

Formative Evaluation

# UNICEF'S CHILD PROTECTION SYSTEM BUILDING APPROACH IN INDONESIA



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Approach in Indonesia

# Formative Evaluation of UNICEF's Child Protection System Building Approach in Indonesia

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# Acronyms and Abbreviations

Bappeda	Badan Perencanaan Daerah <i>Provincial Planning Board</i>
BAPPENAS	Badan Perencanaan Pembangunan Nasional <i>Ministry of National Development Planning</i>
CPAP	Country Programme Action Plan
EAPRO	East Asia and Pacific Regional Office (UNICEF)
IR	Intermediate result
KPAD	Kelompok Perlindungan Anak Desa <i>Village's Child Protection Committee</i>
KPAI	Komisi Perlindungan Anak Indonesia <i>Indonesian Child Protection Commission</i>
LPA	Lembaga Perlindungan Anak <i>Child Protection Agency</i>
MOSA	Ministry of Social Affairs
MOWECP	Ministry of Women's Empowerment and Child Protection
NGO	Non-governmental organisation
OECD DAC	Organisation of Economic Cooperation and Development, Development Assistance Committee
P2TP2A	Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak <i>Centre of Integrated Services for Women Empowerment and Child Protection</i>
PCR	Programme component result
PKSA	Program Kesejahteraan Sosial Anak <i>Social Welfare Program for Children</i>
PKT	Pusat Krisis Terpadu ( <i>Hospital-based</i> ) <i>Integrated service centres</i>
PPA	Pelayanan Perempuan dan Anak <i>Specialised police units for women and children</i>
PPT	Pusat Pelayanan Terpadu <i>Integrated service centres</i>
PRA	Pesantren Ramah Anak <i>Child Friendly Pesantren Initiative</i>
RPJMN	Rencana Program Jangka Menengah Nasional <i>Medium-term national development plan of the Government</i>
SBA	Systems building approach
SOP	Standard operating procedures
UCW	Understanding Children's Work
UN	United Nations
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
US	United States
VACS	Violence Against Children Survey



# Executive Summary

The Government of Indonesia, supported by UNICEF, was one of the first in the South East Asia region to explicitly endorse a systems building approach to improve child protection outcomes. Indonesia's child protection system is developing in a dynamic social and economic context, featuring decentralised structures and geographical and cultural diversity.

This formative evaluation is the first assessment of UNICEF's systems building approach (SBA) in the region, designed to analyse whether and in what ways UNICEF's child protection programme has been informed by systems thinking. The scope focussed on work over all four years of the country programme (2011-present), and included an analysis of the programme's Theory of Change.

The findings and recommendations are intended to inform the development of national strategies for promoting child welfare and wellbeing. They will directly contribute to UNICEF's forthcoming Country Programme Action Plan 2016-2020 and the implementation of the Government's national planning document (RPJMN 2015-2019). The findings are intended to have wider implications for other United Nations agencies, Government departments and civil society organisations mandated to coordinate and implement child protection initiatives and programs.

The evaluation was implemented between July 2014 and January 2015, with in-country data collection taking place in August and September 2014. The main methods of data collection were through literature reviews, in-depth interviews (in person and by Skype) and facilitating group discussions in Jakarta, Central Java, South Sulawesi and Aceh provinces. Except for Jakarta, the team visited the central province district and at least one other district in each of the sub-regions, meeting with over 130 respondents. The majority of respondents were government stakeholders at national, and sub-national levels, and formal service providers. In addition, non-state respondents included NGOs collaborating with social and prison services, NGOs implementing community child protection pilots, and male and female Child Forum members in one of the districts. The evaluation team also met three male children in prison.

The key findings and conclusions are presented here against the key evaluation criteria areas.

## **Theory of Change**

The evaluation found that the main planning and monitoring frameworks of the child protection work stream of UNICEF's country programme lacked an overarching logic model or theory of change. UNICEF faces similar challenges as most organisations working to influence development outcomes: assessing what difference they make and the value they add. Development is rarely a simple linear process of cause and effect. Conventional logframes often fail to capture the complexity of change, whereas a theory of change attempts to address the gaps. Importantly, logframes and theories of change have more utility when they are used as planning rather than solely reporting tools. UNICEF's Child Protection System work stream also needs to consider how it complements its parallel country programme components.

## Relevance

As evident in the national planning documents (RPJMN) there is strong alignment between UNICEF's and the Government's commitments to building the child protection system in Indonesia. The strategic alignment is a result of the close working relationship between the two key partners UNICEF and BAPPENAS. UNICEF and the Government are in agreement that a child protection system is the most effective way to comprehensively and holistically protect children from harm and respond to vulnerable children.

The five key components of the *National Child Protection System Conceptual Framework*<sup>1</sup> that informs the systems approach to child protection are evident in UNICEF's initiatives. The child protection system agenda has been progressed markedly through the Government's adoption of policies and regulations. The shift towards building the child protection system marks a conceptual move towards a holistic response, and away from a focus on single-issues only. This shift is still in progress because it requires a significant level of macro reform and will take time to effect.

It is evident that UNICEF has had specific roles in supporting (commissioning and providing technical advice to) child protection pilots aimed at strengthening the child protection system. At the same time there have been missed opportunities to collate and distribute the evidence and learning from these initiatives. This seems like an important gap. Taking on this collation, analysis and dissemination role represents a potentially unique role for UNICEF and a specific way in which it can express its added value.

There is little doubt that the concept of a child protection system has been well received and accepted by multiple levels of government. The shift towards the systems approach requires a large number and range of stakeholders who have different levels of need to access information about the emerging child protection system, its evolution and their role in it. This has been more challenging for UNICEF to address, or rather support the government to address. Ensuring that both government and non-government actors are accompanied through this shift, requires communicating the more nuanced and complex understandings of what a child protection system means. Without this there is a risk that the 'systems building approach' or 'child protection system' simply becomes the *langue la mode* of development partners. To date the key documentation available to government stakeholders are either too conceptual without enough signposts to explain the systems approach or highly detailed making them accessible to only the few rather than the majority. As part of this evaluation, a set of 'roadmaps' are proposed as tools to bridge the current simple and complex resources.

In relation to its relevance to UNICEF's equity agenda, the systems building approach in Indonesia focuses on "all vulnerable children" but does not reflect an equity lens. Given UNICEF's effective

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<sup>1</sup> In 2009, UNICEF guidance on systems development encouraged the creation of a protective environment for children by establishing three interlocking systems, cutting across multiple agencies, departments and community structures responsible for promoting the protection of children. These three 'systems' are: the social behaviour change system; the justice for children system; and the social welfare system. This represented the 'system model' that was to be strengthened using a systems building approach. UNICEF with its Government partners began adapting this model for the Indonesian context. The result is *The National Child Protection System Conceptual Framework*, referred to throughout the report as the Conceptual Framework

partnership with BAPPENAS, it has been in a strong position to influence the equity agenda within the systems building initiative. For UNICEF the equity lens may be implicit, but for partners it may need to be made explicit.

## **Effectiveness**

The child protection results architecture of UNICEF's programme does not provide a logical enough flow between its elements to measure progress. Nor can it confidently show probable causal links between activities, intermediate and long term results. This is likely due to the activities and indicators being based on a previous prioritisation process based on both national needs and limited UNICEF resourcing. But without the bigger picture being visible, the results framework in its current form creates challenges for UNICEF in demonstrating its effectiveness. At the same time, UNICEF has been implementing highly relevant activities that risk not being captured by the framework, such as the child protection pilot initiatives.

Significant changes have been achieved (e.g. particularly in relation to the legal and policy framework) but there seems that there is a tendency to continue the 'style' of promoting single issues. Although changing the law is a success, there is less evidence of how the programme has holistically considered and strategized to respond to Indonesia's complex system of regulations and laws which may cause blockages to child protection, or coordination between multiple stakeholders.

Data and information management remains a significant gap, and UNICEF could have provided more clarity on how it aimed to address the distinctly different types of data that are needed for both policy decisions, and case management.

Nearly all of the child protection system elements from the Conceptual Framework have been focussed on through UNICEF and partner activities. A challenge is that they are spread out across different provinces and districts, which means that participants see only the pilot or initiative that they are engaged with. There is an opportunity to bring these elements together as examples of what a child protection system consists of, so that stakeholders can begin to see what a comprehensive set of responses looks like. This would likely help address the lack of clarity among government and other stakeholders.

UNICEF's approach has put in place solid foundations which can be built on. The activities intended to address the elements of the system have done so to varying degrees and there are significant opportunities for this work to be built upon going forward. A comprehensive baseline has recently been established through the Governance Indicators Framework, which relates to engagement with government. This forms an important set of measurements and can contribute to a process of prioritisation and planning for both UNICEF and the government. It could also contribute to communicating to a wide range of government (sub-national) stakeholders the aims and steps of the child protection system building process.

## **Efficiency**

UNICEF's challenges in measuring efficiency, including cost-efficiency of its activities in relation to building a child protection system, reflect wider sectoral contextual challenges. UNICEF's activities in Indonesia are relatively unique and therefore lack comparability data. The efficiency of the activities

themselves cannot be easily measured because outcomes cannot be simply quantified. Further the activities, intermediate and long term results are not simple, linear cause-and-effect relationships. One of the measures of UNICEF's efficiency is its relationships with government. As a key mechanism for influencing changes, this seems logical; although further consideration to how UNICEF wants to measure the relationship seems needed. For efficiency to be more measurable, the programme will benefit from elaborating its rationale for implementing activities and aiming for their respective outcomes. Overall UNICEF's could have considered in more depth, the indicators that would be most appropriate (and possible) with which to measure cost-efficiency and efficiencies in general.

## **Equity**

UNICEF's equity agenda is a central tenet to its work. But as mentioned above it is largely implicit in the child protection action plan rather than explicit. This means that the equity lens which the child protection system should be being designed through has not been present. There is a risk that equity will continue to be overlooked without processes explicitly assessing how activities and outcomes are built into the strategy with the equity lens. Sub-sets of equity include gender equality and the empowerment of women and girls. Evidence for addressing these elements did not emerge strongly in the evaluation. These issues, along with equity, should have been part of the earliest stages of designing the child protection system, and can be reintroduced going forward.

## **Sustainability**

The sustainability questions in this evaluation focussed on the replicability of pilots and models. One of the challenges cited by Government respondents was that they were unaware themselves of models and pilots that were suitable for replication or scale up. A fundamental issue of financing replication and scale up was not mentioned by any respondents. Nevertheless there were some foundations for sustaining a focus on developing a child protection system such as the increasing importance of child protection in the RPJMN.

