Government has gradually developed a network of Family Protection Units (FPU) in the police offices across the country; the Vanuatu Police Force adopted Standard Operating Procedures (SOPs) for Investigations involving Children and Youth (Vanuatu Police Force, 2011). These SOPs outline key principles of dealing with children, provide reference to respective laws, describe requirements as to duties in the key procedures of taking a statement from a child witness, (e.g., procedures for taking youth from school, persons to be present during investigation, provision of advice to parents, legal representation, conducting personal searches etc.).
 - ✓ In Solomon Islands, although the Police operate specialized Sexual Assaults and Family Violence Units, which were first organized in Honiara but currently exist in all provinces, there are no specialized services or capacity to deal specifically with children.
- All four countries are working to develop comprehensive juvenile justice systems but are facing capacity and infrastructure constraints:
 - ✓ In Fiji, increased commitments in juvenile justice still lack operationalization to ensure full compliance. The 2008 Baseline Assessment acknowledged increased legislative protection for children in the justice system, but also observed numerous difficulties with the actual implementation of legal commitments. Focus group discussions held during this assessment found that practical implementation is still constrained by a lack of detailed guidance on the implementation of the reformed rules for juvenile justice. At the same time, the Government consistently increases the range of implementation measures. These include revitalization of the Juvenile Justice Bureau within the FPF; provision of legal counselling for all young offenders by their welfare officers; growing rates of pre-trial diversion as a result of authority provided to police officers by the new FPF Standing Orders; and the introduction of a range of community correction mechanisms for young offenders.

- ✓ In 2008-2009, Kiribati developed a Juvenile Justice Manual, which was, at that time, praised as one of the most advanced written provisions for juvenile justice among PICs (UNICEF Pacific, 2010). The Manual established a Juvenile Court³ and special procedures for dealing with children in conflict with the law (CICL), including a non-legislative Court Diversion Scheme (CRIN, 2010). Further legal reforms are ongoing based on previous non-legislative policies for court diversion and community-based policing. A new Juvenile Justice Bill was under consideration by the Parliament at the time of this assessment (2013-2014). In practice, while detention of persons below 16 years has essentially never occurred in Kiribati, if this would happen, children would have to be put in the same facilities as adults because no separate facility is yet available.
- ✓ Solomon Islands has a juvenile facility within the Rove Correctional Centre in Honiara, established in 2006. In the past years, its infrastructure has been improved and the staff have received specific training. However, it cannot cope with the growing amount of juvenile detainees and does not have separate premises for (potential) female prisoners. The current plan is to expand and improve this unit further by transferring it to a softer correctional facility (Tetere Correctional Centre), which offers rehabilitation activities and community-based outreach programmes. While the Government tried to develop juvenile units in other provinces to keep children closer to home (in particular, within the correctional facility in Auki, Malaita Province and Gizo, Western Province), in reality, children are still sent to Rove Correctional Centre in Honiara because of its proximity to other programmes for children.
- ✓ In Vanuatu, the MJCS strategy intends to create a new Juvenile Justice System, but at the moment capacities to address youth-specific needs in the justice process are lacking. About 28 per cent of all detainees in the Vanuatu correctional system are people below the age of 20, and separating them from adult prisoners is not yet possible. It is expected that a new juvenile correctional facility will soon be operational within the Efate Correctional Facility and an expansion of the probation and community-based rehabilitation services is under way, albeit not focusing directly on juvenile issues at the moment.

Community attitudes towards child protection

2008 Baseline Assessment:

Greater awareness about what constitutes abuse is needed in schools, in the community and among children themselves. The reliance on traditional processes and informal contacts, even among formal services such as the police, emphasizes the need to make sure that key community groups, including children themselves, are empowered to help children in need of protection and are aware of the full range of services available in their area. It is imperative to develop policies that consider traditional practices, ranging from police practice and court sentencing to compensation and community rehabilitation, while recognizing their potential shortcomings (e.g., to discriminate against women or the use of corporal punishment). Communities could be assisted to set up their own Child Protection Committees with the appropriate training on child protection procedures.

- Awareness in child protection issues is still low, representing one of the strongest barriers to change, and still needs to be considerably expanded. However, most of the countries have taken steps in public communications and positive influencing to promote a child safety culture:
 - ✓ In Fiji, the Community-Based Positive Parenting Package is highly interactive and fully integrated into the MoSWWPA field work, although its scope is currently limited. This innovative programme has been in place since the early 2000s, working on behaviour change at the community level. After the 2008 Baseline

³ At the time of the 2008 Baseline Assessment, the only Juvenile Court was established in South Tarawa (UNICEF, AusAID, 2009).



Assessment, a revitalized package called “Children are a Gift from God” was re-launched with support from UNICEF in 2012. This was done in consultation with the National Coordinating Committee on Children (NCCC) and promoted among other agencies, some of which picked up its elements (in particular, the Ministry of iTaukei Affairs). By late 2013, the package covered 50 communities with 16 conducted workshops (Fijian Government Media Center, 2013).

- ✓ In Kiribati, community development and awareness raising clearly features in the current organization of the child protection system (job descriptions, formal work objectives and actual tasks undertaken by most officers, as was discussed previously). Description of these communication efforts by the participants of the FGDs and the mini-survey generally corresponded to the broad messages stated in the CYPFW Act 2012 (promotion of key child protection concepts; raising awareness about the dangers of child abuse; and reinforcing caring attitudes). Many participants also explicitly mentioned working to strengthen parenting skills, and empowering young people by helping them to become more confident, and more aware of their rights and ways to seek help – the messages set up by the National Youth Policy. However, this assessment was not able to verify what precise activities are taking place within this broad communication agenda.
- ✓ In Vanuatu, the MJCS works in several pilot communities of the Tafea Province , as part of the UNICEF Tafea Province Child Protection Pilot Programme, on developing a community-based child protection model that involves a positive influencing and community development component. However, apart from awareness raising in the pilot communities, there is no national programme of awareness raising or communication related to child protection.
- ✓ In Solomon Islands, communication strategies and related influencing programmes are not yet developed. However, in 2010-2011, the Government ran wide-scale consultations to develop the Child and Family Welfare Bill, which strongly emphasized the positive approach of the new child protection legislation and its link to existing traditions.

Strengths and weaknesses by key system functions

Policy process

- Since 2008, all participating countries have continued to take up additional international commitments related to child protection by joining relevant treaties. Solomon Islands has been the most active in this process, adopting six new treaties, although Fiji still remains a regional leader, having signed 62 per cent of the 29 relevant conventions. Joining the international child rights agenda is a significant driver of change, but coping with the reporting requirements has not been easy and has, in some cases, somewhat obscured the delineation of responsibilities within the capacity-stretched ministries.
 - ✓ Fiji is the regional leader in legal recognition of international commitments related to child protection. The country has joined 18 of the 29 relevant treaties, including the two Hague Conventions on the protection of children from the risks of abuse in international adoption (together with only five other countries in the EAP region: Japan, the Republic of Korea, Singapore, Thailand, Australia and New Zealand).
 - ✓ Although participation in international treaties is an uphill battle for Kiribati because of the country's small size and remoteness, Kiribati has been steadily expanding its child protection commitments and improving actual compliance even where formal reporting is behind. At the moment, Kiribati has signed 10 of 28 relevant conventions, which includes the adoption of the ILO Conventions on Minimum Age and on the Worst Forms of Child Labour (2009), the Convention on the Rights of the Persons with Disabilities (2013) and withdrawal of all reservations to the CRC (2014).
 - ✓ Since the 2008 Baseline Assessment "Protect me with Love and Care," Solomon Islands has signed six additional international treaties relevant to children's rights for protection, including both Optional Protocols to the CRC⁴. This has made Solomon Islands the fourth most active country in the EAP region (after Australia, New Zealand and Fiji) in ratifying international treaties related to child protection.
 - ✓ Around the time of the 2008 Baseline Assessment, Vanuatu scaled up its international commitments in the child protection area, joining several additional international covenants, including both Optional Protocols to the CRC, along with only two other countries in the Pacific region, New Zealand and Australia, at that time.
- As noted earlier, since the early 2000s, most countries in the EAP region have started to gradually take up the principle of "Managing for Results" as the Government planning philosophy (see Figure 1 and Annex 1). The essence of the approach is to establish multi-year fiscally responsible priorities that would trickle down from national goals to the work plans of sector ministries and individual public employees. The four nations participating in the 2008 Baseline Assessment have also begun to implement these principles, with Fiji starting about a decade ahead of its three Pacific neighbours. By 2013-2014, all four nations had introduced fundamental changes into their planning and budgeting structures. Importantly, in most cases, the newly developed mid-term plans include explicit objectives related to child protection.
 - ✓ Fiji's strategic financial planning is closely linked to the key programmatic documents: the People's Charter and the Roadmap for Democracy and Sustainable Socio-Economic Development (RDSSD) 2010-2014, "A Better Fiji for All". The Government uses a coherent strategic planning system, which translates these strategic national objectives into strategic and annual corporate plans of implementing Ministries along with their quarterly cost implications. Defined priorities seem clear and familiar to the ministerial staff. Nine cross-cutting priorities in child protection are clearly incorporated into this Government key multi-annual strategic plan.

⁴ Other treaties signed since 2008 include Convention on the Rights of the Persons with Disabilities, Convention on Abolition of Forced Labour, Minimum Age Convention, and Convention on Worst Forms of Child Labour.

- ✓ Kiribati has started to actively develop an overall national strategic planning system since 2012. The latest round of mid-term planning reflected in the Kiribati Development Plan (KDP) 2012-2015 incorporates a range of innovations. First, it is the first mid-term plan to include specific child protection objectives (previously, the focus of welfare initiatives was mostly on gender). The KDP Policy Area 5 (Governance) includes two outputs related to development and promotion of regulations which would be conducive to complying with the CRC and wider access to protective services by all children and women (including legal aid and counselling). Second, the current KDP was developed in conjunction with massive public financial management (PFM) reforms. For the first time, the KDP is linked to a Medium-Term Fiscal Framework (MTFF), as well as strategic plans and budgets of the line ministries.
 - ✓ Solomon Islands has launched the National Development Strategy (NDS) 2011-2020 and a range of matching reforms in public financial management, human resource management and data systems to ensure that NDS priorities are reflected in agency plans and budgets. Priorities related to child protection are covered by two NDS objectives (involving CRC-driven legislative reform and capacity building through the Ministry of Women, Youth, Children and Family Affairs (MWYCFA) and provision of front-line welfare services via the Ministry of Health and Medical Service (MHMS)).
 - ✓ In Vanuatu, introducing realistic multi-year planning has been surrounded by challenges: the first long-term plans introduced in early 2000s were difficult to implement in practice because of the initial multiplicity and vagueness of priorities. However, further reforms aimed to introduce sharper and more operational plans. The current framework consists of two instruments: (1) the Government's "Priority and Action Agenda" (PAA), which sets up a long-term development vision, and (2) the mid-term, four-year plans known as "Planning Long, Acting Short" Action Agendas (PLASs). The PAA was introduced in 2006, but given its broad approach, it was later supported with the PLAS as a more operational, mid-term layer: it transforms the PAA priorities into concrete strategies and actions, with specification of responsible ministries and agencies, target dates and performance indicators at the level of the individual ministries. The current PAA 2006-2015 and PLAS 2013-2016 are both expiring soon and are expected to be replaced by a new National Sustainable Development Plan (NSDP) 2013-2016.
- While all four countries have now firmly established their commitment to multi-year planning and budgeting, they are at very different stages in supplying these systems with effective monitoring and evaluation tools: Solomon Islands and Kiribati are only beginning to develop programme indicators for child protection, and Vanuatu and Fiji, in particular, have established viable indicator structures but are not yet capable of analysing policy impacts and sector-wide trends in child protection:
 - ✓ In Fiji, policy monitoring processes (organized through the Strategic Framework for Change Coordinating Office (SFCCO)) are well organized, integrated into the planning cycle, and provide ministries with practical feedback. The biggest challenge, and next step for improvement, in terms of child protection is that reporting is highly numerical and contains no evaluation of policy impact. Moreover, in the absence of a separate child protection policy, there is no integrated monitoring mechanism which would be specific for child protection, led by a single agency that clearly outlines gaps and bottlenecks by individual contributing sectors.
 - ✓ In Vanuatu, the monitoring and evaluation (M&E) platform for strategic planning instruments is in development and activities of respective agencies are supported with relevant targets. In 2013, with technical support from the donor community, the lead MJCS produced its first annual progress report. However, existing mechanisms are not yet helping the Government to produce practical result-oriented analyses of achievements in child protection policies. Corporate objectives across ministries involved in activities related to child protection contain operational targets (e.g., number of workshops performed), but are not yet focusing on achieved outcomes. The first annual report produced by the MJCS is focused on the description of inputs and intermediate indicators of progress, but contains no analysis of policy impact (e.g., improved child safety or protection from abuse).

- ✓ In Kiribati, the recent fundamental improvement in the organization of the Government's strategic planning and evaluation cycle has not yet fully extended to the social welfare sector. The innovative Results Matrix to monitor implementation of the KDP 2012-2015 failed to identify verifiable progress indicators for its child protection outputs. Reorganization of the former Ministry of Internal and Social Affairs (MISA) into a Ministry of Women, Youth and Social Affairs (MWYSA) and a Ministry of Internal Affairs (MIA) led to delays in agreeing the sector's mid-term and annual plans which are supposed to be used for results-based reporting to the National Economic Planning Office (NEPO).
- ✓ In Solomon Islands, key ministries still find it difficult to implement the new planning and monitoring systems: result indicators for child protection are quite broad (e.g., "child protection acts enforced"); monitoring tools are not specified; and the production of annual corporate reports is not well established.
- Upon signing the CRC in the early 1990s, all four countries have established a National Coordinating Committee on Children (NCCC), responsible for policy oversight and international reporting; and all of these bodies have included protection-focused sub-groups. In recent years, the NCCCs in each of the countries have followed diverse trajectories, but most are finding it difficult to become pro-active leaders in strategic planning for children:
 - ✓ In Fiji, the NCCC is a mixture of opportunities and problems. It meets regularly, helps to develop key regulations, can be quickly mobilized in case of emergencies, and is well positioned to undertake supreme policy oversight in child protection. However, effectiveness of the NCCC is constrained by almost complete lack of communication of NCCC decisions to the decision-makers in the member-Ministries. Moreover, excessive focus on operational issues and lack of pro-active communication of strategic messages from the NCCC keeps ministerial leaders complacent over the child protection agenda.
 - ✓ In Solomon Islands, the National Advisory and Action Committee on Children (NAACC) and its Protection Sub-Committee are still in the process of the first stage of "revitalization". According to the roadmap developed by the second NAACC review in 2012, the first stage should help to "get the NA(A)CC house in order" before launching strategic changes (stage two). The direction of such strategic changes still has to be chosen so that the reformed NAACC fits into the architecture of the new child welfare system after the introduction of the Child and Family Welfare Bill.
 - ✓ The Vanuatu National Child Protection Working Group (NCPWG), coordinated by the MJCS Child Desk, is functional, but it has not yet become a strong whole-of-government oversight structure to effectively lead in policy design and implementation. One reason for this is the limitation in capacities available for coordinating the activities of the NCPWG, given that the Child Desk, which has only one Permanent Officer, is stretched across two major programmes including periodic reporting under the CRC and its two Optional Protocols.
 - ✓ In Kiribati, while the initial coordination body – the Kiribati National Advisory Committee on Children (KNACC) established as part of the CRC implementation mechanism – still formally exists, it has been replaced with a more practical inter-ministerial Working Group (WG) to lead in policy design and implementation. Unlike the KNACC, the inter-ministerial WG is an integral part of the newly emerging KDP-oriented planning system, which is linked to the Government's own budgeting and reporting arrangements. Composed of Deputy Secretaries from relevant ministries, along with technical staff and non-governmental organization (NGO) representatives, who meet on a monthly basis, the WG has sufficient authority to ensure coordination and oversight of policy design and coordination, especially in Kiribati's political context which is dominated by the Government rather than non-executive stakeholders.

- Social protection across most EAP nations strongly relies on the community-based support structures associated with the tradition of social solidarity and cohesion. However, despite these strong communal traditions, many families in the assessed countries – and especially families with children – live in extreme economic hardship, which is one of the factors exposing children to risks of maltreatment. For example, failure to meet minimum living standards and a lack of income-generating opportunities were quoted as frequent reasons for children engaging in prostitution and other forms of sexual exploitation, as well as hard labour. However, with the exception of Fiji, which operates a well-designed and effective child protection allowance, Government social security policies in the other three countries (especially Vanuatu and Solomon Islands) are not designed in ways which incorporate and reinforce child protection impacts:
 - ✓ In Solomon Islands, which is the poorest country in the Pacific, the Government is planning to design a new, restructured system of social protection based on the growing realization of the limited capacity of the traditional system to deal effectively with social protection pressures, especially for the vulnerable and marginalized population groups. However, it is not yet clear whether the new system might entail specific child-related elements. According to some studies, while the introduction of cash benefits, including potential conditional cash grants, is generally a questionable approach for Pacific societies, Solomon Islands may be “arguably more ready to consider this option” compared to, e.g., Vanuatu (Dwyer, 2013).
 - ✓ In Vanuatu, in addition to typical impacts of poverty, such as intensified risks of children dropping out of school, engaging in street crime and becoming teenage mothers (Ratuva, 2010), low incomes are an especially strong concern: the 2011 Child Protection Mapping showed that financial considerations were some of the key obstacles preventing community members from referring abuse cases to formal systems. Financial disincentives to reporting were found “at all levels”, including the need to pay fines placed on victims and offenders by chiefs, the cost of bringing Chiefs Councils, and transportation costs to access police or medical services (Copland & Soalo, 2011). At the moment, existing formal social insurance programmes in Vanuatu are strongly associated with formal employment (which covers less than 20 per cent of the workforce) and no plans to extend this system seem to be under consideration.
 - ✓ Kiribati operates three social protection programmes with direct and indirect impact on children, including the School Fee Allowance Scheme for children from vulnerable families, the Elderly Allowance⁵, the Copra Price Subsidy and Seaweed Price Subsidy. However, these programmes – especially the Copra Price Subsidy – are not effective in reaching the most vulnerable populations, and the Government is currently planning social protection reforms with a specific goal to address the needs of specific groups, including women and children. Reforming the Copra Price Subsidy is one aspect of the Government’s planned social protection reforms. However, the exact results of the reforms will have to be seen in the upcoming years.
 - ✓ Since 2008, Fiji’s social security system has gone through considerable modification which currently includes: a Poverty Benefit Scheme (PBS); Transportation Assistance to School Students; graduation and temporary support programmes; housing; livelihoods and employment programmes; and a Child Protection Allowance (CPA) (previously called “Care and Protection Allowance” (C&P)). Throughout the last decade, the CPA, which is a monthly cash benefit paid to the guardians of vulnerable children, has been gradually expanded and has gone through a range of important modifications. The CPA is a well-designed programme that does not seem to create any negative financial incentives. Allocation of the cash benefit to vulnerable children, regardless of the type of care (parental, foster or residential), does not stimulate residential services; simple categorical eligibility criteria should lead to accurate targeting.

⁵ While this Elderly Allowance is targeted at the elderly, it actually has considerable impact on children: children who live in households with older people in Kiribati tend to be the poorest (poverty rate at 25 per cent) (AusAID, 2012)

- In all assessed countries, health systems represent an important partner to child protection, given the relatively wide coverage of remote areas with basic medical aid posts and considerably better developed information systems. However, the possibility of building on these existing health systems is very weakly utilized.
- ✓ Fiji's Health Sector is advanced in data management and primary health care, with significant coverage of remote areas with nursing stations. At the same time, child protection objectives are not incorporated in the Child Health Policy and Strategy 2012-2015 or the Ministry of Health (MoH) strategic and annual corporate plans (despite the recommendation of the 2008 Baseline Assessment, "Protect me with Love and Care"). Health workers lack practical skills to deal with child abuse (focusing on physical abuse rather than other types of maltreatment and referral guidelines).
- ✓ The Health Sector in Solomon Islands is biased towards Honiara and suffers from weak infrastructure and a lack of human resources. But contract rates are high compared to the regional average and coverage of remote areas by nurse-aids posts is substantial compared to other public services. This strength has been utilized successfully, exemplified by the recent launch of two inter-agency child-related initiatives: the 2010-2015 "Born Identity" project, which set up a birth registration mechanism involving health facilities, and the 2014 Initiative for Community-based Management of Severe Acute Malnutrition (SAM). In both initiatives, frontline health workers took on additional responsibilities, with strong support and leadership from the headquarters. In particular, the SAM Initiative offers an example of working at the level of nurse-aids through remote area posts (at sub-area level). However, even though the MHMS hosts the Social Welfare Department (SWD), which is responsible for the actual provision of welfare services, child protection is not yet mainstreamed elsewhere within the health system. None of the current health-service providers follow explicit policies or protocols related to children victims or children at risk of abuse in terms of ensuring specific support, referral and data collection.
- ✓ In Vanuatu, the healthcare system has relatively good and even coverage in communities through its rural health centres and dispensaries (staffed by registered nurses and nurse-aids), supported by a network of paraprofessional Village Health Workers (VHWs) operating from community-based aid posts. However, child protection is not mainstreamed into health care provision, nor is it reflected in corporate documents, training or guidelines. Stronger engagement of nurses and VHWs in identifying and addressing children at risk and victims of abuse is unanimously supported by all child protection stakeholders.
- ✓ Kiribati does not have a clear policy or practical guidelines on addressing child protection issues through the Health Sector. The Health Sector strategic plan for 2012-2015 includes some potentially relevant goals, but none of them are operationalized into programmes that would be specific to protecting children (e.g., outputs related to gender-based violence, focus on improvement of facilities and broad training for staff without specific coverage of child abuse, support services and referral guidelines). Child protection is not yet part of the curricula for medical students.
- In many EAP countries, education is one of the strongest sectors, absorbing a considerable share of public spending and enjoying benefits such as relatively advanced information systems. Effective cooperation with the education system for child protection is notable in Fiji (which introduced and continually upgrades a national Child Protection Policy for the Education Sector) and Vanuatu (which introduced child safety policies within the new Minimum Quality Standards for Primary Schools):
 - ✓ Since 2010, the Fijian Ministry of Education (MoENHCA)⁶ has operated and continues to update a Policy on Child Protection. The core objective of the Policy is the development of a practical framework to achieve "zero-tolerance of abuse, neglect and exploitation of children" in schools. The Policy explicitly refers to obligations of Fiji under the CRC and to a range of domestic laws and policies

⁶ Full name of the Ministry of Education at the time of this report is Ministry of Education, National Heritage, Culture and Arts (MoENHCA).

relevant to child protection in educational settings (such as Education Act 1978 and Family Law Act 2003, a range of more recent Decrees and MoENHCA's other policies such as the Early Childhood Education Policy, Behaviour Management in Schools Policy and Customer Service Policy). Recent expansions of the Policy include the management of new risks; and more detailed templates and procedures.

- ✓ In Solomon Islands, national programmatic documents assume that the Education Sector will participate in building safe environments for children, e.g., through integrating legal literacy into curricula. However, in reality, existing sector-level plans do not include such activities. The current National Education Action Plan 2013-2015 is strongly focused on the objectives of expanding access to education (including for children with disabilities), and improving the quality and cost-effectiveness of education. However, the current National Education Plan contains no programmes or activities related to ensuring child safety in educational institutions. The Plan also has no reference to cross-cutting initiatives (as listed above) such as the integration of legal literacy into curricula (Ministry of Education and Human Resource Development (MEHRD) 2012).
- ✓ In Vanuatu, major support to the child protection agenda is provided through the education system, and this cooperation could be further extended. Education is a big and relatively well developed sector in Vanuatu, absorbing a considerable and growing portion of public funds and using advanced data systems (although enrolment rates are low and static, and access to schools is limited in rural remote areas). Strategic plans in education include child safety objectives. In 2011, Vanuatu introduced Minimum Quality Standards for Primary Schools (VQMS) that requires every school to develop and implement a "Safe School Policy," which includes child protection, school safety, non-discrimination and emergency preparedness. However, the lack of universal guidance on the content of individual Safe School Policies, the novelty of the issue and weak capacities at the school level make it difficult for the primary schools to comply with the new approach. It is also not yet supported with a realistic monitoring and evaluation system.
- ✓ In Kiribati, the CYPFW Act 2012 does not mandate teachers to report episodes or risks of child abuse. The new Education Bill is said to prohibit corporal punishment, but it is not clear what other elements of child protection it would deliver. The Education Sector Strategic Plan 2012-2015 has no mention of child protection issues and no national policy on the issue has been developed. While some teachers receive child protection training within the Child Friendly School programme, and through the counselling courses in the Kiribati Teachers College, there is no systemic provision of relevant training.



- All four countries in the EAP region are searching for their optimal models of multi-layer governance and policy administration at local level. Throughout the region, delivery of formal child protection services is highly centralized, funded and administered through national headquarter ministries via their seconded staff. However, local governance structures, including customary justice mechanisms, play a strong role in establishing local rules, supporting networks and, in some countries such as Fiji, funding opportunities. However, it is still challenging for all four national Governments to build viable partnerships with local self-government structures to ensure that they support and encourage national policy decisions – which is critical in the case of child protection. The two Melanesian countries, in particular, face the problem of growing alienation of local self-governance from national political structures, which is an obstacle to coherent, sustainable advocacy for new child protection ideas:
 - ✓ Kiribati is a unitary state with two levels of democratically elected government (central and local). Local governments are established on all 21 inhabited islands of the country and include 23 island (rural) councils and three town (urban) councils. The local councils can establish local by-laws, but these need to be approved and can be cancelled by the Minister of Internal Affairs. The probability of local by-laws significantly contradicting national legislation in child protection is very low. Local governments are responsible for a wide range of functions related to child protection, although the exact sharing of tasks with the central Government is not clear. Most of the services in child protection are provided by seconded staff of the central ministries, although some local government activities do exist. Despite relatively strong parliamentary tradition, the country's geography makes it difficult to use classical electoral democracy channels to promote major policy issues (as opposed to "street level issues"). As a result, promotion of new and externally driven national agendas, such as, e.g., climate change, has had a strong "executive bias" (taken forward via the executive Government rather than elected Parliamentary champions). But while this worked well for the climate change agenda, on which the population is generally united, existing research acknowledges that these conclusions might need to be tested for policies which are more contested. Child protection could possibly be one such issue that would present a challenge. (Hansen, 2012).
 - ✓ In Fiji, current arrangements for multi-layer public administration are complex, unique and constantly evolving, combining elements of highly decentralized traditional leadership hierarchies with centralized administrative structures led by the national Government. At this moment, devolved functions overseen by elected local councils are limited and have little impact on child protection, as most activities are implemented by local (divisional and district) offices of national ministries; local by-laws rarely deal with these issues and risks of inconsistencies are low. However, provincial and municipal councils increasingly integrate child protection objectives into their strategic plans and have begun to allocate funding to awareness raising. In this respect, Fiji may currently be considered as a regional best practice model.
 - ✓ In Solomon Islands, although the legislation describes the possibility of creating three levels of government, there are currently only two: central and provincial. Area councils were suspended in 1998 as part of a cost-saving initiative, and while it would be legal to recreate them, there has been slow progress in doing so. At the same time, communities do practice various forms of local self-governance, including highly organized "collectives", which have written constitutions and produce community bylaws. However, there is no universal formal structure to represent this tier or to facilitate its effective cooperation with the upper governance levels. This disconnect between local and central government is seen as one of the key issues in the country's political dynamics. It is also a significant bottleneck for the effective implementation of central Government's child protection policies at the community level.
 - ✓ In Vanuatu, the formal provision of services related to child protection is highly centralized, with sub-national governments playing a marginal role in actual funding of the services. The sub-national level is represented by "local regions" (six provincial councils and three municipal councils in key urban centres). Although the Government and the people of Vanuatu are strongly determined to pursue a decentralization agenda, under the current organization of the formal public administration, the sub-national level remains financially and administratively weak.