The wider issue of sustainability of the child protection system relates very strongly to government leadership. The Government's commitment to policy and implementation is strongly reflected in the national planning document (RPJMN). Sustainability of the child protection system also hinges on national rather than international financing. This aspect has not been a focus of UNICEF's programme to date, and would be an important part of strategies going forward.

## **Lessons learned**

A number of good practices and lessons learned were identified during the evaluation. There are important opportunities to gather evidence from the successful initiatives as well as their lessons on which to build further successes, refine initiatives or translate them into other places and contexts. There are localised examples of where the systems approach to child protection is yielding results in terms of outcomes for children and their families. This was evident where a small number of services (health, social and justice) in a specific area were working together with effective and mutual referrals as appropriate. But the systems response quickly falters if a referral needs to go outside of the area that is functioning well, to a service that is not integrated effectively.

Principles underlying the UNICEF's strategy need to have relevant activities associated with them to ensure that these are realised and do not remain implicit with the risk of becoming invisible. This applies to tackling the underlying causes of vulnerability, and designing the system through an equity and gender lens.

It will be important to capitalise on the appetite among respondents for engaging in the evolving child protection system. The importance of language and terminology was raised numerous times by respondents, and was observed by the evaluators. In general, there seemed to be a preference for ideas and explanations to be immediately followed up with an example. Ideas communicated in this way seemed to gain greater traction. In addition to working closely with BAPPENAS, direct relationships with other ministries and departments are important to continue pursuing.

## **Recommendations**

Recommendations are based on the findings and conclusions of this evaluation. They are intended to inform the development of the planning of the next country programme for UNICEF's child protection work stream. They are grouped into two key areas: UNICEF's programme design, and UNICEF's working relationship with the Government of Indonesia. They are not listed in priority order.

### **Revise the country programme design architecture to clearly articulate UNICEF's vision and strategies to work with the government to build the child protection system**

- 1) Develop the **logic and theory of change** for the next country programme action plan with greater clarity around how the components contribute to the overall goal/vision.
- 2) Develop **internal strategies** within UNICEF for the Child Protection cluster to work together with the other clusters to mutually support child protection systems building. For example, working with the Education cluster on common areas of concern would look at violence in schools and how schools develop their own child protection policies in line with the emerging system.
- 3) Make explicit UNICEF's aims to work towards a comprehensive child protection system and **distinguish between the expected outcomes** of the child protection system and the outcomes of UNICEF support to Government to develop the system.
- 4) Determine and **define** the kind of **cost-efficiency and Value for Money** analysis which is required by UNICEF (e.g. for accountability, measuring contribution etc.), and therefore the types of data that are needed to meet these needs.
- 5) Incorporate explicit reference to how **equity and gender** issues can be addressed through supporting the development of the child protection system (and include in the overall country strategy accountability mechanism for the equity and gender dimensions to be regularly reported upon).
- 6) Where appropriate develop specific **sub-system level Theories of Change** which inform and specify the overall child protection systems building Theory of Change.

- 7) Develop a clear **strategy** on how UNICEF will **support social norms change** on key issues affecting children's well-being. With a lack of evidence in relation to current and recent interventions, this could focus on investing in robust models of social norms change for key pilots.
- 8) Clarify UNICEF's **unique strengths and comparative advantages** and thereby explicitly define UNICEF's role in the development of the child protection system. This could include continuing to investigate with the Government and NGOs experimental **pilot initiatives** and developing an evidence and replication strategy.

### **Ensure alignment with Government and support the realisation of Government commitments**

- 9) Capitalise on the Government's resounding commitment, UNICEF's leading role in providing child protection systems expertise, the strong partnership between the two actors and the progress in the legal architecture and implementation of pilots to **define a shared vision for child protection** in Indonesia. This could be done through the development of the Theory of Change or other design processes.
- 10) The RPJMN articulates an ambitious child protection agenda. UNICEF should carefully analyse the stated goals of the new RPJMN for child protection and ensure that appropriate strategic actions are articulated and requisite funding committed. This includes increased efforts to **leverage government budgets** along clear indicators for system reform.
- 11) Clarify and **simplify terminology** e.g. drop "SBA" and "systems building approach" and focus language more simply on building a child protection system.
- 12) Build capacity within both lead actors (UNICEF and the Government) for Results Based Management, using contemporary tools (e.g. theories of change) and the draft 'roadmaps' generated as part of this evaluation in an **ongoing process of capacity development** through the CPAP design and implementation.
- 13) Support the development of a comprehensive **government led research agenda** and key **capacity development agenda** for social welfare and justice.
- 14) Continue working closely with local authorities and civil society partners on **ensuring budget allocation, policy and legislative reform** aligns with national strategies and laws for children's protection.



# 1. Introduction

## 1.1. Background and rationale

This report presents the findings and recommendations of the Formative Evaluation of UNICEF Indonesia's System Building Approach for protecting children from abuse and exploitation across the country.

In recent years UNICEF Indonesia<sup>2</sup> and its partners have reframed their efforts to support the nascent child protection system. Like many other countries in the region, a more systemic approach has been adopted, one that views child protection in an increasingly holistic way.

As defined in UNICEF's East Asia and Pacific Regional *Conceptual Framework*, a child protection system should be built upon five core elements, namely the three interlocking components of (i) the Social and Behavioural Change System, (ii) the Justice for Children System and (iii) the Social Welfare System for Children and Families.[1] Cross cutting elements (four and five) are data and information, and legal and policy frameworks.

Child protection is a national priority in the previous and current (2015-2019)<sup>3</sup> medium-term national development plan of the Government – the *RPJMN* (Rencana Program Jangka Menengah Nasional).[2, 3] UNICEF's Child Protection Section, together with numerous government and non-state partners,<sup>4</sup> has undertaken a number of activities aimed at establishing, and regulating the national child protection system in Indonesia's regionally diverse and decentralized context. These efforts were initiated in the previous UNICEF Country Programme cycle, and have been the main focus of the child protection work stream of the current (2011-2015) strategy.

Indonesia's child protection system is developing in a dynamic social and economic context, featuring decentralised structures and geographical and cultural diversity; with a frequent occurrence of natural disasters and emergencies. No formative evaluation of this emerging system or the systems building approach in Indonesia has been conducted by UNICEF or other partners. This evaluation comes at the end of UNICEF's current programme strategy (2011-2015) and is intended to inform the development of the forthcoming programme period.

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<sup>2</sup> From this point forward, UNICEF Indonesia will simply be referred to as UNICEF. For the purpose of clarity, other chapters of UNICEF will be referred to by their full title.

<sup>3</sup> Published on 08 January 2015

<sup>4</sup> i.e. The Ministries of Planning, Social Affairs, Women's Empowerment and Child Protection, Home Affairs, Law and Human Rights, the Police and multiple civil society partners (including NGOs, academic institutions and the private sector)

## 1.2. Purpose and objective of the evaluation

This formative evaluation is the first assessment of UNICEF's Systems Building Approach (SBA) in Southeast Asia, designed to analyse whether and in what ways UNICEF's child protection programme has been informed by systems thinking. It also provides an independent review of UNICEF's efforts to strengthen the child protection system in Indonesia.

National, regional and global good practice in child protection informed the evaluation. Fieldwork in Indonesia was focused at the national and subnational levels, and within three of UNICEF's six focus provinces of Central Java, Aceh and South Sulawesi.<sup>5</sup> The evaluation took into account the specific contexts of these provinces, both in terms of the levels of implementation of child protection responses, and their specific geographic and population characteristics. Information was also considered from Nusa Tenggara Timur and Papua which both suffer from a dearth of data, but these provinces did not receive field visits as part of this evaluation.

The evaluation aimed to identify good practices and distil lessons learnt.

As such, the findings and recommendations are intended to inform the development of national strategies for promoting child welfare and wellbeing. They will directly contribute to UNICEF's upcoming Country Programme 2016-2020 and the implementation of the Government's RPJMN 2015-2019. The findings are intended to have wider implications for other United Nations agencies, Government departments and civil society organisations mandated to coordinate and implement child protection initiatives and programs.

The following objectives are those stated in the Terms of Reference:

### **Objectives**

1. The evaluation will assess the relevance, effectiveness, efficiency and sustainability of the SBA strategy which is aimed at protecting Indonesia's most vulnerable children. To the extent possible, an analysis at the impact level (changes in the situation of vulnerable children) is also expected.
2. In line with the above, the evaluation will determine the extent to which the above-mentioned strategy has been implemented with an equity and gender lens.
3. The evaluation will distil lessons learnt and draw concrete recommendations that will guide present and future interventions. Good practices in all five elements of the national child protection system are also expected to be documented through the evaluation process.

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<sup>5</sup> These three provinces were selected by UNICEF on the basis that they were the focus of the most engagement by the Child Protection Section on the Systems Building Approach and are provinces in which UNICEF is active.

### 1.3. Scope of the evaluation

The unit of analysis of the evaluation is the child protection programme of the UNICEF Country Programme Document (2011-present). The scope was UNICEF's work over all four years of the country programme, and included an analysis of the programme's Theory of Change. Geographically the evaluation scope was at both the national level in terms of UNICEF's relationship with the government, and provincial level: it included UNICEF's five focus provinces but focussed specifically in the selected provinces of Central Java, South Sulawesi and Aceh.

UNICEF operates under a partnership model and, of course, UNICEF's work does not exist in a vacuum. Therefore the planning and programming documents of its partners, particularly the RPJMN, were also examined as they provide evidence of the influence of UNICEF's support. However, these partner documents do not form the core of this evaluation.

There is no specific strategy for implementing the systems building approach to child protection in Indonesia. The approach is highlighted in the former Government's national planning document RPJMN (2010-2014) as well as the overall UNICEF Country Programme Document 2011-2015.[4, 5] The evaluation framework draws from these two documents and allowed the evaluators to retrospectively develop a programme logic, as articulated in Section 4 which examines the child protection programme's Theory of Change. To cross-check the veracity of the evaluation framework, a review was undertaken of the Systems Building Approach Conceptual Framework (Figure 2) as found in the regional Child Protection Toolkit [1] and applied to various studies, mappings and trainings.[6]

### 1.4. Changes from the *Terms of Reference*

There were several changes from the original Terms of Reference (Annex 1). The first is that the unit of evaluation was initially articulated as UNICEF's "systems building approach strategy" but this proved too nebulous to define as a written strategy as such is not available. Rather, the approach is manifest in the child protection component of UNICEF's country programme. Therefore, the unit of focus was clarified during the course of the evaluation to *the child protection programme of the UNICEF Country Programme Document (2011-present)*.