Public financial management

- The key component of the “Managing for Results” transformation in public administration across the Pacific has been matching changes in the budgeting frameworks. All countries in this assessment have been covered by a regional public financial management (PFM) reform agenda which was launched in 2009 at the 40th meeting of the Forum Island Countries (FICs) Leaders in Cairns, Australia, and enshrined within the Cairns Compact. This meeting endorsed the development of a PFM Roadmap for the FICs, developed and overseen with the help of the Pacific Financial Technical Assistance Centre (PFTAC) (PFTAC, 2010). The PFM Roadmap was strongly based on the Public Expenditure and Financial Accountability (PEFA) framework,⁷ which helped to develop individual PFM reform plans for each of the FICs.⁸ These reforms introduced significant changes in the management of public expenditure and, respectively, in national budgeting for child protection:
 - ✓ Fiji was one of the first countries to embrace progressive PFM practices. Fiji implemented major budgeting reforms which were analysed through two rounds of PEFA assessments (2005 and 2013). One of the key reform goals for Fiji is to improve transparency and credibility of budget allocations, which is particularly visible in child protection. For example, our analysis found that actual spending by the Ministry of Social Welfare, Women and Poverty Alleviation (MoSWWPA) has differed considerably from its approved budget⁹ (unlike most other ministries), and often in a negative way (decreased or underspent).
 - ✓ Kiribati went through the first PEFA assessment, led by the Asian Development Bank (ADB), in 2009. This assessment identified a range of PFM weaknesses which were fully taken on board by the Government. In March 2010, it announced a major PFM reform based on the Kiribati PFM Plan 2011-2014 currently implemented with support from an ADB Technical Assistance Project funded by AusAID. Key directions of change include much stronger integration of donor activities with Kiribati’s own PFM system and new ways to organize and monitor spending. Many of the new rules and changes were consolidated in new Government Finance Regulations 2011, complementing the country’s core Public Finance (Control and Audit) Ordinance (Cap. 79).
 - ✓ In Solomon Islands, PFM reforms have been unfolding since 2009 in partnership with a range of donors and international organizations, coordinated through the Core Economic Working Group (CEWG). The current approach to PFM is reflected in the Government’s PFM Reform Roadmap 2014-2017, which is based on recommendations of the 2012 Public Expenditure and Financial Accountability (PEFA) assessment.
 - ✓ Vanuatu has been working on strengthening its public finance since 1998, with initial support from ADB. Early changes focused on improved planning and reporting for investment and international aid funds and helped the country to set up a PFM system which was oriented around tight control of public spending, high accuracy and predictability (for example, this includes a strong system of payroll and personnel accounting controls, which helps to address the problem of ghost workers). However, introducing multi-year strategic budgeting proved more challenging, leading to further waves of reforms in 2006-2014 which tried to align planning and budgeting frameworks.

⁷ The Public Expenditure and Financial Accountability (PEFA) framework is a system for improving the country’s budgetary outcomes. The PEFA framework was developed by a global partnership established in 2001 which includes the World Bank Group, UK Aid, Swiss Development Cooperation, Norwegian Ministry of Foreign Affairs, IMF, French Development Agency and the EU. The PEFA framework includes a range of Indicators which help to assess the effectiveness and efficiency of any national system of public finance. PEFA assessments are normally used as a platform for dialogue on PFM reform (<https://www.pefa.org/>).

⁸ Utilisation of the PEFA framework in developing PFM reforms across the Pacific later became the subject of further research led by the World Bank, which recommended a selective and gradual approach given the diversity of the PFM systems in the small Pacific countries and their limited capacities in the budgeting area (World Bank; PFTAC).

⁹ Variance in the composition of expenditure outturns for the MoSWWPA compared to original budgets in 2012 was 26.2% compared to the 7.6% average for other key agencies – MoH, MoSWWPA, MoYS and Fiji Police.

- One of the core PFM changes of high importance for child protection is the gradual take-up of multi-year strategic budgeting. Most countries are now trying, with varying degree of success, to use three- to four-year Medium-Term Expenditure Frameworks (MTEFs) to agree on strategic spending priorities. However, as this assessment illustrated, while agencies involved in child protection have significant opportunities to defend their allocations through the MTEF process, they rarely use these opportunities and have significant capacity gaps in costing their strategies for the benefit of the MTEF rather than as an ad-hoc external exercise:
 - ✓ Fiji has now developed the most advanced MTEF processes in the region, including a rolling multi-year Macro-Fiscal Framework, which outlines how macroeconomic assumptions for the upcoming three-year projections would affect fiscal totals and expenditure envelopes by administrative heads.¹⁰ But while each ministry projects its spending two years ahead, there is no costed cross-sector child protection strategy. As a result, there is no pro-active bottom-up communication of the expenditure requests which would serve an agreed Child Protection Policy – either generally or within individual inter-agency action plans.
 - ✓ In Kiribati, the Ministry of Finance and Economic Development (MFED) began building three-year fiscal forecasts in 2011, and, based on the PEFA results, they remained accurate, conservative and almost directly translated into annual budgets. Under the new PFM rules, both recurrent and development budgets are shaped through a process which contains significant opportunities for the line ministries to propose and argue for their projects and ideas. Every ministry and inter-ministerial working group must submit their budgets to the MFED based on costing clearly linked to strategic and annual plans. These costings are prepared within broad sector envelopes defined by the MFED, with significant flexibility to propose allocations explaining “verifiable need” for the expenditure. However, the ministries are not aware that there is scope for them to be proactive if due technical argument is attached. Moreover, the ministries are very passive in the Development Coordinating Committee (DCC) where these decisions are made. Proposals are not explained, nor supported with realistic ideas for potential international partners, and are not followed up.
 - ✓ The Solomon Islands Government has elaborated its first Medium-Term Development Plan (MTDP) 2014-2016, a set of mid-term priorities agreed with line ministries. Starting from the 2014 budget, all development budget submissions from key ministries working on child protection issues (MHMS, MJLA) have contained forward multi-year estimates. The Government plans to introduce a full-scale Medium-Term Expenditure Framework (MTEF), which would cover recurrent spending in addition to development budgets, by 2016. Under these new arrangements, the ministries need to cost their development budgets, and will soon have to do the same with recurrent spending. However, the ministries’ capacity for such exercises is very limited and the quality of current costing is questionable, despite some support from the Ministry of Finance and Treasury.
 - ✓ Since the first PFM reforms in 1997, Vanuatu has been trying to implement strategic budgeting that is linked to the Government Comprehensive Reform Program (CRP), but multi-year financial planning has remained a significant challenge throughout the decades since that time. Whole-of-government strategies and policies (such as the CRP and the initial PAA) tended to lack focus, which made it difficult to reflect them in a realistic Medium-Term Expenditure Framework (MTEF). While the PLAS 2013-2016 specifically requires the Ministry of Finance and Economic Management (MFEM) to finalize and institutionalize the budget process, including the development of national and sector MTEFs, it still does not seem to be mainstreamed into the planning process, nor do they include child-related programmes. While some of the sector strategies (such as Health) contain multi-year financial projections, these do not seem to be integrated into a reliable multi-year expenditure forecast. Moreover, resource envelopes for administrative

¹⁰ For example, the 2014 strategy was to continue gradual consolidation of finances in the medium term, but to aim to increase operating savings (to prevent borrowing for recurrent expenses) and reallocate spending towards capital projects and the repayment of debt.

heads are defined at the annual Ministerial Budget Committee (MBC) hearings where line ministries can negotiate for their budgets. At the same time, a lack of evidence attached to proposals is reported to be one of the reasons why “budgets remain unchanged”

- Many plans in child protection around the EAP region were elaborated at the height of economic performance and/or fiscal expansion in respective countries (mostly during 2010-2012). Since that time, fiscal circumstances changed for each of the four Governments, raising the probability of some fiscal consolidation in the medium term. However, child protection stakeholders mostly remain oblivious to this prospect and possibilities for recalibrating the strategies to incorporate expenditure constraints are not widely discussed:
- ✓ The Government of Fiji has so far managed to keep its deficit under control, despite sluggish economic growth, and has been able to invest in new infrastructure and social initiatives in education and social protection. However, the Government admits that fiscal consolidation will be required in the medium term, along with further redirection of spending away from operational activities towards capital projects. Yet, strategies for such cuts are not widely discussed and elaborated (not mentioned in any of the corporate plans). Child protection professionals are generally uncertain about trends in child protection spending and are oblivious to the prospect of consolidation in the next years.
 - ✓ Child protection funding in Kiribati is constrained not only by objective external challenges (such as the country’s isolated geography and small size) but also by the increasingly risky management of public funds, which have led to growing deficits, which, until recently, were covered by drawing on the country’s Revenue Equalization Reserve Fund (RERF).¹¹ By 2012, such expenses became unsustainable, and the Government started using international advice to streamline its finances by reforming the state-owned enterprises (SOEs), boosting revenues through private-sector development and new taxes. But making ends meet would not be possible without significant fiscal consolidation. At the moment, child protection professionals are generally uncertain about trends in their sector spending and oblivious to the prospect of cost-saving.
 - ✓ In Solomon Islands, most of the current strategies related to child protection were produced during the period of economic expansion in 2010-2011, and include ambitious goals across all sectors, including the objective of “doing more and better” in the Health Sector, which covers front-line provision of welfare services. In 2015, the Government plans a significant expenditure extension to fund public sector reforms and to sustain political commitments which have to be observed after the elections in 2014. However, economic growth in Solomon Islands had significantly slowed down in 2012-2014¹² and the recent IMF advice was to “recalibrate ambitious spending plans in line with the revenue envelope.”
 - ✓ In Vanuatu, the Government is pragmatic and cognizant of the sensitive fiscal context in which it has to operate. From 2011 until Cyclone Pam in March 2015, Vanuatu’s economy enjoyed steady growth and a sound macro-fiscal outlook. During those years, the Government was trying to build buffers for potential emergencies, albeit at scale which was incomparable to the disruption caused by Cyclone Pam. The cyclone damaged half of the country’s economy and will require massive new investment, but once growth is restored, the Government will have to start spending prudently to begin repaying resulting debts. In previous years, while some sector ministries (such as Health and Education) were reported to “plan to do too much with too little resources”,¹³ the MJCS seems to be more pragmatic in drafting plans for a new child protection system – an approach which has to be maintained but supported with efforts to increase the envelope where possible.

¹¹ A sovereign wealth fund established in 1956 to store Kiribati earnings from phosphate mining.

¹² In 2012-2013, the economy slowed down as a result of the reduction of main economic activities such as agriculture, logging and gold production, and later, during 2014, initial signs of recovery were jeopardized by the floods in Guadalcanal in April 2014 and the closure of the gold mine.

¹³ Findings of the Public Expenditure Reviews in Health and Education led by the Ministry of Finance and Economic Management (MFEM, 2012).

In some of the countries, a barrier to the transparency and predictability of social welfare allocations, as well as to their alignment with policy objectives, is the proliferation of political-constituency funding as a method to allocate expenditures. For example, in Solomon Islands, the Government utilizes “Constituency Development Funds” (CDFs) – expenditures allocated by the Parliamentarians at the discretion of individual MPs to their respective constituencies. While the scale of CDFs is growing, they are allocated in a highly opaque way and mostly directed at the household level, surpassing the local governments and further distorting political alienation of communities from formal state systems. CDFs are one of the factors that affect the variation between budgeted and actual expenditures for individual ministries, which remains significant (as funds tend to be re-allocated away from ministerial budgets to support the CDFs). But, most importantly, the growing use of the CDFs reflects the political trend of the weakening role of local politics and representative democracy, and the resulting disconnect between the communities and the formal state structures, including services related to child protection (justice, police, healthcare and education).

Human resource management

- Results-based management of public administration reforms in the assessed countries has also entailed matching changes in public service organization; in particular, significant reforms are currently underway in Vanuatu and Solomon Islands. The change is directed at establishing (or strengthening the existing) performance management cycles for the individual employees, making sure that their work tasks are aligned with national objectives. However, the four countries had variable progress in the practical implementation of these changes within ministries responsible for child protection programmes:
 - ✓ Since 2008, Fiji has continued to improve its management of the public service force, which directly benefited child protection as most current specialists are employed by the Government. This has helped to develop a range of strong elements in the current personnel management systems, although further enhancement is still warranted. Performance evaluation of public servants follows a clear cycle linked to job objectives and reward levels. All posts have approved duty statements along with the Minimum Qualification Requirements (MQRs), even though they are often generic and do not clearly specify child protection tasks.
 - ✓ In Kiribati, although the Government operates a formal system for performance evaluation, it fails to make sure that the capacities of the current workforce are utilized to their full potential. There are several reasons behind the current under-utilization: (1) Despite availability of clear rules, formal appraisals do not always help to constructively identify and address problems in performance; (2) Both formal appraisals and the (highly punitive) disciplinary system rely primarily on the criteria of common competences rather than particular post duties and objectives; (3) While all civil service posts are required to have written job descriptions, these are often generic; (4) The performance appraisals are formally linked to headquarters, while in reality the key role in the appraisal of field officers on Outer Islands is undertaken by the Clarks, given their physical proximity.
 - ✓ Solomon Islands are in the process of Performance Management Reform (PMR) for the civil service. This includes a new approach to developing job descriptions and performance appraisal forms, which should result in practical feedback for every employee and her/his personal upskilling plans. The vision of the change was formulated through the Solomon Islands Human Resource Management Strategy and Implementation Plan 2011-2015 (MPS, 2009). However, the PMR is still in its early stages and not yet comprehensively implemented (e.g., clear job descriptions are not universally in place).

- ✓ The system of civil service performance management in Vanuatu is currently undergoing major reforms. As part of the change, introduction of a new Performance Management System (PMS) was launched by the Vanuatu Public Service Commission (PSC) in July 2014. The goal of the reform is to boost the productivity of civil servants and to increase public support to government employees. Key essential elements in the existing systems include a clear universal requirement for job descriptions and advanced guidelines on their development, and an annual performance evaluation cycle which is linked to training opportunities.
- All four countries are still working on introducing comprehensive standards for social workers, including requirements for those working with children, thereby ensuring formal recognition of social work as a profession. However, despite some progress, no country has been fully successful in this regard:
 - ✓ In Fiji, one of the key weaknesses of the current human resource management (HRM) system is the vague definition of professional standards for officers working on child protection issues. Although all public servants, including social workers employed by the Government, are subject to Minimum Qualification Requirements (MQRs) approved by the PS, the current MQRs do not seem to include specific social work and child protection qualifications. Moreover, aside from the MQRs, there are no standards applicable to social workers employed by non-state organizations. The Fiji Association of Social Workers (FASW) and the University of South Pacific (USP) are currently working on developing such standards and a respective paper has been submitted to the Cabinet.
 - ✓ In Kiribati, the CYPFW Act 2012 introduced a requirement for all non-state providers of children's services (individuals or organizations) to register with the lead Ministry and to comply with a set of professional standards. These standards are currently limited to the generic compliance with the CYPFW Act, but the Act mandates the Ministry to operationalize them into more specific guidelines. Given that this new requirement is limited to non-state providers only, the public servants (who represent the bulk of the social work force in Kiribati) are not covered. Social workers and other professionals working with children must comply with the Post-Qualification Requirements (PQRs), which defines the minimum level of education and relevant experience; but these criteria are more demanding for teachers and medical professionals above nurse aids and health assistants than for welfare staff, who are generally classified as a comparatively lower rank.
 - ✓ In Solomon Islands, social work is not yet recognized as a profession. Professional standards of services for individuals and organizations working in social welfare and, in particular, with children, have not yet been introduced. The Child and Family Welfare Bill would introduce possibilities for the imposition of the standards, but while registration of social welfare officers would be mandatory, the standards are not described as a compulsory element.
 - ✓ In Vanuatu, the frontline workforce in child protection operates without relevant professional standards and the development of these standards has not yet started.
- Access to relevant tertiary education for professionals involved in social work and child protection is limited. The key provider is the School of Social Sciences in the University of South Pacific (USP),¹⁴ which is developing full-scale degree programmes in Social Work and related fields, although it is not clear whether they contain specific child protection subjects.¹⁵ The USP is based in Fiji, but also has campuses in Honiara, Port Vila and Tarawa, with opportunities for distance education and access to a wide range of courses through lectures broadcast from Fiji, audio and video-conferencing facilities, and a special USPNet system for distance learning.

¹⁴ Established in 1968, the USP provides tertiary education to twelve small island countries in the region and receives funding from all these countries, reflecting the growing need for the small Pacific nations to establish regional co-operation structures to overcome the limitations imposed by their small geographical and economic size.

¹⁵ Currently, the USP School of Social Sciences offers certificate and diploma level programmes in Community Development, Counselling, Social & Community Work, and Youth & Development Work. The Social Work programme is complemented with a programme for Field Education through the joint initiative of the USP and the University of Western Sydney (UWS), which provides courses in fieldwork practice and placements throughout Pacific. The USP also offers degree programmes in Psychology and Sociology. However, it is not clear whether any of the current courses deal specifically with child protection.

- Vocational training is important in most Pacific countries, and extensive international support programmes exist to support development of Technical and Vocational Education Training (TVET) networks. However, apart from Fiji (which hosts the USP), the only country which has so far managed to establish relevant diploma-level training is Solomon Islands, where Solomon Islands National University (SINU) offers diploma-level courses in Community-Based Rehabilitation (School of Nursing & Allied Health Sciences) and Youth Development (School of Education & Humanities). Schools of Nursing, Teachers College and Institutes of Technology in Kiribati and Vanuatu do not yet cover any subjects relevant to social welfare and child protection. At the same time, the TVET programmes unfolding in Vanuatu and Solomon Islands provide a promising platform for the eventual mainstreaming of relevant subjects to social welfare and child protection:
 - ✓ Solomon Islands has the benefit of a well-spread system of Rural Training Centres (RTCs) supported by Church groups, NGOs and community-based organizations. These groups are united within the Solomon Islands Association of Rural Training Centres (SIARTC), which assists in experience exchange and capacity building. This network is an asset that could be used to develop TVET education in social work and community development.
 - ✓ Vanuatu's TVET system is currently being developed with the support of the TVET Sector Strengthening Program¹⁶, funded by the Department of Foreign Affairs and Trade (DFAT), which helps to set up provincial TVET Centers linked to Provincial Skills Plans.
 - ✓ While Kiribati does not have any relevant domestic programmes yet, the country's social welfare professionals have access to relevant diploma-level education through the Australia-Pacific Technical College (APTC).
- All four countries have made significant progress in mainstreaming child protection into induction and continued development programmes across adjacent professions, with the biggest successes in education for police officers and new recruits:
 - ✓ Fiji is the only country in the region which has mainstreamed child protection into the formal system of continued professional development for public servants: the Fiji Government-wide Centre for Training and Development (CTD) offers a specific child protection training programme. In addition, courses related to child protection are provided and funded by the some line ministries, but specific curricula and regularity of these trainings have not been investigated. As an example, child protection training is provided to police officers, including specific training in child labour issues (in partnership with the ILO).
 - ✓ In Kiribati, apart from social welfare staff (who receive training and regular support by their headquarters), the only other Government sector offering systemic training on child protection issues is the Police. UNICEF helped the Government to establish a permanent training facility offered by the Kiribati Policy Academy (KPA), including the training of future trainers, which now offers a child protection module as part of its regular induction for all new police recruits. But even basic regular training in child protection issues is lacking in the Education and Health Sectors (some consulted professionals proposed extending such training also to Statistics and Finance specialists).
 - ✓ In Solomon Islands, training in child protection issues is part of the induction for all police officers, provided via the Police Academy. In addition, the Training School for Correctional Services provides upskilling in juvenile justice to the correctional officers working in the Rove Centre, and a pilot scheme is underway, with support from UNICEF, to formally accredit this training into an induction programme for all new correctional officers. This is expected to be completed by 2016. The DSW of the MHMS reports that the curricula for the training of nurses and teachers at the SINU contain specific modules on child protection. These modules are taught by visiting experts from the DSW itself.

¹⁶ <http://www.vanuatutvet.org.vu/>

- ✓ In Vanuatu, Police College has developed a training programme for future police recruits that specifically covers issues related to children in conflict with the law, investigations involving children and domestic violence. Child protection modules are in development for the pre-service training of health workers. Additionally, the Ministry of Education, in partnership with Save the Children, is working on introducing child protection modules into the teachers' education (based on the Minimum Quality Standards for Primary Schools, which now include a child protection component).
- Most countries in the region engage community volunteers into the delivery of child protection programmes and recognize volunteers' role as a critical asset to their developing child welfare systems. However, support to these volunteers and paraprofessionals is still weak:
 - ✓ In Fiji, community-based child protection programmes actively rely on the help of village volunteers. The Government is using a Staff and Volunteer Training Manual to develop the capacities of the community partners. Participation of village cadre in child protection programmes is sometimes compensated through symbolic payments. Since the time of the 2008 Baseline Assessment, training materials have been developed and specific trainings undertaken at the community level.
 - ✓ In Kiribati, unpaid volunteers play an important role both in community development and awareness raising as well as in providing protective services to victims and children at risk of abuse. While these cadres are covered by various capacity-building initiatives, the Government child protection professionals report that the skill level of untrained volunteers is usually low and in some instances their performance is alarmingly substandard. There does not seem to be any specific activity targeted at supervision, or the upskilling of community cadre, apart from informal cooperation with the local authorities and welfare staff.
 - ✓ Solomon Islands has supported a Community Welfare Volunteers (CWV) programme in at least four provinces. These volunteers have helped raise awareness on child abuse issues, prevent child abuse and spread information on referral mechanisms. However, the CWV programme seems to have stalled, despite the recommendation of the 2008 Baseline Assessment to support and promote the CWV activities.
 - ✓ In Vanuatu, although MJCS pilot projects in child protection (supported by both the UNICEF Tafea Province Child Protection Pilot Programme and the Save the Children Child Protection Programme) work through establishing community-based groups of child protection enthusiasts (or "champions"), the role of the child protection volunteers is not formalized. Members of the community in child protection project committees felt that some volunteers needed more support to safeguard their commitment.
- Studies are emerging from other sectors, such as Education, showing that productivity of public sector employees in the Pacific are often low as a result of poor performance rewards. At the moment, financial rewards for excellence across the four countries are marginal and non-financial awards non-existent. However, public service reforms in Fiji, Vanuatu and Solomon Islands are aiming to strengthen performance-based salary components:
 - ✓ In Fiji, a clear Annual Performance Appraisal system led by the Public Service Commission (PSC) is based on confidential reporting and includes a discussion of performance feedback between employees and line managers. In principle, the Annual Performance Appraisal is also linked to levels of compensation by affecting percentage rating salary increments or bonus payments, and an additional system of reward for outstanding performance was introduced in 2014. At the same time, professionals do not feel that their outstanding contributions are always acknowledged.



- ✓ In Kiribati, most child protection specialists are employed by the Government and consider this job to be a very favourable career prospect (given that the public sector strongly dominates Kiribati's economy and labour market). However, absenteeism and attrition rates are high, and one of the key reasons is lack of motivation. The system of performance rewards in the civil service is non-existent, apart from one-off awards for new educational attainments.
- ✓ In Vanuatu, the current reward system includes minimal opportunities for motivating exceptional performance and is one of the factors behind high staff turnover. Staff salaries are defined by the Salary Schedule with the possibility of gradual incrementation based on the decision of Directors-General and Directors, with only marginal options to reward excellence (in a form of fast-track incrementation in exceptional cases). New performance-related awards are planned for introduction in 2015, but their coverage seems to be limited to a small number of exceptional employees. At the same time, evidence of how poor incentives affect staff motivation in Vanuatu is available in the Education Sector where, despite high salaries, lack of performance-driven salary components was shown to be a major factor behind very low productivity.
- ✓ In Solomon Islands, the salary system for public service employees includes an annual increment and a system of allowances which may be used to reward performance, but interviews show that these are too weak to affect productivity. At the same time, the HRM Strategy and Implementation Plan for 2011-2015 contains as one of its core objectives (Objective 7) the introduction of "A fair and affordable compensation framework which links financial and non-financial awards to individual and organizational performance".

Information management

- In all four countries, National Statistical Offices (NSOs) are dynamic and ambitious agencies, which, despite limited resources, are consistently improving and expanding their work, both in terms of quantity and quality:
 - ✓ In the last decade, the NSOs, – jointly with international and, in some countries, national partners – implemented a range of key surveys which provide important child protection data (see Table 3). These surveys include Population and Housing Censuses, Multi-Indicator Cluster Surveys (MICS), Demographic and Health Surveys (DHS), Household Income and Expenditure Surveys (HIES), dedicated Disability Surveys, gender-based and domestic violence surveys, and labour force surveys.
 - ✓ Most NSOs are pursuing projects to integrate social statistical datasets with Geographical Information Systems (GIS) to enable spatial analysis of social data (the Solomon Islands National Statistics Office (SINSO) and Vanuatu Islands National Statistics Office (VNSO) websites already contain interactive tools which allow for analysing spatial dimensions of census data disaggregated at the sub-provincial level). In Fiji, the Fiji Bureau of Statistics (FIBOS) together with the National Disaster Management Council (DISMAC) have begun advanced projects for disaster-risk mapping and assessment, including Geographical Information Systems (GIS) for spatial risk analysis. However, NCCC members do not seem to be involved in this initiative.

Table 3. Key surveys conducted in assessed countries from 2002-2015

	Fiji Bureau of Statistics (FIBOS)	Kiribati National Statistics Office (KNSO)	Solomon Islands National Statistics Office (SINSO)	Vanuatu Islands National Statistics Office (VNSO)
Census	2007	2005, 2010	2009	2009
Multi-Indicator Cluster Surveys (MICS)	-	2009-2011	-	2007
Demographic and Health Surveys (DHS)	Cancelled planned implementation in 2012	2009	2007	Unique Integrated Vanuatu Demographic and Health Survey (VDHS) and MICS in 2013
Household Income and Expenditure Surveys (HIES)	2002-2003; 2008-2009	2006	2005/2006 and 2012/2013	2006 and 2010
Dedicated disability surveys	2010	2005	2005	2003 Tafea disability survey; Disability questions in the 2009 Census
Family health and gender-based violence studies	2011 study on violence against women and girls by Fiji Women's Crisis Centre (FWCC)	2008 Kiribati Family Health and Safety (KFHSS) study; 2010 Amnesty International survey of partner violence	2008 Family Health and Safety (SIFHSS) study	2011 Vanuatu National Survey of Women's Lives and Family Relationships
Labour force surveys	Employment and Unemployment Survey (EUS) 2004-2005	Plans to develop a survey in partnership with ILO	Plans to develop a survey in partnership with ILO	2000 labour survey; 2005 ILO survey on informal economy

- At the same time, collection of labour force statistics remains problematic for many countries (except Fiji and, to some extent, Vanuatu). This is a considerable gap for child protection as it disables evidence-based policy making and advocacy related to child labour, including commercial sexual exploitation:
 - ✓ Fiji implemented a national labour survey in 2004-2005, as well as five child labour research surveys conducted through the ILO International Programme on the Elimination of Child Labour (IPEC) (including the Commercial Sexual Exploitation of Children Survey, Street Children in Child Labour Survey, Child Labour Survey in Rural Agriculture Communities, Child Labour Survey in Informal and Squatter Settlements, and Child Labour School-based Survey).
 - ✓ In Vanuatu, the latest labour survey was undertaken in 2000 and an informal labour survey was undertaken by the ILO in 2005, but as of 2010, there was no plan for a repeat national representative study in this area. Limited information on the labour market is available from the HIES. The ILO 2009-2012 Decent Labour programme works with the Labour Department of the Ministry of Internal Affairs as well as the VNSO to strengthen their capacities for extending labour data collection and analysis. According to the ILO Programme document diagnostic, the key barrier to these plans is the weak and stretched capacity of both of these agencies (ILO, 2009).
 - ✓ In Kiribati and Solomon Islands, comprehensive labour statistics are generally lacking, which makes it difficult to track child labour issues: there has been no labour market survey and all labour statistics are based on information from the Census and HIES, which are insufficient.
- Despite resource constraints, there is substantial evidence of openness on behalf of most NSOs to cooperate with the sector ministries for extending current surveys to cover new variables, especially where the NSO receives active and well-advocated requests. However, these possibilities are usually not fully utilized because of the lack of pro-active communication on both sides (although the case of Vanuatu provides an example of good practice):
 - ✓ Fiji Bureau of Statistics (FIBOS) is a transparent, accessible and open institution, but it operates almost without any practical interaction with the child protection agencies. Child protection issues are not featured in any of the current surveys, and the only relevant type of administrative data consolidated by FIBOS is on child abuse reported to the police. FIBOS does not reach out to line ministries. From their side, child protection stakeholders do not involve FIBOS in their joint activities (including NCCC) and have not attempted incorporating child protection questions into the household surveys, even though legislation provides FIBOS with a mandate and a flexible procedure to survey coverage.
 - ✓ Vanuatu offers a very successful case: VNSO pursues an active policy for “Building Partnerships” with data users. This includes extensive publication of the details on the nature of the surveys, key reports and basic descriptive tables, as well as contact information for the request of survey data. Moreover, VNSO explicitly acknowledges that the circle of its clients includes “private institutions, businesses, overseas organizations, researchers, students and the general public.” The VNSO approach in assisting these groups is through strengthening open access to available data, “so that people with access to the Internet can find what they need.” However, it also states that it remains open to “special data requests to meet the demand for ad hoc consultancy work.” (VNSO, 2008). As a result, VNSO successfully cooperated with stakeholders to include disability questions in the National Survey by 2008. Moreover, the VNSO Strategic Plan for 2008-2013 specifically highlighted an emerging need for better children-related statistics.