Secondly, a notable change was that the Terms of Reference stated that the evaluation process should include participatory approaches to data collection with children. It noted the following under the Methodology section:

"The evaluation will be participatory in nature; involving consultations and feedback to concerned stakeholders, including children."

The participatory element of the evaluation was consultative and included feedback to stakeholders but engagement with children was removed for time and budget reasons. The evaluation activities focused on consultations with policy makers and service providers from a range of UNICEF partners including Government (national, provincial, district), non-governmental organisations (NGOs), academic institutions, and community leaders and structures. Consultations were also held with staff from UNICEF's national and field offices.

A third deviation from the original Terms of Reference was in relation to a specific consultative and analytical approach. Given Indonesia's complex socio-political operating environment, the terms of reference proposed an adapted Delphi method to seek opinions and consensus from selected experts on the evaluation findings and recommendations to inform decision making. In the evaluation inception report, the team proposed an alternative method of using an adapted Bayesian Belief Networks methodology, in which participants can analyse causal links and relationships between them. It is useful for analysing a system or set of causes and effects, where there is considerable uncertainty. In practice, the Bayesian networks methodology was not possible because the opportunity to work with a small number of key stakeholders was not forthcoming in lieu of the much larger gathering for the evaluation findings validation workshop. Instead the evaluation team used the thinking behind Bayesian networks to consider the probabilistic relationships and conditional dependencies between and within elements of the child protection system. This formed part of the team's process for developing the 'roadmaps' and potential M&E indicators in the Annex 7.

Selected experts were engaged in the evaluation but not through a specific activity using either the Delphi or Bayesian networks methods. A limitation of this is the missed opportunity to gain wider buy-in and inputs into the findings during the evaluation itself. A process of holding a similarly review activity on the evaluation findings and recommendations with experts in Indonesia is likely to still be a useful process for UNICEF and government stakeholders in using this evaluation to stimulate dialogue and initiate some of the recommendations.

Fourthly, the second part of the evaluation's objective 1 (To the extent possible, an analysis at the impact level i.e. changes in the situation of vulnerable children), was not possible in any meaningful way. While the information collected in the provincial mapping exercises in 2009 could have formed the basis of a baseline, the data was not revisited regularly or updated since.

Fifthly and finally, the inclusion of the provinces of Nusa Tenggara Timur and Papua in the evaluation was requested by the Government due to their unique contexts; however, without UNICEF dedicated child protection staff and little data on the systems building approach in these provinces, no site visits from the evaluation team were included. Due to its perceived importance, the evaluation team took Nusa Tenggara Timur's child protection situation into account through the literature review and a site visit report from UNICEF. For Papua province the information came only from a literature review.

## 1.5. Criteria used for the evaluation

The objectives of the formative evaluation were clearly defined in the Terms of Reference. They included four of the OECD DAC criteria<sup>6</sup> (i.e. relevance, effectiveness, efficiency and sustainability),

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<sup>6</sup> The OECD DAC criteria for evaluating development assistance is part of a wider set of guidelines produced by the Development Assistance Committee and its members. The evaluation criteria were first published in 1991 and consist of five key areas of enquiry (relevance, effectiveness, efficiency, impact and sustainability). They form the most widely used framework for evaluations in international development contexts but are not necessarily a requirement for all evaluations. They can be adapted or added to depending on the context, or alternatively other frameworks can be used in their place. More information about the OECD DAC Criteria for Evaluating Development Assistance can be found here <http://www.oecd.org/development/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

plus an additional focus area, equity, and were in line with the United Nations Evaluation Group (UNEG) norms.<sup>7</sup>

The fifth OECD DAC criteria, *impact* (i.e. on children) was assessed where possible, but was not intended to form a substantial element of primary data collection because of the unlikelihood of quantifiable results being available at this relatively early stage in the development of the national child protection system. At the same time, the evaluation purpose was formative rather than summative, and the timescale and resources allocated were insufficient for including a comprehensive impact assessment.

However, the evaluation team did aim to identify the extent to which evidence of impact on children is being recorded as part of UNICEF's child protection work in Indonesia.

## 1.6. Key evaluation questions

The following questions were central to the original evaluation design, with sub-questions and new areas of enquiry further elaborated by the Evaluation Team during the inception phase. The questions were adjusted as the Evaluation Matrix was developed during the inception phase (Annex 3). The matrix was used as the framework of analysis to ensure consistency of data collection across the multiple team members. The original questions are included in the Terms of Reference and the revised questions in the Evaluation Matrix; both are included in the Annexes.

Key questions:

- **How relevant** is UNICEF's strategy to build a child protection in Indonesia's dynamic operating environment of economic growth and status as an emerging Middle Income Country and with reference to the country's size, frequent natural disasters, decentralisation and cultural diversity and other aspects?
- **How effectively** has UNICEF's efforts strengthened the national child protection system and the five key elements, from the perspectives of key stakeholders including national and sub-national government, civil society and communities?
- **How efficiently** has UNICEF used the available resources to deliver high quality outputs in a timely manner and to achieve targeted objectives through the current UNICEF 2011-present Country Programme?
- To what extent have efforts to build the child protection system had a **gender and equity** perspective?

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<sup>7</sup> The UN evaluation norms seek to facilitate system-wide collaboration on evaluation by ensuring that evaluation entities within the UN follow agreed-upon basic principles. They provide a reference for strengthening, professionalizing and improving the quality of evaluation in all entities of the United Nations system, including funds, programmes and specialized agencies. The norms are consistent with other main sources including the OECD DAC guidelines above. More information about the UNEG can be found here <http://www.uneval.org/>

- What are the enabling as well as constraining factors that influence replication and **sustainability**? (at national level and at sub-national level?)

All findings, conclusion and recommendations in this evaluation report are related directly to the evaluation questions found in Annex 3.

## 2. Methodology

### 2.1. Responsibilities

The Evaluation Team reported directly to UNICEF Indonesia's Evaluation Manager. The Evaluation Reference Group included representatives from UNICEF, BAPPENAS,<sup>8</sup> and UNICEF East Asia and Pacific Regional Office. They guided the development of the Terms of Reference, selection of the evaluation team, organisation of the inception and draft report workshops, invited stakeholders to participate and guided the approach to field work.

IOD PARC, an international evaluation company, led a team of national and international experts from *Migunani & Mberkahi* and *Child Frontiers*. Team members from Migunani & Mberkahi, an Indonesian non-profit research and evaluation company, were responsible for data collection, analysis and report writing. Child Frontiers, an international consulting company that promotes the care, wellbeing and protection of children, provided technical support on child protection systems and brought experience of the regional context. Details of the roles and responsibilities of the Evaluation Team are provided in Annex 4.

The UNICEF country office provided literature and documentation, logistical support for field visits and comments and feedback on deliverables.

### 2.2. Description of data collection methods and data sources

The evaluation was implemented between July 2014 and January 2015, with in-country data collection taking place in August/September and a national stakeholders' validations workshop in November 2014. The Team developed a list of key respondents to include in the evaluation across national, sub-national and local levels in collaboration with the Evaluation Reference Group. UNICEF colleagues in all locations of data collection proposed comprehensive schedules based on their key partners in the systems building approach to child protection and their relationships with wider stakeholders.

The main methods of data collection were through literature reviews, in-depth interviews (in person and by Skype) and facilitating group discussions in Jakarta, Central Java, South Sulawesi and Aceh provinces. Except for Jakarta, the team visited the central province district and at least one other district in each of the sub-regions, meeting with over 130 respondents.

The majority of respondents were government stakeholders at national, and sub-national levels (including provincial, district and sub-district), and formal service providers (e.g. prison service, *panti* [residential care home] and social service implementers). In addition, non-state respondents

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<sup>8</sup> BAPPENAS is 'Badan Perencanaan Pembangunan Nasional', Ministry of National Development Planning

included NGOs collaborating with social and prison services, NGOs implementing community child protection pilots, a privately funded *panti* and male and female Child Forum members<sup>9</sup> in one of the districts. The evaluation team also met three male children in prison.

Figure 1 indicates the key methods used and their application in different phases in the evaluation. The majority of the literature review took place in the inception phase prior to the field work. Literature continued to be added to the review process throughout the course of the evaluation. The list of more than 80 documents that were reviewed is available in Annex 5.

Methods	Prior to fieldwork	Fieldwork	Post fieldwork
Literature review	✓✓✓	✓	✓
Interviews (Skype and phone)	✓✓✓	✓	✓
Interviews & Focus Group Discussions Survey		✓✓✓ Jakarta	
			✓✓✓ Central Java
			✓✓✓ South Sulawesi
			✓✓✓ Aceh

✓ - ✓✓✓ indicates intensity of use of methods

**Figure 1: Summary of evaluation methods**

A short survey was distributed to respondents with whom the team members met in person, and was emailed to those respondents who engaged through telephone or Skype interviews. A total of 136 completed surveys were returned, with all but 2 respondents providing information about the type of organisation that they work for (e.g. government or non-governmental) and the national or sub-national levels at which they work. The majority of respondents were Government employees, with the biggest proportion working at provincial level. The survey was introduced by BAPPENAS at inception workshops in each of the provinces and districts visited in Central Java, and distributed by the evaluation team in all three provinces directly to participants.

Three types of triangulation methods were applied: *cross reference* of different data sources (namely interviews and documentation); *investigator triangulation* – the deployment of multiple evaluators; and *review by inquiry participants* through the respondents’ validation meeting in Jakarta in November 2014 and through consultation with UNICEF and government key respondents during the report drafting process. The triangulation efforts tested for consistency of results, noting that inconsistencies do not necessarily weaken the credibility of results, but reflect the sensitivity of different types of data collection methods.[7] These processes were used to ensure validity, establish common threads and trends, and identify divergent views.

<sup>9</sup> Child Forums are a government-mandated institution at provincial and district levels of elected child representatives, varying in age and backgrounds



## 2.3. Limitations and constraints

### *Key factors to ensure consistent data collection*

Logistical organisation was a key factor in the data collection process due to the large number of respondents met in a short time. The UNICEF team members were essential partners in this respect in terms of organising schedules for each of the locations, coordinating with Government and arranging appointments. At the same time, the team was conscious that opportunities could emerge at short notice to meet with additional stakeholders which were not initially planned for. The teams therefore aimed to be as flexible as possible by dividing into smaller groups to include simultaneous interviews and meetings. In addition to the shared experiences, interview frameworks were also important to facilitate a common approach to the data collection. The interview frameworks also allowed for flexibility in targeting relevant questions at specific respondents, and for inviting responses to open-ended responses.