- ✓ In Kiribati, while survey data are fully available through the Kiribati National Statistics Office (KNSO) website and in paper format on request, actual access to the KNSO data seems to be an issue of demand rather than supply. KNSO consultations with data users are limited to annual briefings, but KNSO is available for meetings with policy makers and line agencies upon request and, in addition, participates in thematic discussions presenting relevant data to various policy and working groups.
- ✓ In Solomon Islands, SINSO maintains a well-structured website with a strong and transparent methodological background, but it contains no information or policies regarding liaison with data users.
- **Despite the availability of relatively large amounts of relevant or indirectly relevant data on child protection, the available data is rarely used in the policy process:**
 - ✓ In Fiji, the current programmatic documents related to child protection have essentially no reference to statistical data, including relevant surveys. The child protection objectives in the Roadmap for Democracy and Sustainable Socio-Economic Development (RSSED) 2010-2014 are formulated without any analysis of evidence (with the exception of crime statistics from the Fiji Police). The annual corporate plan of the MoSWWPA does not contain any diagnostic background of the current situation or historical developments. The two current policies which directly relate to child protection (the Policy for Child Protection in Schools of the Ministry of Education and the National Youth Policy of the Ministry of Youth and Sports) refer to developments in respective areas but without providing any evidence.
 - ✓ In Kiribati, two national surveys (the 2005 Census and 2006 HIES) have been used extensively in diagnostic analysis for the elaboration of the Kiribati Development Plan, but the two key surveys related to gender-based violence were neither used nor referenced.
 - ✓ In Solomon Islands, the current process of planning for child protection does not utilize any of the existing survey data or administrative statistics. The only reference to statistical evidence is the illustration of demographic trends within the Children's Policy based on the Census data.
 - ✓ While a considerable amount of information relevant to child protection was already collected in Vanuatu in the past decade, the use of this data (especially surveys) in the planning process is limited. Government agencies tend to use survey data for monitoring, evaluation and especially reporting – rather than diagnostics and policy planning. Diagnostic sections in the current policies – such as the National Disability Policy 2008-2015 and the Mental Health Policy 2009-2015 – are very brief and only refer to limited epidemiological data; the Education and Health Sector Strategies rely on their sector-specific survey for sourcing monitoring data, rather than as a diagnostic tool to identify issues and goals.
- **One of the biggest weaknesses across all countries is lack of consolidation of administrative data related to child protection. Almost universally, relevant information collected by individual line agencies via sector-specific templates and procedures is limited to case management data, and there is no mechanism for integrating these data flows for the purposes of a child protection situation analysis nor a mechanism for developing a system of surveillance for children at risk:**
 - ✓ In Fiji, collection of data related to child abuse and maltreatment is undertaken at the local level through several relevant Ministries and Departments and is limited to recorded cases. Headquarters of every such Ministry and Department develop their individual templates for data collection and aggregation, without coordination with other agencies. Although FIBOS, MoSWWPA and NCCC bring some of this data together, this consolidation covers a small and variable range of indicators and is not regularly updated. As a result, evidence on child protection lacks consistent definitions and is not readily available for cross-cutting policy analysis or operational planning.

- ✓ In Kiribati, the CYPFW Act 2012 provides a major opportunity for developing a comprehensive database as it explicitly requires the lead Ministry (MWYSA) to “maintain an information management system on children and young people” and gives the MWYSA Director the power to request due cooperation from any other Government division or agency, including “information needed to ensure child protection and to ensure implementation of the CYPFW Act”. However, at the moment, there is no concept of such a database. Moreover, unlike the Health and Education Sector, there has been no systemic mapping of the current data flows. Information relevant to child protection is fragmented across sectors (collected by at least seven agencies), which operate their own separate databases according to internal ministerial rules. With the current fragmentation, child protection data is not standardized. The three core stakeholders – the Police, and Education and Health Ministries – operate entirely separate, rather advanced databases without any reconciliation of concepts, definitions and disaggregation criteria for the purposes of child protection.
- ✓ In Solomon Islands, administrative data collected by the relevant ministries is not consolidated into an integrated database that could be used to develop child protection policies nor to orchestrate surveillance efforts. Every agency (including MHMS, MEHRD and the Police) is operating its own management information system according to its individual policy, including the development of data collection templates and data exchange protocols. Datasets are not reconciled in terms of concepts, definitions and disaggregation criteria. Moreover, unlike in some other Pacific countries, the data collected for these individual sector-level datasets does not seem to be systemically shared with SINSO.
- ✓ Child protection datasets in Vanuatu are also institutionally fragmented and incomplete: statistics relevant to child protection are collected by several agencies and are not consolidated into a comprehensive national system. Every ministry operates its data system according to individual policies and templates. These include: Detainee data by the Correctional Services Department; Crime Reporting and Information Management System (CRIMS); Vanuatu Education Management System (VEMIS); and Health Information System (HIS). Notably, the VEMIS previously included a special form covering child protection, but it seems to have been discontinued.

Quality assurance

- Most countries in the region have started to develop, or at least contemplate, a system of quality social services to ensure protection of children victims of abuse or those in a situation of risk. The level of progress has been highly variable: from the most developed system in Fiji (where abuse reporting is mandatory, responsibilities clearly assigned, and some service standards already in place, albeit not yet mandatory and well-inspected) to the least advanced system in Vanuatu which is still in the design stage:
 - ✓ Fiji has developed strong building blocks to secure quality in the provision of services to children. The Director of Social Welfare is clearly defined as the core gatekeeper, and the Child Welfare Decree 2010 mandates all other agencies to report all instances and risks of child abuse to the Department of Social Welfare (DoSW). Compliance is not yet universal, but plans have been developed to address this by setting up integrated Child Protection Teams at the local level. At the same time, significant barriers to quality still remain. Although Fiji has led regionally in developing Minimum Standards of Care for Children in Residential Placement, and clearly identified the role of the DoSW in the supervision of the organizations working with children, in reality the Standards (and respective certification) are not mandatory and their application is currently limited to several organizations (including residential homes) which receive funding from the Government’s budget.

- ✓ In Kiribati, the CYPFW Act 2012 introduced a requirement for all non-state providers of children’s services (individuals or organizations) to register with the lead Ministry and to comply with a set of professional standards. These standards are currently limited to generic compliance with the CYPFW Act, but the Act mandates the Ministry to operationalize the standards into more specific guidelines.
- ✓ Solomon Islands has just begun designing a new, quality-oriented but affordable system of welfare services in child protection. The outline of the new system is established within the Child and Family Welfare Bill. According to Bill, the ultimate responsibility for the organization of the child welfare system, including its quality control, stays with the Director responsible for social welfare matters. In particular, the Director is responsible for “monitoring and assessing the services provided under this Act by the Division and by other organizations, groups, and individuals”. The Bill would introduce key definitions and principles for ensuring child safety, a system of standards for services by individual and organizational providers, a registration process, and a new referral and data exchange mechanism. While the new registration process is not yet functional, the current rules for registration and monitoring of organizational service providers remain fragmented, are not rigorous and do not have specific requirements related to social welfare.
- ✓ As was discussed earlier, the MJCS in Vanuatu has supported several exercises to model a new child protection system. The current roadmap for child protection system building, outlined in the 2011 Mapping report (Copland & Soalo, 2011) explicitly calls for an experimental stage (“testing” or “piloting”) in order to develop an innovative, Vanuatu-specific arrangement that would be both realistic and effective. One of the key open questions in the current discussion on the future system of child welfare in Vanuatu is how to organize a viable process of identifying and referring children to appropriate support services at the community level. The model of referrals for child protection services in Vanuatu is not yet developed. Exploring options for such a future mechanism is one of the goals of the UNICEF Tafea Province Child Protection Pilot Programme.
- One of the biggest challenges in establishing quality assurance mechanisms for the Pacific countries is identifying a clear structure responsible for quality oversight, which includes enabling the relevant agency to ensure regular physical inspections of service providers. In most countries, there is no system for inspecting activities of the NGOs in the social welfare sector (apart from the checks on select NGOs receiving budget support in Fiji and financial audit which is required from registered NGOs in some of the countries, such as Solomon Islands).
- ✓ In Fiji, although the DoSW conducts physical inspections — of organizations which receive budget funding — at least once a year and collects written performance reports, the oversight is limited to a small range of providers. This, in turn, is linked to the current arsenal of sanctions for violations of standards: the tools in the hands of the DoSW include the removal of rule-breakers from the list of registered providers.
- ✓ In Kiribati, as already discussed, the CYPFW Act 2012 establishes a progressive requirement for any provider of services to children to formally register with the lead Ministry and to comply with specific quality requirements (which still need to be developed). Practical implementation of this idea will need to resolve several operational questions. In addition to the actual development of the registration process, standards, control and sanctioning mechanisms, it is still not entirely clear where the new mechanisms will be placed institutionally. After the ministerial split, professional oversight becomes the responsibility of MWYSA, but no structure has of yet been created to take up this function (a small NGO section previously hosted within the MISA has been retained by the Ministry of Internal Affairs). At the moment, there is also no mechanism for regular physical inspections of service providers, although it might be introduced within the new registration arrangement. Organizations engaged in child protection are usually subjected to independent audit only if they use donor funds and have to report to the respective organizations.

- ✓ In Solomon Islands, clear identification of the oversight structure for the future requires a policy decision on the current regulatory mismatch between the DSW/ MHMS and the MWYCFA. At the moment, the Director responsible for social welfare matters is the DSW within the Ministry of Health and Medical Services (MHMS), covering frontline provision of services, including the few social welfare assistant posts. At the same time, the MWYCFA covers policy development and reporting on child rights issues. This regulatory mismatch creates a vacuum in terms of future oversight over Bill implementation.
- ✓ Vanuatu does not yet have a system for analysing and improving the quality of services provided to children and families – and the respective oversight body does not yet exist. While child protection may be a new area for most communities, some services are still provided by Vanuatu’s active civil society as well as international NGOs. But there is no individual body currently formally charged with the oversight of all organizations working with children with the view to control the quality of their services. There is also no unified set of requirements that must be observed by any provider of social welfare services, including services to children. Registration is not mandatory and there is no unified register of civil society organizations operating in Vanuatu. There are no inspections at the level of the service providers, and current capacities for such inspections are limited. The MJCS Child Desk is tasked, among other things, with “regular monitoring of the situation of children at the national level, and periodic reviews of progress toward the fulfilment of the global agenda and declaration”; but this responsibility is limited to analytical overview and reporting, rather than physical inspection and oversight of the actual services. Moreover, the capacity of the MJCS Child Desk is limited and already thinly stretched across existing functions.
- **Child-friendly reporting and complaint mechanisms are mostly lacking, with the exception of Fiji and, to some extent, Vanuatu:**
 - ✓ Fiji established its first National Child Helpline in December 2014, as part of a broader National Child Helpline Programme, which was the first of its kind in the Pacific. The helpline is part of the Government’s Child Protection Plan and is based on an inter-agency partnership between the Ministry of Women, Children and Poverty Alleviation (MOWCPA), Medical Services Pacific, and three telecommunication companies.
 - ✓ In Vanuatu, the Vanuatu Family Health Association (VFHA) cooperates with Child Helpline International (CHI)¹⁷ as an associate member and reports to have a helpline available for children to voice their complaints and concerns. The helpline (00 678 08 7777) is focused on responding to issues related to sexual and reproductive health.¹⁸ CHI helps its members to cooperate with the telecommunications sector to ensure wide access to child helplines, provide the helpline support service and use the helpline data to advocate for child protection.
 - ✓ In Solomon Islands and Kiribati, despite the recommendations of the 2008 Baseline Assessment, helplines for complaints from children are not yet established.
- **Organizations providing social services related to child protection in the Pacific have limited opportunities to associate and share their experiences, including good practices. One of the best mechanisms for such a potential exchange among NGOs has been established in Solomon Islands, but it is not used actively for social welfare issues:**
 - ✓ Solomon Islands NGOs have access to a coordination platform – Development Services Exchange (DSE). The DSE helps its members to develop their capacities, coordinate and share information, as well as promote collaboration on existing and new projects. The DSE annual report for 2012-2013 states that the association is planning to expand its activities in the child protection area.

¹⁷ <http://www.childhelplineinternational.org/>

¹⁸ <http://www.ippf.org/our-work/where-we-work/east-and-south-east-asia-and-oceania/vanuatu>

- ✓ In Vanuatu, while there are some fora for coordination between NGOs, there is no specific instrument to facilitate the exchange of innovative solutions and best practices in child protection. The primary forum for experience exchange in child protection is the National Child Protection Working Group (NCPWG) led by the MJCS and the Vanuatu Association of NGOs (VANGO) – an umbrella organization for the Vanuatu civil society groups. Both of these structures are highly respected but their resources are stretched to cover policy coordination, response planning and disaster-risk management. However, there is no specific instrument for helping service providers and professionals exchange good practices and innovative ideas (newsletters, conferences, websites).
- ✓ In Fiji, horizontal links across NGOs working in social welfare seem to be limited to those organizations that receive Government funding. There is no association of NGOs working with children and no permanent mechanism for the regular exchange of innovative ideas. For comparison, in the area of violence against women, this function is taken forward through one of the most active NGOs – the Women Crisis Centre, as a leading organization. In child protection, the DoSW organizes periodic meetings for those residential homes which formally cooperate with the Government, but there is no forum beyond these consultations.
- ✓ In Kiribati, similarly, there seems to be no permanent mechanism for the regular exchange of ideas. The MWYSA is in regular contact with all providers of services but it is not clear whether individual officers and NGOs are prompted to share best practices, lessons and issues among themselves.

Public communications and influencing

- Importance of cultural context, traditional values and attitudes to children is deeply appreciated by all child protection stakeholders across the Pacific region. However, evidence-based diagnostic studies to identify, measure and monitor relevant attitudes, as well as to design messages for behaviour change, are not yet well developed. Since the 2008 Baseline Assessment, which in itself represented in-depth qualitative attitudinal research, there have been few specific attitudinal studies relevant to child protection, and NSOs have rarely included attitudinal variables into their existing surveys:
 - ✓ In Fiji, during 2000-2008, international organizations helped the Government to undertake a range of in-depth diagnostic studies of attitudes and values related to child rights and upbringing, such as the UNICEF Knowledge, Attitudes and Practices (KAP) Survey. However, there have been few further studies since that time (apart from the Gender-Based Violence Study by the Fiji Women's Crisis Centre in 2011). Although the current communication agenda is explicit and linked to concrete awareness raising programmes, it remains externally driven and based on the studies led and funded by the donors. FIBOS surveys do not include any variables that would generate evidence on current attitudes nor that would help to track any changes in attitudes in order to evaluate the impact of influencing efforts and adjust communications policies.
 - ✓ Vanuatu has the benefit of extensive evidence-based diagnostic research that has already been undertaken by the Government and non-state partners to establish attitudinal drivers and barriers to child safety among the country's diverse cultures. Attitudinal research was taken further by the MJCS 2011 Child Protection Mapping – which, in itself, was a diagnostic study into the key elements of informal child protection system arrangements, including beliefs and attitudes at the community level. The Government has also supported the previously mentioned studies in gender-based violence and a range of KAP studies. The hybrid legal system of Vanuatu has also been the focus of active academic research. A range of specific studies have looked into the details of Vanuatu's plural legal system, as well as the links, gaps and conflicts between customary and formal law.

- ✓ In Kiribati, the Government supported two gender-based violence studies with attitudinal components (in 2008 and 2011), but no specific studies were undertaken looking into attitudes specific to children and child abuse.
- ✓ In Solomon Islands, the NSO did not include any attitudinal components in the surveys which took place during the past five years. The most recent survey that had some relevant questions was the 2005-2006 DHS. The Gender-Based Violence Survey was planned by the Government jointly with the SPC, however, it is not certain whether this research had taken place as its results do not yet seem to be publicized.
- While all Governments acknowledge the need for significant awareness raising and influencing for child safety, current activities in this area usually (with the exception of Fiji and, to some extent, Kiribati) do not follow a coherent strategy or even contain messages specifically designed based on clear goals for intended behaviour change:
 - ✓ Fiji's child protection policies incorporate one of the most advanced communication approaches in the region. Discoveries from attitudinal studies have enabled the Government, jointly with the donors, to formulate clear objectives for public influencing and behaviour change, which have been used for strategic programming and are reflected in the Government's community-based awareness raising programmes. Existing awareness raising programmes cover a broad range of emerging and intermittent child protection risks, such as adverse externalities of new digital technologies, thriving tourism, transformation of family structures and growing peer pressure on children resulting from the monetization of the economy. A community policing initiative also explicitly includes influencing measures to promote social cohesion and restore the delicate balance in the attitudes within the multi-cultural society of Fiji (to prevent discrimination and minimize the prospect of the reoccurrence of political turbulence and social unrest which was shown to have devastating child protection consequences).
 - ✓ In Kiribati, while there is no separate communications strategy, strategic communication plans and some implementation mechanisms are embedded within the CYPFW Act 2012 and the National Youth Policy 2011-2015. While the communication component of the CYPFW Act is very broad and not at all operationalized, the National Youth Policy has a more detailed and practical explanation of the attitudes and behaviour changing objectives (covering attitudes to education, substance abuse, violence, abuse, human rights, and inter-generational and gender relations), some specification of the target audience, and a basic implementation roadmap.
 - ✓ In Solomon Islands, the Government has not yet developed a public influencing and behaviour change strategy – either as a separate document or as a set of individual messages and programmes. The existing strategic documents, which refer to child protection objectives, do not contain any discussion of the behavioural and attitudinal components of child protection or the need to influence these components. In particular, there are no communication plans contained in the National Development Strategy and the Children's Policy.
 - ✓ In Vanuatu, despite the relative abundance of attitudinal studies, neither an influencing strategy nor messages for child protection have yet been formulated. For example, there is a wealth of research on the Vanuatu hybrid system and, in particular, more focused findings of the 2011 Child Protection Mapping on cultural barriers to effective cooperation between the customary chiefs and formal protection systems. However, strategies to overcome these barriers are not yet specified. Studies have found that while chiefs could be extremely resourceful in ensuring child safety at the community level, customary traditions focus on the role of chiefs as mediators and peacemakers, which may be problematic if helping the child requires taking sides and, especially, confronting powerful male figures. But while these observations are now well described and supported by evidence, ideas are not yet in place on how these attitudes could be addressed.

- Existing research and programmes indicate that there are important positive values towards children which could be utilized to build safe environments for children and to support protective interventions. However, while some countries – notably, Fiji – have successfully incorporated these findings into positive influencing campaigns, others still need to catch up in mainstreaming positive messages into child protection activities:
 - ✓ In Fiji, behaviour-change efforts attempt to build on existing positive values towards children. The 2008 Baseline Assessment specifically highlighted positive, rather than negative, attitudes towards children and their upbringing. The subsequent community-based awareness raising agenda has been structured around a positive parenting concept and titled “Children are a Gift from God”, referring to one of the most fundamental, positive, widely-shared values related to children. The explicit tactic of positive parenting is to use these existing positive attitudes to develop an appreciation of the currently unfamiliar child protection concepts and objectives. This is done through constant creative interaction with the audience (parents, teachers and children themselves). The Fiji Child Protection programme also has advanced experience in documenting Most Significant Change (MSC) stories which are used to motivate communities and children themselves.
 - ✓ In Kiribati, promotion of current positive values is explicitly required by both the CYPFW Act 2012 and National Youth Policy 2011-2015. However, little information is available on the barriers to change, and the practical use of positive evidence is currently limited.
 - ✓ In Solomon Islands, the positive influencing approach was the basis of the consultations to develop the Child and Family Welfare Bill. The Briefing Papers contain a discussion of cultural strengths which may be used to build safe environments for children. These strengths include the traditional value of caring for and nurturing children, the perception of communal responsibility over the child’s wellbeing, history of community self-help and community-based problem solving. Based on these strengths, the Consultations highlighted that the new Bill would further strengthen traditional practices that promote and provide care and protection for children, especially given the risks of breakdown of traditional structures in recent times. However, the Government still needs to develop materials to equip its positive influencing plans. These materials would include practical models, cases and positive deviance examples to demonstrate how child protection issues could be positively resolved.
 - ✓ In Vanuatu, existing diagnostic studies provide some insights into positive attitudes that are embedded into the country’s cultural traditions that could be used in communications and behaviour change strategies. However, identifying positive influencing themes was not among the core objectives of the existing research and the resulting recommendations are relatively vague.¹⁹ Positive influencing is also not institutionalized as part of the child protection activities. The first attempts to achieve this were implemented within the UNICEF Tafea Province Child Protection Pilot Programme, which tries to build on positive communal values by inclusive influencing through the CCPCs. Accumulating Most Significant Change (MSC) stories from the UNICEF Tafea Province Child Protection Pilot Programme could provide useful evidence of how new solutions in child protection may benefit communities.²⁰ However, the current list of such stories is limited and not well documented.

¹⁹ Positive influencing themes and recommendations are mostly linked to the association of children with the future, communal responsibility over the child’s safety and wellbeing, and generally favourable attitudes towards positive disciplining methods.

²⁰ For example, intervention by the Child Protection Officer into a situation of several children missing school (at the recommendation by the CCPC) helped to disclose a case of a boy being abused in school. By helping this boy and counselling other children, the children were returned to school, which was a positive communal outcome and an achievement for the community leaders.



PART III.

LESSONS AND RECOMMENDATIONS

Policy process:

- For child protection to become a full-fledged, integral element of the national planning and budgeting systems, sector ministries need to proactively present child protection policies and ideas in the language and format required by their Ministries of Finance and national planning offices. Relevant sector ministries, therefore, require technical support and encouragement in their work to take up the new rules related to Government-wide results-based strategic planning. This may involve help in developing benefit targets for child protection inside corporate plans, and production and, importantly, promotion of strong annual reports.
- Where possible, it would be beneficial for Ministries of Finance to consider, within current performance management systems, rewarding ministries and departments for their analytical approach to reporting against result targets (e.g., by supporting their nomination for departmental awards).
- In addition to the existing NCCCs in each of the countries, attention and support should be provided to national executive structures for working level inter-ministerial cooperation and M&E (e.g., the Department of Strategic Planning and Aid Coordination (DSPAC) in Vanuatu or National Economic Planning Office (NEPO) in Kiribati), raising their awareness on child protection issues, and increasing their capacity to reflect on relevant agendas in national planning and reporting.
- Specific analysis is required to establish success triggers and factors behind the recent inter-agency initiatives for birth registration in Solomon Islands and Vanuatu. These success factors may include the presence of the infrastructural component (investment into IT infrastructure for joint access to CRVS database from hospitals and registration offices). This and/or other factors may deserve replication for launching similar inter-agency task forces for child protection in these countries.
- Liaise with partners working on social protection system reforms (especially in Solomon Islands and Kiribati, where changes are currently designed) to incorporate a child-related component. Advocate for consideration of a gradual extension of the formal social protection system in Vanuatu.
- Partnerships within the Health Sectors across all four countries require fundamental strengthening. In Solomon Islands and Vanuatu in particular, the health system may be used as a possible hub to build a child protection surveillance model.
- The experience of Fiji in gradually building up constructive partnerships between the national Government and provincial/municipal councils is the best current practice among the four countries. This deserves promotion. Elements of this approach that deserve consideration include maintenance of the traditionally powerful role of the provincial councils, along with their political connection to communities through representation at tikina (village grouping) level and considerable authority to raise local revenue; and stimulation from the central government by involving the councils in joint planning for social and economic development projects.

Public financial management:

- Where possible, the costing of new child protection policies needs to be part of the national budgeting process. Instead of developing stand-alone economic analysis of various new models and policies, the ministries need to attach cost calculations to their development of corporate plans, mid-term plans and mid-term development budget estimates, making sure that these calculations are used pro-actively for their defence of annual budget submissions. Where possible, integrate costing of child protection proposals within the national MTEF process and undertake it in partnership with the Ministries of Finance.
- A joint expenditure prioritization and negotiation policy across several ministries involved in child protection (justice/social welfare, education, health) may be discussed under the NCCC umbrellas with the aim of developing a united approach during the budgetary negotiations.
- Sector ministries need to significantly strengthen their budget submissions for child protection. In addition to providing concrete information on costing, this may include providing better evidence-based diagnostic analysis of child protection issues (involving existing surveys) and stronger analysis of expected policy impacts (with the maximum use of available data on child protection outcomes).

Human resource management:

- All countries need to actively work further on developing professional standards for social workers. For public sector employees, respective requirements may be mainstreamed into respective minimum qualification standards;
- Build on the current technical and vocational education training (TVET) reforms to introduce elements of social welfare and child protection training into community-based training programmes;
- Continue to introduce child protection modules into induction and continued professional development programmes in the Education and Health Sectors;
- Revitalize programmes of support and supervision for community volunteers. Consider developing a regional best-practice concept paper on the involvement of child protection paraprofessionals into the service delivery system (based on the experience of Fiji; a somewhat similar initiative of Village Health Workers in Vanuatu; and risk analysis of sub-standard services provided by volunteers in Kiribati);
- Advocate for the gradual introduction (or expansion) of performance-based rewards within the public sector. Consider introducing a range of non-financial rewards for outstanding performance, including for future paraprofessionals and current community child protection champions already involved in the pilot projects.

Information management:

- Child protection data systems in each of the countries need comprehensive mapping (along the lines of reviews which were already undertaken in most of these countries for management information system (MIS) in Education and Health). Ideally, such mapping could be based on the approach used specifically for Child Protection Information Management Mapping focused on the objective of the eventual development of surveillance systems, which were used for such an exercise in Indonesia (UNICEF; Universitas Indonesia; Columbia University Mailman School of Public Health, 2010);
- Based on the Data Mapping results (or as part of the review process), run joint workshops with key child protection stakeholders to discuss current data flows. Such consultations should be led by the lead child protection agencies, possibly under the auspices of the respective NCCC, with possible technical support from the donors.