### *Assessment on the quality of available data*

The quality of available documentation is of a generally high standard, particularly in relation to UNICEF's own literature from Indonesia as well as regional and global reports. There is a large volume of documentation, but there are still some gaps including:

- **Quantitative data on child protection issues in Indonesia.** The available data is limited in quantity, quality and analysis and is inconsistent across the country. For example, the government's planned violence against children survey (measuring prevalence and incidence on physical, sexual and emotional violence) against children has not been published due to the poor quality of the data. Annual government-funded surveys regularly collect information about child protection concerns such as birth registration, child marriage, child labour, among other issues but these are not regularly analysed and linked to government planning processes.
- **Information about community and family perceptions and understanding of child protection and violence against children.**<sup>10</sup> For example, there has been little mapping of the child protection 'system' at local community level (i.e. informal and non-state led). The evaluation team recognises that this is an opportunity for future action and there is a more detailed discussion later in the report.
- **An in-depth, explicitly stated logical framework, theory of change or strategy for implementing a systems building approach to guide child protection programming.** Again, this is dealt with in detail in the body of this report, but this

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<sup>10</sup> There are examples of studies that have been conducted such as the *Knowledge, Attitudes and Behaviours On Violence Against Children: South Sulawesi Research Study* 2013, Center for Child Protection, University of Indonesia. However, there is a lack of regular or ongoing efforts to investigate and understand individual and family perceptions of violence across Indonesia's diverse contexts.

limitation was somewhat addressed by retrospectively creating an indicative definition and programme logic upon which to base the evaluation.

Filling all three of these gaps is a significant opportunity for the programme going forward. A series of ‘roadmaps’ are suggested to inform dialogue between UNICEF and partners in the context of planning and prioritisation during the next country programme period. They are included in the body of the report for illustrative purposes, and in Annex 7.

In relation to the primary qualitative data that the team collected through interviews in Jakarta and three provinces, respondents were found to be candid about their role in child protection, what they perceived as effective approaches to developing and implementing a child protection system, and what they saw as the challenges and barriers. The team took account of the potential biases of interviewees, which were noted. There were instances where interviewees, particularly more senior members of Government departments, displayed a range of diplomacy skills when they seemed to want to avoid explicit criticism of others, but still communicated their individual points of view. Interviews and focus group discussions were conducted in English and Bahasa Indonesian with interpretation provided as required.

As this was a UNICEF commissioned evaluation, in partnership with the Government of Indonesia, it was requested by the Reference Group during the inception workshop that a senior Government representative accompany selected site visits in order to facilitate contact with local authorities, and contribute to and learn from the evaluation process. A challenge for an interviewer being accompanied by a Government colleague in the context of a hierarchical (albeit decentralised) system is that the risk of social desirability (the tendency of interviewees to provide responses based on their perceived acceptability rather than their own view) can be increased. This is noted as a risk to the data collection quality in Central Java province and was mitigated by splitting the team into two during key interviews.

### *Ensuring that evaluation team members had a common understanding and perspective on the evaluation topic*

The team worked collectively to ensure a cohesive understanding of the evaluation topic and the approaches and methodologies. The Evaluation Matrix served as the source reference for data collection and analysis. All team members had access to the extensive background and related information, shared their written notes from meetings and interviews, and participated in frequent team debriefings and meetings. In this way all team members were able to actively participate in the evolving analysis.

### *Ethical considerations*

As anticipated, the data collection in-country was qualitative in nature and managed through existing relationships with UNICEF and wider stakeholders including Government departments, service providers and NGOs. Formal ethical clearance was not required but the data collection process maintained the highest standards of data protection. The evaluation team followed UNICEF Evaluation Guidelines by adhering to the United Nations Evaluation Group norms and standards.[8]

- All internal documents provided to the review team by UNICEF and other stakeholders continue to be held in confidence and not distributed beyond the team members.
- Participants in the data collection were informed of the purposes of their participation and how the team would use the data that they provided. They had opportunities to provide follow up information or clarifications.
- Respondents were asked for their consent for the evaluation team to quote them, to use attributable data and to attribute comments and feedback to them in the final report. In some cases, interviews were recorded for note taking purposes with the permission of the interviewee. In cases where permission to attribute comments was not granted, data will be presented in a generalised or non-identifiable manner.

#### *2.4. Child Protection protocols*

Limited participation of children was expected through facilitated discussions with members of local Child Forum<sup>11</sup> members. These were conducted with the safety and protection of children at their centre in the presence of adults responsible for their welfare. The discussions with children were limited to enquiry regarding their experience of promoting child rights (in the case of Child Forum members) and the services and organisations that they interacted with (in the case of children and parents). In addition, two of the evaluation team members met three male children in an adult prison, with the children's advocate and social worker present.

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<sup>11</sup> Child Forums are a government-mandated institution at provincial and district levels of elected child representatives, varying in age and backgrounds



## 3. Contextual Framing

### 3.1. The Indonesian context

The Republic of Indonesia's geography, political structure and myriad cultures all have a profound influence on children and the systems developed to protect them.

Indonesia is **the world's fourth most populous country** with an estimated 248.8 million people in 2013 [9] of which 28.9% were aged 14 or younger, a decline from 30% in 2004[10] and 34% are aged under 18 years.[11] Approximately 28% of these children live in the poorest quintile household and 23% in the poorer quintile.[11]

The **geographical diversity and scale** of the archipelago presents challenges in providing services to support children. The archipelago consists of over 17,500 islands with a combined area of 1,910,931 km<sup>2</sup>. The islands range from remote, intermittently connected islands with limited resources, through to Java which is home to one of the world's true 'mega-cities'. More than half of the population live in the area of Java: 18% in Jawa Barat (West Java), 15% in Jawa Timur (East Java) and 13% in Jawa Tengah (Central Java), plus the populations of Jakarta, Yogyakarta and Banten. According to the 2010 national census, the population of Central Java province alone is 32,382,657.[11] This is larger than the population of Australia, so it is not difficult to imagine the challenges that are faced in supporting vulnerable children at such a scale. A population of this size, many of whom live in a situation with long standing poverty issues, poses a huge challenge for a national government that is trying to provide services to improve child well-being.

In addition to the sheer size of the population, Indonesia has **significant cultural diversity**. For example, diverse cultural practices and beliefs mean there are varying perceptions about what childhood is, how children should be treated and what child protection is. These all impact significantly on children's wellbeing.

All of these examples of Indonesia's scale and complexity illustrate the challenges inherent in providing services in this context. The Indonesian Government is undertaking a process of **decentralisation** and the complex, changing bureaucracy is still in the process of working out the practicalities of how this system will work to provide governance and services for Indonesians. This is a particularly important issue because layers of bureaucracy mean that services to children and families at risk are often slow to respond and limited in their outreach.

Indonesia has made significant progress but numerous **child protection challenges** remain. Indonesia is among the 10 countries with the highest number of children under the age of five who do not have their births registered. On child trafficking, Indonesia is considered by the US Department of State as a Tier 2 country: it is still considered a major source, and to a much lesser extent a destination country for women, children, and men who are subjected to sex trafficking and forced labour.[12] According to the report, the most significant source areas being the provinces of West Java, Central Java, East Java, West Nusa Tenggara, East Nusa Tenggara, and Banten.

In regards to child labour, the Understanding Children's Work (UCW) Programme indicated that around 7% or (2.3 million) Indonesian children aged 7-14 years still work in employment in the country.[13] Most of these children were employed in the agriculture sector and in illegal work (according to Indonesian legislation) with almost half of them exposed to hazardous conditions such as dust or steam, cold or extreme heat, fire and gas, chemicals, dangerous heights and dangerous machinery and equipment.

According to the National Commission for Child Protection, a high number of cases of violence against children were recorded in the country between 2010 and 2014.<sup>12</sup>[14] Cases were registered in all 34 provinces, and in 179 districts/cities. More than 50% of the violence recorded by the National Commission was related to sexual violence, the remaining to physical abuse, abandonment, abduction, economic exploitation, trafficking of children for commercial sexual exploitation as well as cases of seizure of the child.

Beside many positive traditions, certain attitudes and practices are harmful to children and violate their rights. Many communities, for example, see corporal punishment and violence against children as the norm, and part of usual methods of behavioural discipline.[15]

In relation to child marriage, a recent report from UNICEF identified that in Indonesia, the risk of marrying before age 18 is less than half of what it was three decades ago.[16] Despite this improvement, child marriage, especially for girls, is still a reality in the country for a quarter of the country's girls. Recent analysis of government data from 2012 /2013 highlights that up to 25% of ever-married women aged 20-24 years were married before 18 years.[17]

Details about the circumstances and prevalence of these child protection issues can be found in existing documents and reports.[6, 18]

### 3.2. Systems building approach in Indonesia

The Government of Indonesia, supported by UNICEF, was one of the first in the South East Asia region to explicitly endorse a systems building approach to improve child protection outcomes.

Countries in many parts of the world have applied a systems lens to the development of their child and family welfare sectors, in similar ways to the advancement of health, education and justice sectors. The catalyst for debate within many countries of South East Asia and the Pacific was the launching of UNICEF's East Asia Pacific Regional Office's (EAPRO) first edition of the Child Protection Programme Strategy Toolkit 2009.[1] This Toolkit was developed in response to a general shift in thinking about how to approach child protection in international development and reflected a strategic change within UNICEF at the global level. The toolkit encourages the development of a "systematic, comprehensive and national strategy to child protection that includes prevention as well as crisis interventions." [1] The rationale was: "Rather than focus on particular manifestations of abuse, exploitation and violence or on categories of children affected, the strategy takes a step back to

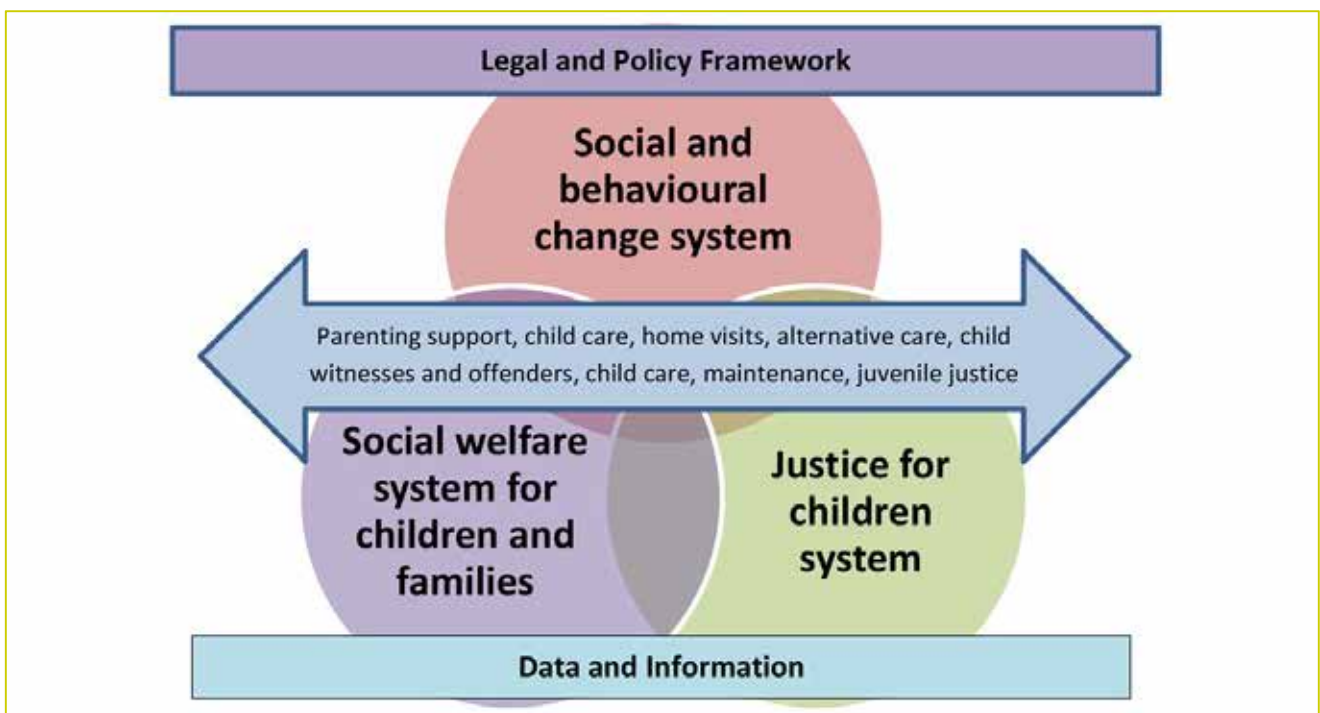
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<sup>12</sup> A figure of 22 million is quoted in documentation but there are questions on the validity of how these figures are determined

embrace child protection systems that exist within each country for protecting children. The strategy recognizes that strengthening or creating those systems will produce more fundamental and tangible impact in terms of solidifying a protective environment for all children.”

In 2009, UNICEF guidance on systems development encouraged the creation of a protective environment for children by establishing three interlocking systems, cutting across multiple agencies, departments and community structures responsible for promoting the protection of children. These three ‘systems’ are: the social behaviour change system; the justice for children system; and the social welfare system. This represented the ‘system model’ that was to be strengthened using a systems building approach.

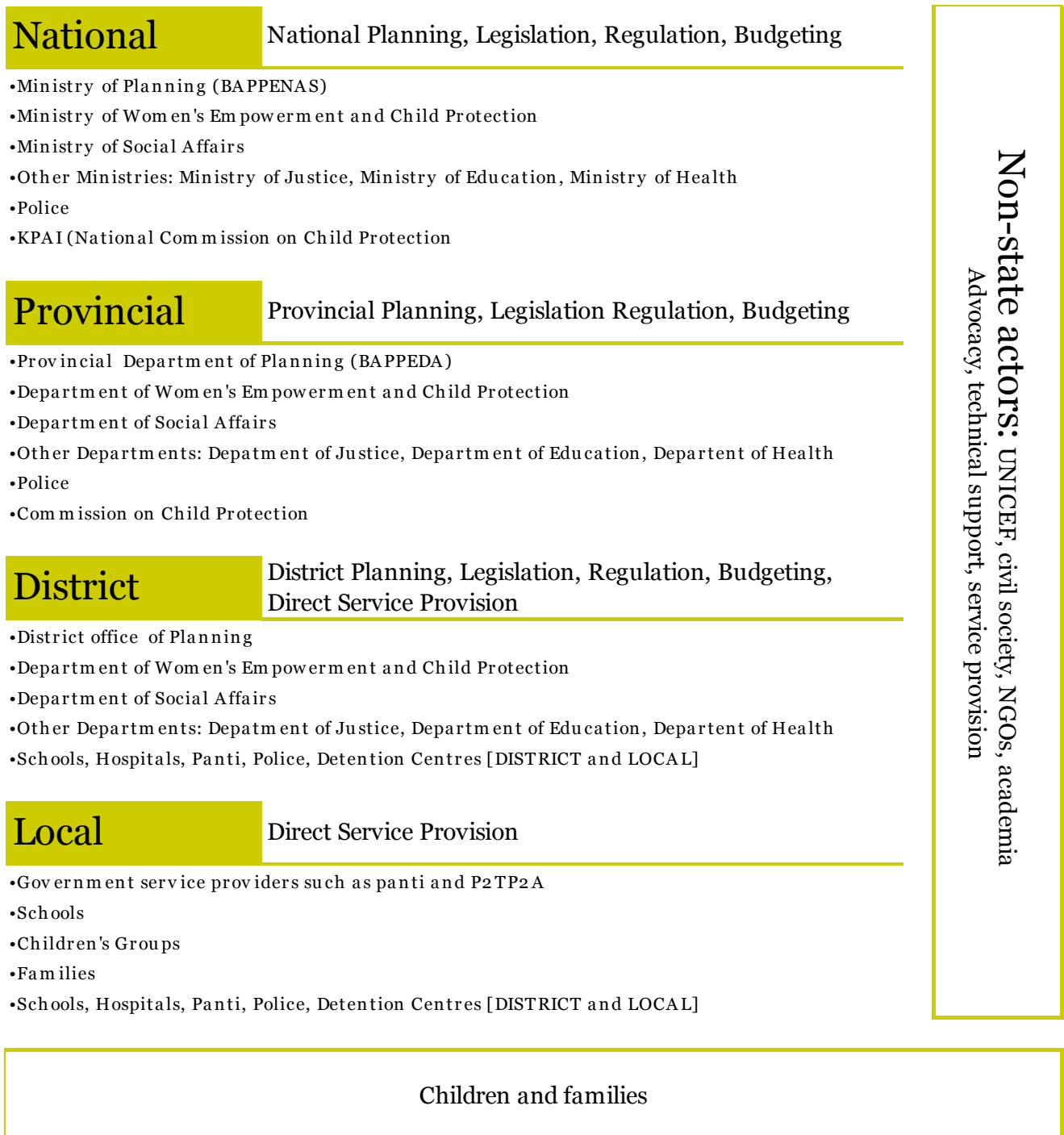
UNICEF with its Government partners began adapting this model for the Indonesian context. The result is *The National Child Protection System Conceptual Framework* (Figure 2), referred to throughout the report as the Conceptual Framework.



*Figure 2: Child Protection System in Indonesia Conceptual Framework*

It is important to note that despite a lack of definitions, precision of terminology and conceptual clarity around the approach, UNICEF has trail-blazed the path in Indonesia. As other countries have experienced, systems building is an incremental process, one that requires constant adaptation over years, possibly generations. As discussed later in this report, this is highly likely to be the case in the Indonesian context. The systems based approach to child protection has only been applied for four years so far and the refinement of definitions and concepts is an on-going exercise. This evaluation has been conducted in the spirit of learning to provide support to this continuing contextualisation. Examples of this evolution can be found in such documents as the RPJMN 2015-2019.[3]

Figure 3, below, shows the main government stakeholders in the child protection system in Indonesia. It does not attempt to disaggregate sub-systems, define relationships or give detail about responsibilities. Neither does it attempt to define the role of children in the child protection system, not least because this is underdeveloped in the Indonesian context. ‘Non-state actors’ acknowledges the wide range of stakeholders including NGOs, training and research institutions, private sector, media, general public and development partners including UNICEF.



*Figure 3: Key government child protection stakeholders in Indonesia*



# Findings

## 4. Theory of Change

### Finding #1

#### **The Country Programme Action Plan lacks an overarching logic model or theory of change.**

The current iteration of implementing a systems building approach to child protection is expressed in UNICEF's Country Programme Action Plan (CPAP) (2011-2015), which includes three Programme Components Results (PCRs) to be met by the end of 2015, and achieved through a number of time-bound Intermediate Results (IRs).[19]

The Country Programme Action Plan lacks an overarching logic model or theory of change although the plan is organised in a results oriented framework in line with UNICEF's approach to results based management.<sup>13</sup> The absence of a logic model or theory of change presents constraints to evaluability, as do logic gaps between the higher level results framework and the interventions which comprise the action plan. The component (long term) results, intermediate results and activities in the programme framework have been placed *retrospectively* in an indicative logic model below (Figure 4) by the evaluation team in an attempt to extract the implied logic of the evaluation object.

When developing a theory of change or logic model, a useful method of checking the 'story' of the outcomes and activities, is to extract the associated indicators and see if they tell a logical coherent 'story' themselves when rearranged and combined. When doing this exercise with the current indicators in the CPAP for child protection outcomes, there are some indicators which fit well together while others seem like outliers.

Overall the child protection results, outcomes and indicators in the CPAP come across as disjointed to an external reader for two main reasons:

- the approach to building a child protection system is implicit rather than explicit
- the priorities which have been included appear to come from a wider strategy, but this wider strategy is not contained in any one place for easy identification

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<sup>13</sup> Although 'Theory of Change' terminology is relative new to UNICEF, Management for Development Results (MfDR) and Results Based Management approaches have been in use since at least 2005

There is a tension between articulating a simplified logic that is possible to follow in one diagram or table, and the object of the work (i.e. the development of a national child protection system) being complex and nuanced. It is necessary to illustrate the deeper and more numerous steps of developing the system, which can subsequently be summarised or elements focused in on. As part of this evaluation process a series of ‘roadmaps’ have been generated to support this process. They are including in the main body of the report and in Annex 7.

A challenge for UNICEF is to support its partners to develop the overall complex system, and at the same time identify and fulfil its niche or comparative advantage in supporting the process.