It is critical that in each country, such consultations involve the NSO as a core potential partner, as well as the ministry responsible for labour statistics and, ideally, the ILO. The consultations should be used for the lead child protection agency to outline expectations for the child protection MIS and surveillance system and discuss ways in which other sectors may contribute to possible data exchange. E.g., respective questions may be included into sector surveys in health and education;

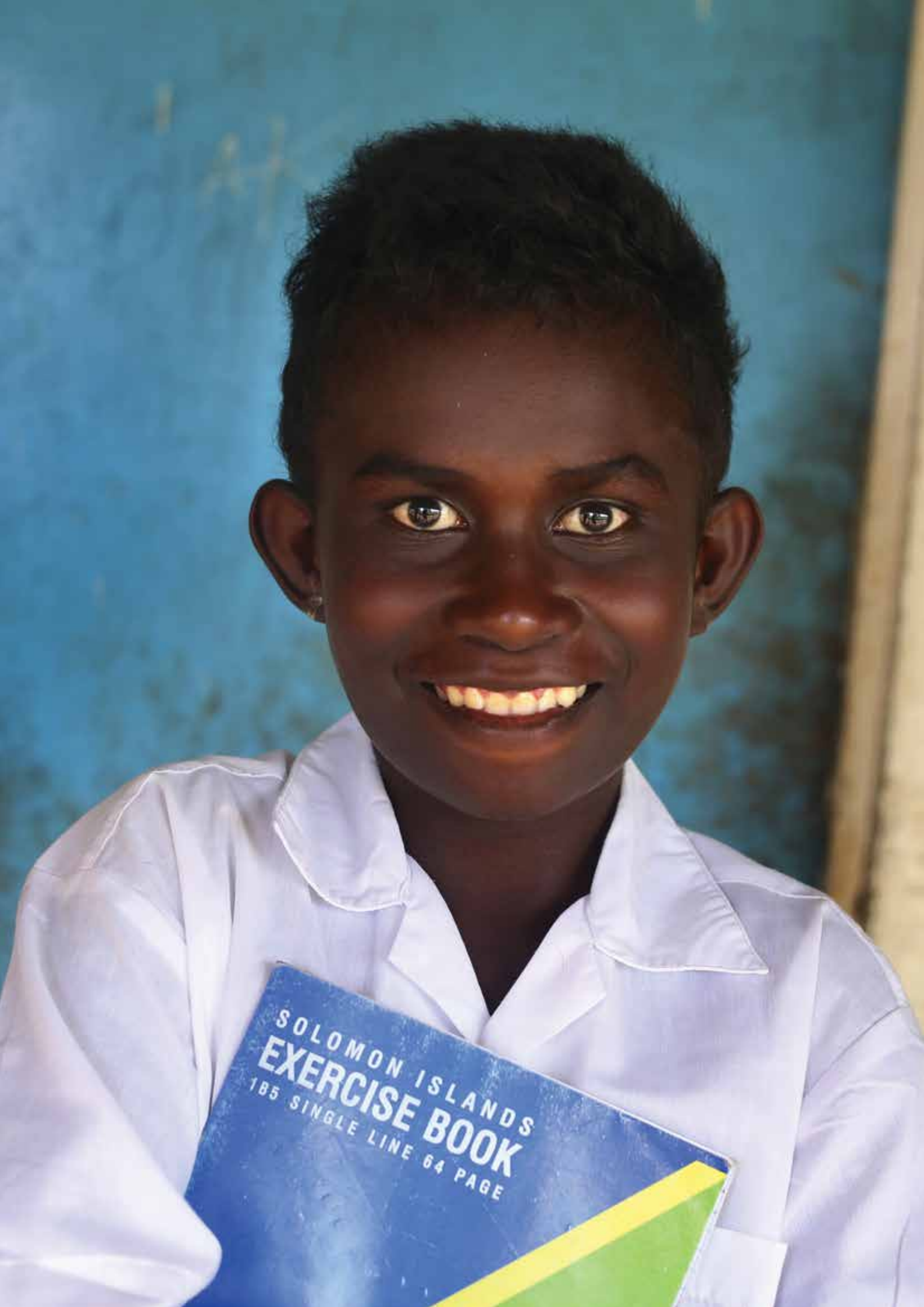
- Invite the NSO to arrange a presentation of the survey data relevant to child protection which already exists in each of the countries (for the NCCC members). Discuss barriers to the currently weak data utilization, asking questions such as: does it require a more user-friendly representation or statistical training for the ministerial staff?
- Child protection sub-committees of the NCCCs may consider developing and maintaining a list of key child protection issues which, in their opinion, require research, data collection and academic discussion. This research agenda should be published on the Government's website and shared specifically with the key regional research institutions such as the University of South Pacific.

Quality assurance:

- Vanuatu and Solomon Islands need to finalize their work on the operationalization of child protection models. In these efforts, it is important to ensure that organizational providers of services to children are subjected to a set of simple and practical but mandatory quality standards making sure that services are safe for children. Such standards also still need to be developed in Kiribati and extended in Fiji (beyond covering NGOs providing residential care services and receiving budget support);
- All countries need to develop viable mechanisms for the physical inspection of service providers to ensure quality and compliance to standards (including a clear placement of this responsibility on an agency, inter-agency structure or local authority with sufficient capacity or with sufficient support provided to develop such capacity);
- Solomon Islands and Kiribati, despite geographical challenges, need to continue working on finding ways to establish a child-friendly complaint mechanism for reporting child maltreatment;
- Mechanisms need to be set up for organizational providers of child protection services to associate and exchange experiences (experience of Kiribati Association of Non-Governmental Organizations (KANGO), VANGO, and "Development Services Exchange" (DSE) in Solomon Islands may be used as possible models).

Public communications and influencing:

- Advocate for the inclusion of attitudinal variables into existing domestic surveys (including HIES);
- Sharpen the current formulation of communication objectives in child protection. For this purpose, encourage stronger use of existing attitudinal data for diagnostic analysis (including data from the DHS);
- Strengthen positive influencing programmes with more and better materials to illustrate positive consequences of stronger protection for children; offer information and intuitive solutions on how barriers to change could be overcome; show best practice models, cases and positive deviance examples to demonstrate how child protection issues could be positively resolved; intensify research to identify current positive views on children, society, and human rights.



SOLOMON ISLANDS
EXERCISE BOOK
185 SINGLE LINE 64 PAGE

ANNEX 1.

FROM MANAGEMENT OF PROGRAMMES TO GOVERNANCE OF COMPLEX NETWORKS: RECENT TRENDS IN M&E EVOLUTION

The interest in measuring and monitoring child protection systems during 2008-2015 expanded in parallel with a significant shift happening during the past decade in the studies on social complexity and public administration.

Results-based management and its emphasis on strategic command and control

- **Since the 1950s, organizational studies have evolved around the idea of strategic control and results-based management (RBM).** Originating in the private sector and gradually adopted by the governments, and non-governmental and international development organizations, management based on results helped organizations to focus on their achievements (performance outputs and outcomes) and to link performance clearly to invested inputs, thereby increasing their efficiency and accountability.
- **RBM gained specific popularity as a government policy and public administration tool with the development of the New Public Management (NPM) reforms.** The NPM was conceptualized in the 1980s in a range of Western countries (e.g., the United Kingdom, United States, Canada, Australia and New Zealand) as an attempt to increase cost efficiency of public services by adopting managerial methods of the private sector (Sulle, 2011) (Bester, 2012).
- **RBM appeared especially useful as a planning framework for development, non-for-profit organizations and the public sector, which lacked market-based financial measures of success.** In particular, it became the key platform for the global aid effectiveness agenda. The current consensus, which was first conceptualized within the Accra Agenda for Action agreed in 2008, is that an aligned development process at the country level, representing combined efforts of the donors and governments, should be structured around the efforts by all parties to achieve and demonstrate results. This established a “performance culture,” prompting international organizations and country partners to modify their planning frameworks to show how investments are linked to quantifiable achievements (OECD, 2008). Focus on results remains one of the four core principles of the Busan Partnership for Effective Development Cooperation, along with ownership, partnerships and transparency (OECD, 2012).
- **The United Nations adopted RBM in the 1990s, both to improve the effectiveness of its agencies and to achieve better alignment with the national priorities of the partner states.** As indicated in the United Nations Development Programme (UNDP) RBM Handbook, the new approach rested on basing decisions on “results” rather than “activities.” Therefore, monitoring progress through indicators, targets and baselines clearly expressed expected achievement (UNDP, 2010).
- **In particular, RBM was mainstreamed as a UNICEF programming tool.** As noted earlier, in 2010-2011, UNICEF adopted a Monitoring Results for Equity System (MoRES) – a diagnostic methodology for the identification of systemic barriers and bottlenecks to be integrated into the organization’s programming cycle (UNICEF; Universitas Indonesia; Columbia University Mailman School of Public Health, 2010). MoRES assumed that results should be monitored not only, and not so much, as the final outcomes, but most importantly on the intermediate targets which should be monitored in real time to accelerate progress for vulnerable children and families (“Level 3 Monitoring”). Moreover, the tool included a “10-Determinant Framework” to bring together the key factors which enable “the pathway of change” – a causal chain of connected outcomes, or building blocks, needed to achieve desired long-term goals for the children (Organizational Research Services (ORS), 2004). The 10 Determinants included factors related to (1) Enabling Environment (social norms, legislation, budgets, coordination), (2) Supply of services (availability, access); (3) Demand for services (affordability, cultural practices, timing); and (4) Quality of provided services.
- **The RBM movement combined with the new approach to international development programming inspired the promotion of similar approaches in developing countries across the globe and in particular in the EAP region.** Management for Development Results (MfDR) was introduced as a major public sector management (PSM) tool in a range of EAP countries. A regional country network – Asia-Pacific Community of Practice on Managing for Development Results (APCoP-MfDR) – was established in 2005 to provide technical guidance and experience exchange for national initiatives to introduce MfDR (Asia Pacific CoP-MfDR, 2011). At the time of this report, all four countries that participated in the research have shown considerable progress in incorporating MfDR principles into their planning, budgeting and human resource management approaches.

Changes proposed by the complexity theories

While performance-based management is still the dominant approach among private, public and civil society organizations, the concept is quickly evolving.

- One of the key changes is in redefining assumptions about what constitutes the process of management when the organization that needs to deliver results is a complex adopting system. Who are the units of authority and power in a system which consists of multiple agents that jointly define final outcomes? Is it possible to “manage” results delivered through such systems with the help of vertical strategic control tools?
- A review of the RBM in Development Cooperation undertaken in 2011 noted that the growing amount of literature became “critical of the paradigm of results management, questioning its emphasis on linear causality and accountability through top-down command and control.” This literature, however, has not yet offered an agreed position on how results could be meaningfully measured and responsibilities assigned when vertical control is not the one and only major factor affecting performance (Vähämäki, Schmidt, & Molander, 2011).
- The emerging body of research on complex adaptive systems attempts to understand how results are delivered when decisions are made not only through a bureaucratic hierarchy but also through a living network of interconnected agents capable of self-organizing (or having conflict) among each other. The paper *Adopting a Systems Approach to Child Protection*, commissioned by UNICEF in 2010, demonstrated how every child protection system is an example of such a complex network. Any child’s safety and resilience in the face of maltreatment risks depends on the interplay of actions and relationships within and between families, communities, other children, authorities at various levels, NGOs, and supra-national stakeholders such as donors (Wulczyn, Daro, Fluke, Feldman, Glodek, & Lifanda, 2010).
- In such systems, where results are a product of “network behaviour”, management for results begins to converge with a new concept – the concept of “Networked Governance” (Torfing, 2012). Networked Governance assumes that the power is distributed across a range of “units of authority” connected through horizontal “communication protocols”. In order to monitor performance in such a system, the analysis needs to deliberately focus on one of the many “units” or “agents” of governance, and then see how effective the managerial decisions of that particular agent are in terms of affecting other behaviours and withstanding external influences. In other words, it needs to unpack the managerial process of a particular agent to see what incentives the managerial process creates for others and how well it is prepared to deal with emergencies and uncertainties.
- Indeed, when there is no single agent responsible for the system’s ultimate performance, uncertainty becomes the central concern for every player involved. In the framework of the Actor-Network Theory, every agent within the system is constantly faced with a range of unpredictable external factors which disrupt or modify the original circumstances and intentions (Montenegro & Bulgacov, 2014). Achieving results under this setup requires that the agent adopts a set of particular managerial capacities which would help to successfully surf the waves of uncertainty towards fundamental institutional goals. Instead of abandoning the results-oriented culture, this approach complements it with an additional layer of expectations that need to be in place for successful performance as a complex adapting system.

How to measure governance of complex systems operating in uncertain environments

The emerging realization of the importance of “system governance” in the delivery of end results inspired a range of initiatives to operationalize this approach for specific sectors and system functions. The two initiatives which were used in this report to develop Child Protection System Indicators include proposals for measuring governance in the Health Sector and the framework to measure approaches in Public Financial Management, described below.

- **Health Sector Governance.** A strategy for measuring system-level governance was developed in 2011 for the Health Sector. It noted that in order to improve health service delivery, policy makers needed to focus on the “missing middle” – the way in which the system is governed. Governance was defined as the “combination of political, social, economic and institutional factors that affect the behaviour of organizations and individuals and influence their performance” (Savedoff, 2011).

- **Public Expenditure and Financial Accountability.** Since 2005,²¹ a range of international partners²² have maintained a joint programme for Public Expenditure and Financial Accountability (PEFA) Indicators to measure the performance of the national Public Financial Management (PFM) systems. The PEFA Performance Framework is a “high-level analytical instrument” – an agreed set of 31 indicators which assess whether the country’s PFM system can deliver three major outcomes: fiscal discipline, strategic allocation of resources, and efficient use of resources in service delivery. In order to identify the indicators, PEFA represents the PFM system as a complex organism which needs to effectively administer several functions to deliver the end results. These functions include, for example, strategic budget preparation, robust budget execution, accounting, reporting and external audit (World Bank, 2012).

These studies in other sectors have formulated key recommendations to measuring System Governance.

The governance measurement frameworks such as the Health Sector Strategy for Measuring Determinants and Performance, and PEFA, converge in several cross-cutting recommendations for any attempt to correctly measure governance:

- **Define governance “determinants” versus governance “performance”.** If governance is about influencing the decisions of other agents, we can assess either the influencing action itself (“governance input” or determinant) or the influencing result (“governance output” or performance). For example, in the case of a frontline service provider, a measure of stringency in labour law would be a governance determinant, while the level of staff absenteeism would be a governance performance measure. This means that assessing governance determinants (rather than performance) is impossible without “a statement of a hypothesis or underlying theory of behaviour” which explains the assumed causality chain. Errors related to “misattribution of causality” can lead to misuse of governance assessments and hinder their effective application (Savedoff, 2011).
- **Focus on a particular unit of analysis (agency, authority or non-state organization rather than a sector as a whole) and the way it interacts with the rest of the system.** When we analyse “network behaviour” of multiple units of authority, it needs to be disaggregated into individual governance models of particular agents. These models should then take into account the way in which a “governing unit” interacts with the uncertain outside network. For example, while the PEFA assessments cover the entire PFM system of a country, the focus of analysis is the central government defined as a central group of ministries and departments including related institutions of oversight that make up a single institutional unit. At the same time, many of the PEFA domains specifically analyse the ways in which this broad institutional unit interacts with other agents, including local authorities (PEFA Secretariat, 2011).

Whether the assessment focuses on governance determinants or governance performance is closely linked to the choice of the unit of analysis. Indeed, governance performance measures have to be linked to the units whose behaviour is being influenced. On the other hand, determinants could be linked both to the affected units as well as to the sources of the influencing decisions. The Health Sector Strategy for Measuring Determinants and Performance proposed by W. Savedoff recommends always focusing on affected units. For example, a unit of analysis in his proposed approach could be a primary-level health unit, influenced by the labour laws, training, local government discretion etc. In this case, a governance performance indicator would be, for example, staff absenteeism. However it seems that for the purpose of analysing influencing decisions (determinants), focusing on the influencing agents seems more practical. In this case, the unit of analysis could be the legislating authority which regulates labour markets and training requirements.