A systems approach to child protection has become UNICEF Indonesia’s main approach for its child protection work stream. At the same time, UNICEF’s wider country programme has different streams that have mutual implications for the protection of children. With the exception of the stream focussed on emergency and disaster response, there are no references to UNICEF’s other components. The evaluation team recommends that the UNICEF team articulates two directions for its work: **upstream and externally** with national and subnational partners supporting the development of the child protection system in the strategic areas that it identifies are its strengths; and **internally** within UNICEF supporting the mainstreaming of the systems approach and identifying how the issues-based programmes are considered within a systems perspective, mutually reinforce each other and work towards child wellbeing outcomes.

To achieve the above, and in recognition of the evolution of the work and the achievements to date, there is a need for UNICEF’s child protection system strategy to move from its current state of being *implicit* to being *explicit*.

The original Conceptual Framework of ‘systems building approach’ and the original child protection systems mapping toolkit provided the springboards which launched the concerted effort to introduce a child protection system. Since then, UNICEF and its partners have generated significant research and learning from initiatives that have been piloted. Stakeholders need to look forward to create an ambitious vision for child protection in Indonesia, and draw on the evidence has been generated to date, to identify key lessons, and gaps in data too.

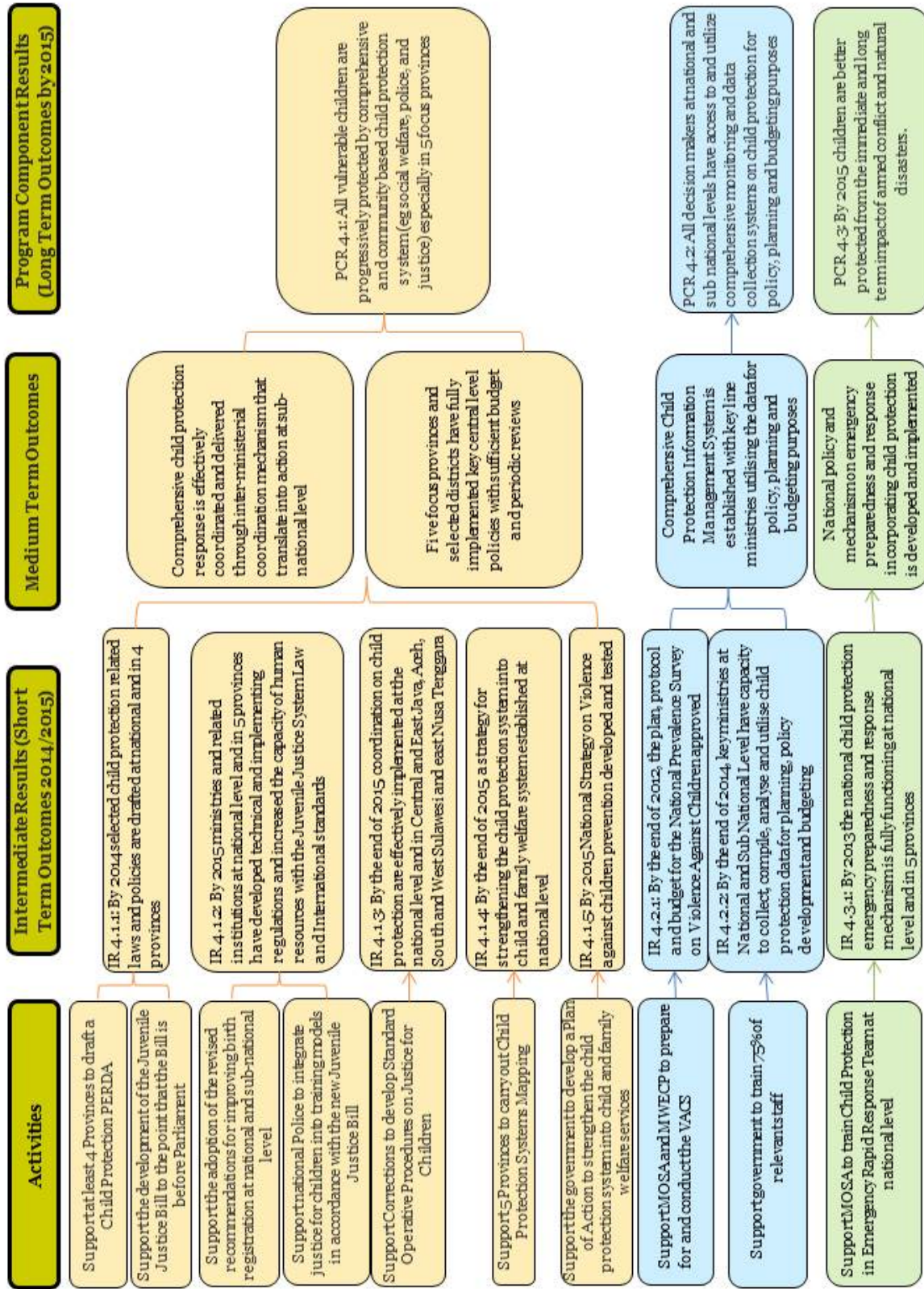


Figure 4: Indicative theory of change created retrospectively to show intended pathways to change of the current programme



# 5. Relevance

## 5.1. Defining relevance

Relevance in the context of evaluation is internationally defined as ‘The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.’[20] The principle of relevance is often equated exclusively with the ‘alignment with government priorities’ but it should also encompass the relevance to needs of citizens and, specifically in this context, the rights children. Relevance is a critical issue for UNICEF in Indonesia for three reasons:

- Firstly, there is an ongoing consideration of what UNICEF’s ‘core role’ is in middle income countries in general.
- Secondly, relevance in Indonesia includes the country’s vast size in terms of both population and geography and its considerable diversity, which poses challenges in terms of the effective contribution that UNICEF can make at national or sub-national levels, but also its sensitivity and adaptation to Indonesia’s internal diversity. This also includes the contexts of Indonesia’s system of governance, decentralisation and budgeting protocols.
- Thirdly, there is the consideration of whether the activities and outcomes in UNICEF’s country programme action plan are relevant to the systems building approach to child protection.

## 5.2. Alignment with UNICEF child protection results and national priorities

*UNICEF Child Protection Programme 2011 to present (assessment by the evaluation team)*

<b>Programme Component Results</b>	<b>Evidence of Alignment to Beneficiary Needs <i>identified by the evaluation team</i></b>	<b>Relevance <i>assessed by the evaluation team</i></b>
<p><b><i>PCR 4.1 By 2015, all vulnerable children are progressively protected by comprehensive and community-based child protection system (e.g. social welfare, police, and justice) especially in 5 focus provinces.</i></b></p>	<ul style="list-style-type: none"> <li>• Almost 30% of Indonesia’s 240+ million population is aged 14 or younger and 34% are aged under 18 years</li> <li>• Indonesia is among the 10 countries with the highest number of children under the age of five who do not have their births registered</li> <li>• Indonesia is still considered a major source country for child trafficking</li> <li>• 7% or (2.3 million) Indonesian children aged 7-14 years still work in employment</li> <li>• Almost 22 million cases of violence against children were recorded in the country</li> </ul>	<p>Against the backdrop of Indonesia’s status as an emerging Middle Income Country, there is still a large population of citizens under the age of 18, high levels of violence, abuse and exploitation (as far as data is available), and limited availability of social services.</p> <p>Therefore, the CPAP focus on</p>

	<p>between 2010 and 2014</p> <ul style="list-style-type: none"> <li>• Although the risk of marrying before age 18 is less than half of what it was three decades ago, child marriage, especially for girls, is still a reality in the country for a quarter of the country's girls</li> <li>• Social welfare and social protection mechanisms have been introduced for specific categories of vulnerable families and individuals</li> <li>• A national child protection legislation and several child protection relevant laws have been introduced</li> </ul>	<p>protecting all vulnerable children through a comprehensive and community-based child protection system seems highly relevant to Indonesian citizens' needs.</p>
<p><b>PCR 4.2 By 2015, decision makers at national and sub national levels have access to and utilize a comprehensive monitoring and data collection systems on child protection for policy, planning and budgeting purposes.</b></p>	<p>Indonesia's context suffers from paucity of comprehensive data and coordinated systems making it difficult to plan and budget.</p>	<p>An emphasis on data collection systems and analysis of data seems important given the challenges of Indonesia's context therefore the CPAP's prioritisation seems highly relevant.</p>
<p><b>PCR 4.3 By 2015 the child protection emergency preparedness and response mechanism is fully functioning at national level and in 3 provinces.</b></p>	<p>Indonesia is highly vulnerable to natural disasters such as volcanic eruptions, floods and the effects of tsunamis. Parts of the country are still recovering from conflict.</p>	<p>Given the heightened vulnerability to children in emergency situations, and the frequency with which Indonesia experiences natural disasters, it seems highly relevant that the CPAP includes a focus on emergency preparedness and response.</p>

*Figure 5: UNICEF Programme Components according to relevance criteria assessed by the evaluation team*

The inclusion of the word “progressively” in the first Component Result risks creating ambiguity (Figure 5). It indicates that the plan aims for an improvement by the end of the plan's timeframe but could be cause for confusion because the outcome statement does not specify the incremental changes that it expects the activities to achieve. The intermediate results and the indicators are drawn from the Country Programme Document.[4] What seems missing in UNICEF's and the government's strategy is an overall timetable for measuring the evolution of the child protection system, perhaps disaggregated into phases. In this way, UNICEF's forthcoming five year plan, can link its component results to the achievement of a phase or phases to specify the incremental changes it intends to achieve.



UNICEF selected its five (six in relation to some activities) target provinces based on identified need i.e. where the poorest and most vulnerable are (more remote and less populated provinces) and where the largest numbers of vulnerable children are (e.g. highly populated provinces such as Central Java). Given UNICEF's context of limited resources compared to the scale of Indonesia, the reality may be that five provinces are too many. By spreading itself too thinly there is a risk that UNICEF will limit or undermine its relevance (and effectiveness) in the selected provinces. This observation is reflected in the recent evaluation of UNICEF Indonesia's engagement in the decentralisation process.[21] The diversity between and within the five target provinces creates an opportunity to test whether child protection systems initiatives vary in each context (in both implementation and outcomes) or whether there are challenges with having uniform indicators which apply across all five.

Programme Component Result (PCR) 2 has a notable emphasis in relation to data management systems but the subsequent intermediate results focus on the national violence against children survey and training/capacity building for data utilisation. The development of a system as such does not seem to be present in the intermediate results making it difficult to see how the achievement of the IRs (Intermediate Results) will lead to achieving the PCR.

PCR 3 is relevant given Indonesia's vulnerability to emergency situations but child protection systems are relevant across all the components of the country plan and therefore there is a considerable gap in the results framework as child protection results do not make reference to the other components and vice versa.

At aggregate CPAP level, the analytical basis for the systems based approach to child protection is limited in two ways: a situational analysis was not conducted in relation to whether the systems based approach Conceptual Framework was the most relevant or appropriate concept to implement in Indonesia; and the mapping of the child welfare system that was conducted in 2009 was a work in progress at the time, and contained its own limitations.[18, 22] However, it could have provided a baseline to build upon and measure against, but progress against the original data was not tracked and the mapping was not updated.

*RPJMN 2010-2014 and RPJMN 2015-2019*

## **Finding #2**

**The systems building approach to child protection aligns closely with the Government's priorities as indicated in the national planning documents RPJMN 2010-2014 and RPJMN 2015-2019.**

The RPJMN (2010-2014) makes a number of references to the protection of vulnerable children, child poverty and the need for children's basic needs and welfare to be promoted.[5] The RPJMN 2015-2019 was in draft form at the time of this evaluation process, during which BAPPENAS staff and UNICEF were working closely together to strengthen the child protection provisions.[2] The plan has since been finalised and published (08 January 2015), and although a comprehensive review of the new plan was outside the scope of the evaluation, it can be confirmed that RPJMN (2015-2019) re-emphasises the government's commitment to child protection.[3]

The new plan and includes the strengthening of the child protection system including prevention, recovery and rehabilitation of children victims of violence, exploitation, neglect and abuse. Child protection remains a national priority in ‘Book 1’ of the plan and in ‘Book 2’ which outlines the cross-sector priorities.<sup>14</sup>

BAPPENAS is in the unique position of coordinating planning over the wide range of ministries and agencies in Indonesia. The fact that BAPPENAS has taken a leadership role in ensuring that child protection is a cross-cutting theme in Indonesia’s development planning means that the multiple ministries with direct responsibility for child protection and those with indirect responsibility have the foundations of a coordinated system. It can be argued that UNICEF’s support to BAPPENAS and their strong working relationship is a fundamental demonstration of implementing a systems building approach.

### 5.3. Alignment with UNICEF’s global and regional equity agenda

#### **Finding #3**

**The systems building approach to child protection in Indonesia focuses on “all vulnerable children” but does not reflect an equity lens.**

According to UNICEF, “equity means that all children have an opportunity to survive, develop and reach their full potential, without discrimination, bias or favouritism”.<sup>[23]</sup> UNICEF’s support to systems building approach to child protection is closely aligned to several elements in its equity agenda, such as targeting marginalised and vulnerable groups (e.g. children living in institutions). Placing the equity agenda in full as a fundamental tenet of building a child protection system in Indonesia still needs to take place as currently the language of the Country Programme Action Plan focuses on “all vulnerable children” rather than more nuanced articulation of approaching the systems through an equity lens.

Unpacking “all vulnerable children” and UNICEF’s equity agenda needs to take place through discourse and the development of principles for the child protection system that the agency and its partners are aiming to build. In practice, in Indonesia, as with many countries in the region, the beginnings of building a child protection system has centred on formal structures in response to children who experience abuse, violence and exploitation (i.e. tertiary services).<sup>[18]</sup> This is an important element of the child protection system, which needs to be placed within a wider framework of responding at primary and secondary level interventions to target services at vulnerable children, and identify proactive strategies of outreach. Evidence was not forthcoming during the evaluation of the system being developed through an equity lens, i.e. ensuring that children and families have the same opportunity to access resources (in this case, services).

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<sup>14</sup> RPJMN 2015-2019 Book 2, Part 2.3.10 on policy direction and strategy



## 5.4. Meeting the needs of building a child protection system

### **Finding #4**

**The systems building approach has contributed to the inclusion of central child protection system components as defined in the UNICEF conceptual framework.**

The relevance of the systems building approach to Indonesia's context strongly resonated with the majority of respondents in this evaluation. However, the interviews and focus group discussions with respondents at provincial and district levels demonstrated that they struggled to imagine a systems *approach*, and remained fixed on deciphering what the Conceptual Framework and components of the child protection system should look like in reality.

UNICEF's articulation of the systems building approach Conceptual Framework does not create clear definitions tailored to the different Indonesian contexts, including definitions of "system" and key sub-systems such as "social welfare system" or "behaviour change system".

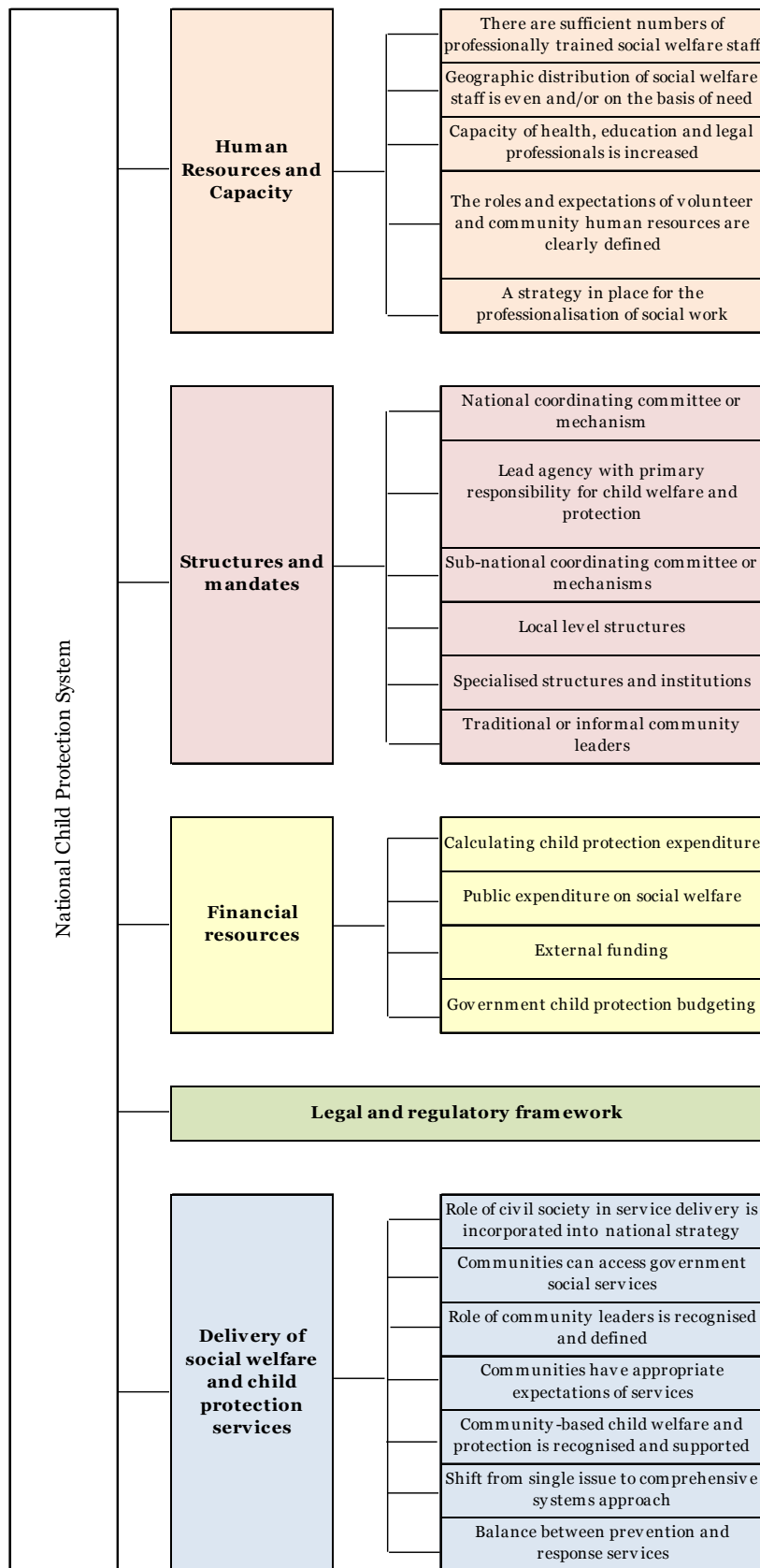
According to UNICEF literature, the systems building approach in Indonesia centres on creating and strengthening the protective environment. This is in line with UNICEF's 2008 global Child Protection Strategy [24] which defines eight broad elements of the Protective Environment Framework, set out originally in the 2002 UNICEF Operational Guidance Note. According to the global strategy, these elements together describe National Protection Systems and also Social Change. The global strategy distinguishes between the elements that the state has responsibility for and the areas which require wider civil society and community engagement.

In summary, the systems building approach conceptual framework (Figure 1) is too simplistic, and the UNICEF regional mapping and assessment toolkit[1] is inaccessible to those who did not participate in the mapping processes. In both cases, a process of customising the Conceptual Framework or the mapping to Indonesia's specific political, geographical and cultural contexts is not obvious.<sup>15</sup> At the other end of the spectrum, the Governance Indicator Framework is highly detailed. It provides a new framework for benchmarking progress, as well as a much more comprehensive baseline, although only in relation to what the government is responsible for (i.e. community-based responses and engagement are not defined).

Based on the experience of UNICEF and the Government, and the research on child protection to date that has come out of Indonesia and the region,[22] the evaluation team proposes a roadmap below (Figure 6) with example pre-conditions. Each of the five main areas has its own detailed roadmap with pre-conditions as well which are discussed throughout this report in later sections and included in Annex 7 for ease of reference.

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<sup>15</sup> The mapping exercises that took place in six provinces seems to have overlaid the systems building approach conceptual paradigm over the status quo rather than start from the identification of how children were currently protected, and how this can be built on. Subsequently there are not ongoing mappings which attempt to capture the wide variety of *adat* (customs) across Indonesia that may have protective or responsive advantages for children, and neither is there identification of cultural practices which are harmful to children.



*Figure 6: Proposed roadmap - child protection system with suggested pre-conditions*

The intention of presenting these roadmaps is to form an intermediate step in understanding between the simplicity of the Conceptual Framework and the complexity of the Government Indicator Framework. A request from government respondents was for the evaluation to articulate what the next steps are in building the child protection system. The roadmaps do not articulate themselves what the next steps should be, but are intended to be used as tools for UNICEF and key stakeholders including the government, define for themselves what the system should contain, and what the next steps should be.