²¹ While the PEFA partnership was established in 2001, the first version of the PEFA Indicator Framework was launched in June 2005 and updated in January 2011. Guidelines for sub-national assessments were published in 2008.

²² PEFA is a partnership programme, currently jointly governed by the European Commission (represented by EuropeAid), French Ministry of Foreign Affairs, International Monetary Fund (represented by the Fiscal Affairs Department), Norwegian Ministry of Foreign Affairs, Swiss State Secretariat for Economic Affairs, UK’s Department for International Development, and the World Bank (represented by the PREM and OPCS Vice-Presidencies).

ANNEX 2. SUMMARY OF FINDINGS

	Fiji	Kiribati	Solomon Islands	Vanuatu
Policy process				
International commitments related to child protection	62% Two additional treaties since 2008; Regional leader; Signed treaties include two Hague Conventions on protection of children from the risks of abuse in international adoption (together with only five other countries in the entire EAP ²³ region)	38% Three additional treaties since 2008	48% Six additional treaties since 2008, including both CRC operating procedures (OPs) (which makes Solomon Islands the fourth most active country in ratifying international treaties related to child protection across entire Pacific ²⁴)	38% One additional treaty since 2008
Multi-year result-oriented planning cycles for child protection	Coherent structure (linked to RDSSD 2010-2014) with clear child protection priorities	Reforms started in 2012 and child protection priorities now in KDP 2012-2015	NDS 2011-2020 with child protection priorities under two ministries (MWYCFA and MHMS); Approach not yet broadly mainstreamed	PLAS 2006-2015 – considerable improvement compared to earlier, broader plans, but not yet strongly linked to budgeting and child protection priorities broad. To be replaced by NSDP 2016-2013
M&E Platform for strategic child protection planning	Well organized (via SFCCO), practical and integrated into policy cycle – but no analysis yet of the policy impact and no sector-wide analysis for child protection (in the absence of a child protection policy)	Results Matrix for social welfare has many gaps and verifiable indicators for child protection are lacking. Ministerial split somewhat delayed the development of a results-oriented corporate plan	Child protection result indicators are very broad; Monitoring tools are not specified; Production of annual reports by key ministries are problematic	Child protection indicators have been developed and the first annual report has been produced by MJCS, but they are not linked to outcomes and are without policy analysis for child protection
Supreme policy oversight and coordination	NCCC, including child protection sub-committee, functional and well-positioned to take up additional oversight roles, but needs support in internal communications and pro-active policy-making	Initial structure, renamed as NAACC, and its Child Protection Task Force, is currently undergoing the first stage of “revitalization”: strengthening basic technical support structures for NAACC before it is re-formed in line with the new child protection system architecture which is still uncertain	Initial KNACC has been essentially replaced by a more operational, executive inter-ministerial Working Group integrated into the Government’s planning and budgeting structure	NCPWG is the only functional wing of the NCCC. Key barrier: lack of capacity to coordinate NCPWG on behalf of the over-stretched MJCS Child Desk

²³ Japan, Republic of Korea, Singapore, Thailand, Australia, and New Zealand.

²⁴ After Australia, New Zealand and Fiji.

<p>Social protection policies are designed in ways which reinforce child protection impact</p>	<p>Well-designed and effective Child Protection Allowance covers a wide range of vulnerable children;</p> <p>Possible further improvement may extend coverage to families with many children</p>	<p>Current system is not well targeted (especially the Copra subsidy), but the Government is committed to major reforms including for better targeting of women and children</p>	<p>Currently social protection system is essentially non-existent, but the Government is planning to design a new approach. It is not yet clear whether it might entail child-related aspects.</p>	<p>Financial barriers provide strong disincentives for referring child abuse to formal care. However, no formal mechanisms are in place to support most economically deprived families;</p> <p>Existing social assistance is limited to less than 20% of formally employed population</p> <p>No plans for reform underway</p>
<p>Mainstreaming of child protection in the health care system</p>	<p>Child protection not reflected in Health Sector plans;</p> <p>Health workers lack child protection skills</p>	<p>Child protection is neither mainstreamed in health service provision nor part of nurse training curricula</p>	<p>Even though the MHMS formally hosts welfare services, child protection is not mainstreamed elsewhere in the health system;</p> <p>At the same time, good experience in cooperation for the Birth Registration Initiative</p>	<p>Child protection not mainstreamed in health service provision;</p> <p>Good previous experience in cooperation for the Birth Registration Initiative (which helped with IT infrastructure for hospitals)</p>
<p>Mainstreaming of child protection in the Education Sector</p>	<p>Ministry of Education maintains a national Policy on Child Protection which includes “zero tolerance” of child abuse</p>	<p>The CYPFW Act 2012 does not mandate teachers to report abuse and Education Sector plans are silent on child protection;</p> <p>Some but limited relevant activities within Child Friendly School Initiative</p>	<p>While some Ministry of Education strategies note child safety issues, respective objectives and activities (e.g., introduction of legal literacy into curricula) do not yet seem to be implemented</p>	<p>Minimum Quality Standards for Primary Schools include a child safety component, although lack of universal guidelines obstructs implementation</p>
<p>Productive cooperation with sub-national governments and local self-governance structures for implementation of the child protection agenda</p>	<p>Despite challenges and constant evolution, the central government finds ways to motivate provincial and municipal councils to increasingly embrace and even fund child protection priorities</p>	<p>Weak capacity of elected democratic channels to build local support for “externally driven” national agendas for such policies;</p> <p>A strong lead from executive central Government currently unavoidable – but it still needs to be tested on potentially contestable issues like child protection</p>	<p>Weak capacity of politicians in local regional councils creates a growing feeling of political alienation of communities from political governance which is not perceived as relevant</p>	<p>“Disconnect” between local and central governance structures – one of the key obstacles to successful implementation of national policies</p>

Public financial management

<p>PFM Reforms agenda since 2009</p>	<p>Direction: improve budget execution, accounting and reporting</p>	<p>Direction: stronger integration of donor activities with Kiribati's own PFM system and new ways to organize and monitor spending</p>	<p>Direction: better compliance with budget rules, internal audit, payroll controls, oversight of spending by service delivery units (schools, hospitals), and openness of budget information and its public scrutiny</p>	<p>Modern PFM legislation and Integrated Financial Management Information System already in place by 2009;</p> <p>Difficulties in realistic multi-year budgeting, external audit and data openness</p>
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Realistic multi-year budgeting and opportunities to defend child protection allocations	Reliable multi-year fiscal framework in place with three-year projections for key ministries; No costed cross-sector strategy for child protection and no proactive advocacy by sector ministries for these allocations	Accurate and conservative MTEF since 2011, but sector ministries are not aware of opportunities to advocate for their allocations at the Development Coordinating Committee (DCC)	Medium-Term Development Plan (agreed development priorities) in place since 2014; MTEF expected in 2016 but sector ministries now have to cost their budgets with almost no capacity for such an exercise	Multi-year budgeting has been a challenge since 1997, despite numerous attempts to introduce MTEFs; Individual sectors (e.g., Health) have multi-year costed strategies but they are not integrated into a whole-of-government realistic plan
Fiscal realism of child protection plans	Fiscal consolidation including operational spending cuts is likely in mid-term, but strategies for such cuts are not widely discussed and are not considered among child protection professionals	Drawing down on the RERF is no longer sustainable, which has prompted the Government to reform SOEs and launch new taxes; Cutting expenditure might also be required in the medium term	Government, and especially the lead MJCS, are traditionally fiscally pragmatic and have accumulated some fiscal buffers, but are not certain if there will be enough in the aftermath of Cyclone Pam	Most child protection related plans were produced at the height of economic growth in 2010-2011 (which has since slowed down) and might require "recalibration"

Human resource management

Civil service reform with impact on employees involved in child protection	Solid progress since 2008 (clear performance management cycle; universally present duty statements etc.)	Formal system in place but difficulty in utilizing (excessive focus on common competencies, weak link to work objectives)	Major Performance Management Reform currently on-going; New rules are in place but are not yet comprehensively implemented	New Performance Management System (PMS) is being established; Key basic elements are already in place (performance management cycle, job descriptions)
Professional standards for social workers	FASW and USP are working to develop such standards but are not yet in place	CYPFW Act 2012 would require the Ministry to develop the standards for registering individuals and organizations in child protection but are not yet in place	No standards in place. The new CFW Bill would introduce a possibility of standards (but this element is not mandatory)	No standards and plans to develop them are not yet in place
Tertiary education in relevant fields	USP School of Social Sciences is developing a full-scale programme in Social Work – a regional hub used by all countries	Overseas training in the USP is the only opportunity	Overseas training in the USP is the only opportunity	Overseas training in the USP is the only opportunity
Diploma-level and vocational training in relevant fields	USP provides some relevant diploma- and certificate-level training	Diploma-level education in Australia-Pacific Technical College, APTC	Community-Based Rehabilitation and Youth Development Diploma-level courses in SINU. A network of Rural Training Centres (RTCs) and their association (SIARTC) – an opportunity to mainstream social welfare training	No relevant national programmes as yet. A wide-scale new regional TVET programme – an opportunity to mainstream social welfare training

Mainstreaming child protection into professional training across sectors	Police Specific child protection programme in the Government-wide Centre for Training and Development (CTD)	Permanent training facility in child protection offered by the Kiribati Police Academy – but not in Health and Education	Child protection part of induction programme in Police Academy; Additional child protection curriculum in Training School for Correctional Services; Work underway to develop child protection training for nurses and teachers via SINU	Child Protection training programme introduced in the Police College; Child protection modules developed for pre-service training of health workers; New teachers learn child protection as part of the new Minimum Quality Standards for Primary Schools;
Support to community child protection volunteers and paraprofessionals	Volunteers are actively engaged and now receive stronger support compared to 2008 (new training, includes specific manual, symbolic payments)	Unpaid volunteers are playing significant roles in the delivery of services despite their very low skills, which is sometimes reported to be risky for children; No programme of support, apart from ad-hoc coverage of generic capacity building programmes	Outcomes and current level of support to the Community Welfare Volunteers (CWVs) are not certain	Child Protection Champions are involved in the UNICEF Tafea Province Child Protection Pilot Programme, but their role is not formalized; Important relevant experience from the Health Sector, where Village Health Worker (VHW) programme is outsourced to Save the Children
Performance-based awards to motivate staff	Bonus payments are supposed to be linked to performance, and an additional system of reward for outstanding performance was introduced in 2014	No system of performance awards, despite high levels of absenteeism and attrition	Marginal incentives within current salary structure, but new HRM strategy is committed to the introduction of new performance based “financial and non-financial awards”	Minimal opportunities to reward excellence, even after new award structure in 2015; The Education Sector’s lack of performance-based incentives is a key factor behind low productivity of teachers

Information management

Strength of the NSO and availability of relevant surveys	Full range of surveys including Child Labour	No labour statistics	No labour statistics; GIS-tools	Full range of surveys, but labour statistics outdated (2000) and further plans uncertain; A wide range of additional relevant and attitudinal surveys; GIS-tools
Linkages between data producers and data users	NSO open and cooperative, but not proactive – and neither are the line ministries	NSO holds annual briefings with data users and thematic meetings, but is not involved proactively by line agencies	Strong NSO website and technical background, but communication with users seems weak	Highly open and cooperative NSO; Instances of relevant variables incorporated into surveys
Use of survey data in policy process for child protection	No reference to existing surveys in key strategies	Some use of Census and HIES, but not of the gender-based violence studies	No reference to existing surveys in key strategies	Some sector-level policies use sector-specific surveys

Consolidation of data flows for child protection policy making and surveillance purposes	Fragmented data collection, lack of standardization, but some integration via FIBOS; Police are analysing data to identify “hot spots” – the first small step to developing a system of surveillance	Fragmented data collection, lack of standardization, some integration via KNSO, but plans for a new MIS within the CYPFW Act 2012	Fragmented data collection, lack of standardization, and no integration via SINSO	Fragmented data collection, lack of standardization; Education VEMIS used to have a child protection related form, but it was discontinued
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Quality assurance

System of quality oversight for organizational service providers (standards, registration rules)	Director for Social Welfare responsible for quality oversight, but no universal mandatory standards for providers (Min. Standards of Care for Children in Residential Placement – good practice, but not mandatory and have limited application);	Registration and mandatory standards are supposed to be introduced by the CYPFW Act 2012, but are not yet in place	The CFW Act would introduce a possibility of standards (overseen by the Director for Social Welfare), but these would not be mandatory; At the moment, NGOs do not have to register or comply with any standards	At the moment, NGOs do not have to register or comply with any standards
Clear oversight body and regular inspections	Director for Social Welfare conducts yearly physical inspections but only for those NGOs that receive government funding	While CYPFW Act 2012 would introduce mandatory requirements, it is not clear which agency would be responsible for inspections and what would be the cost implications of such responsibility	Future oversight structure not yet identified; Design is challenged by the child protection split between MHMS and MWYCFA	While many NGOs provide services for children, they are not subject to inspections and oversight
Child-friendly reporting and complaint mechanisms	First child helpline established in December 2014 based on inter-agency partnership	No child helpline	No child helpline	Vanuatu Family Health Association (VFHA) reports having a child helpline on reproductive health (in partnership with Child Helpline International)

Public communications and influencing

Availability of attitudinal data and diagnostic research on values and attitudes to child protection issues	Attitudinal research not active; No relevant variables in FIBOS surveys; No specific studies since 2008	Two gender-based violence studies in 2008 and 2011, which are not well used No further studies on child protection since 2008	No new attitudinal research since 2008	Relatively large amount of studies, including qualitative mapping by the Government and research on child protection issues resulting from hybrid justice systems
Clear communication strategies or plans	Advanced communication tools integrated into community-based programmes;	No separate strategy, but some plans in CYPFW Act 2012 and National Youth Policy 2011-2015	No communication strategy or plans	Despite the relative abundance of data on values, communication plans and messages not formulated
Positive influencing in child protection	Positive influencing at the core of the current child protection programme	Although positive influencing explicitly required by CYPFW Act 2012, current tools (materials, evidence responding to barriers to change, MSCs) are insufficient	Positive influencing used to develop the CFW Bill, but no programmes beyond this work	Positive approach not in the focus of current activities and existing relevant evidence (including MSCs) not well documented

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