The roadmap above builds on the original systems building approach Conceptual Framework and could form the basis of a theory of change going forward. Within a theory of change, inputs, activities and assumptions can be articulated which allow for decision making and prioritisation in determining next steps.

#### **Box: From single-issue to holistic response**

Until recently, the concept of child welfare services in Indonesia has been limited almost exclusively to institutional care. While social protection schemes were mentioned by some Government respondents, they were viewed purely as cash transfer programmes. *Panti Sosial Asuhan Anak* (*pantis* or residential care homes) exist because of the Government's duty of care to protect poor and vulnerable children. In cases of neglect, abuse, criminal behaviour and poverty, families bring their children to the *panti* which accepts them.

There are a significant number of children in institutional care, which has proved an obvious starting point for UNICEF's efforts to change the way that children's needs are met. The Government's adoption of the change from institutional care to family based care is clear in policy,[25] but in practice the possible responses needed to replace institutional care were not clearly articulated by respondents who were unsure of what they might or could consist of. This represents a serious gap in knowledge, and not one that is easily or quickly filled because there are so few examples in the country. Professional rather than community-based social services and social workers are not part of the national experience.

The continued existence of the *panti* system presents an opportunity to reorganise the existing child protection system through the reallocation of resources, for example by transforming *pantis* into services that support children within the care of their families.

## 5.5. UNICEF's role in building Indonesia's child protection system

### **Finding #5**

**UNICEF has the potential to make explicit and effective its unique role in managing evidence emerging from pilots.**

In promoting the systems building approach to child protection UNICEF has to date primarily focussed on 'upstream' national and provincial level support because the focus has been putting in place the legal and policy framework which underpins a child protection system.

For example, a key activity in promoting a systems building approach to child protection at the province (and district level) has been the 'Child Protection Training' delivered by Government partners and supported by UNICEF. This was reportedly valuable for participants in understanding what the systems building approach is aiming for, although challenges remain in that it is not clear whether there are plans for follow up training and support for the participants, or whether the training will be repeated for more participants – a key consideration in the context of high levels of staff rotation within the civil service.

At the same time, UNICEF recognises that whilst buy-in and capacity at these levels is extremely important, services are located at district level and below. It is these decision makers, service providers and families who have the ultimate responsibility for the direct protection of children within the child protection system. At these levels, the appetite for the systems building approach to child protection among stakeholders is high, but the speed at which services can be designed and implemented is slow.

There are two main risks to the commitment and enthusiasm of Government stakeholders who are caught in the middle of this gap:

- There is room for ambiguity and misunderstanding about the systems building approach to child protection because stakeholders do not have enough information about what it consists of or examples of seeing its components manifested in practice.<sup>16</sup>
- Commitment and enthusiasm may wane and turn to frustration or fatigue with the idea before elements of the child protection system have had a chance to be implemented or results demonstrated.

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<sup>16</sup> It appears that the systems building approach has been understood as a child protection 'programme' or service per se; it seems to be talked about as a model to implement rather than as an approach to guide and direct decision-making. It is not always understood as the lens through which to make choices about the type of system that best fits the Indonesian context. For example, many stakeholders talked about raising awareness of the systems building approach – while it is helpful that the concept has gained traction, it is clearly not understood as an approach. It is not possible for national and district levels to advocate with their local level partners to institute the systems building approach when there is such a confused understanding of the concept.

However, there are activities happening at sub-national and district levels, which many participants in this evaluation were not necessarily aware of.

Recently UNICEF has initiated the process to support the ‘child protection and social work area based pilot’ projects.[26] These are necessarily limited in scope and size, and UNICEF and the Government partners will test their effectiveness and impact, and identify strategies to replicate or bring them to scale.

The theme of pilots recurred in this evaluation and could be an area of downstream work that UNICEF prioritises as one its key contributions to systems building approach to child protection in Indonesia. This would entail continuing to investigate with the Government suitable experimental pilot initiatives and implementing them, and developing a strategy to collate and analyse the evidence from the pilots and their likely applicability to replication or scaling. This strategy could include evidence from pilots invested in by other agencies, development partners and non-governmental organisations.

## 5.6. Perceptions of child protection and systems building

### **Finding #6**

**There is no shared understanding of the vision for or terminology in relation to building a child protection system.**

There is no shared understanding of the vision or strategy for building a child protection system among Government stakeholders at national, provincial and district levels. In addition, the “systems building approach” continues to be interpreted in many different ways and there are a variety of meanings attributed to the terms. One very clear finding of this evaluation was that amongst and between respondents, there are varied understandings and definitions of:

- *what child protection is*
- *what a child protection system is*
- *what a child protection system is in the Indonesian context*
- *what the systems building approach to child protection is*

A comprehensive definition of a systems building *approach* per se has not been defined, but is implicit in the terminology of the Conceptual Framework (Figure 2). The terms ‘framework’, ‘model’, ‘system’ and ‘approach’ have been used seemingly interchangeably by stakeholders, including UNICEF. During the evaluation, it became apparent that amongst government respondents, the understanding of a systems building approach varies greatly. The process of defining a systems building approach in the Indonesian context is happening at the same time as the system (legislation, services, coordination mechanisms) is itself being rolled-out. This means that whilst trying to bring together individual components of a system fit for the Indonesian context, respondents have been grappling with an *approach* that is itself maturing. During the interviewing phase of this evaluation, it

was clear that there was a range of ideas amongst respondents about what a systems building approach actually is, or rather what it could mean in Indonesia's context.

As the findings show later, the idea of a systems approach to child protection is now widely accepted, and the process going forward might benefit from dropping the "SBA" terminology and focus more simply on the 'child protection system'.

Although many respondents could articulate the fact that a systems approach to child protection is a holistic strengthening of networks of interrelated governance processes and service provision, the majority of respondents were not able to provide a more detailed or nuanced definition. Language used to describe the "SBA" seemed to refer to the Conceptual Framework (Figure 2) as a *programme* or model to be implemented rather than an *approach* i.e. a way of doing something. A major reason for this conclusion was, that despite numerous respondents at all levels of Government describing themselves as "SBA Facilitators", none were able to explain what that meant and they referred to the systems building approach as if they were describing a project or an entity, rather than an idea which influenced their thinking and practices. Described as a programme, it is not surprising that respondents tend to develop or implement child protection in a somewhat 'mechanical' way, focused on ensuring that the five central components are present in some way.

Here are examples of the ways in which "SBA" was understood among respondents in different provinces and at different levels of government.

- The systems building approach to child protection was understood in a ***district in Central Java*** to be an extension of single-issue responses at community and villages levels: teams of five volunteers have taken on one each of the Government's five priority single issues (e.g. trafficking, children in conflict with the law etc.).<sup>17</sup> The result is that these individuals take responsibility for raising awareness about their specific issues, rather than respond to individuals affected. Anecdotally and according to some civil servants at district level, this division of responsibility had the tendency to result in deferrals (rather than referrals) to the different community members with responsibility if a child was affected by more than one issue. For example, rather than recognise two layers of vulnerability in a child who was in conflict with the law and who was also affected by physical violence, community members were sometimes not be able to agree on who should take responsibility for referring them to services.
- In ***all three provinces*** visited as part of this evaluation, some respondents understood a systems building approach to be 'working together', specifically coordination between services and across departments. Closer examination about what people meant by 'coordination' showed that generally this meant communication rather than strategically

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<sup>17</sup> The evaluation could not find specific references in writing regarding the replication of responsibility for single-issues among members of community child protection. The mechanisms of Kelompok Perlindungan Anak Desa KPAD (Village's Child Protection Committee) are cited in reference to both government and non-government initiatives. The main function of KPADs is prevention of abuse/exploitation of children, but their functions may also extend to responding and referring child protection cases.

working together to leverage services and prevent duplication of effort. On paper and in any “coordination meeting” everybody agrees on “comprehensive actions”, but at implementation level, each Government agency follows strict budget nomenclatures, so individuals felt unable to do anything creative or practical.<sup>18</sup> In this way, a systems building approach to child protection was an idea that things should be joined up, but did not manifest improved collaboration and coordination in practice.

- In **Central Java, especially Surakarta**, the system building approach was understood as the fulfilment of child rights. The local Government started to build a system to promote broad child rights in 2006, prior to the new global strategies that introduced the narrower idea of creating systems for protecting children. Surakarta adopted the ‘Child Friendly City’ as the basic standard in relation to the fulfilment of child rights. Compared to other districts in Indonesia, the child protection system in Surakarta was more advanced in the sense that it has been strengthened by local regulations from across sectors. Child protection has been integrated in local development planning and strengthened by local regulations related to prevention and service provision. The Child Friendly City initiative was the reflection of how child protection works in a system as respondents in this area saw it. As child protection was integrated strongly in the local development planning, Bappeda (regional development planning board) played a significant role in encouraging cross sectoral work in developing and strengthening this child protection system through forming the Child Friendly City taskforce. Beyond the varying interpretations<sup>19</sup> of the Child Friendly City initiative, and even within it, Government respondents repeatedly reported that they were not entirely sure what exactly they were supposed to be doing. In reality the Child Friendly City initiative is still a very sectoral focussed programme and there is little evidence of clear results for children themselves.[27]
- A more mixed group of government and non-state stakeholders in **South Sulawesi** considered the idea of a child protection system as an opportunity to change people’s thinking and behavior, and consider how to prevent child protection problems occurring. South Sulawesi provided, therefore, a different perspective in strengthening the child protection system because they emphasized prevention through education, research to produce a database on child protection, engagement with higher education institutes, mainstreaming child protection in higher education curriculum and engaging religious leaders to support behaviour change. The Government stakeholders in South Sulawesi were motivated to take this prevention approach because of its awareness of the cultural context of the acceptance of physical punishment in educating and disciplining children. The provincial Government of South Sulawesi made an effort to institutionalize the child protection system through local regulations and recently followed up with the development of local action plans in child protection. The local action plan was a reflection of a directory of actors work in child

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<sup>18</sup> Respondents frequently mentioned their budget constraints in this regard. Each institution’s activities are guided by their budgetary structure that follows the regulations set up by Ministry of Home Affairs.

<sup>19</sup> For example, in some places it involves construction (e.g .building play parks) and in others it involves advocacy for nutrition.



protection. South Sulawesi provincial government respondents understood the systems building approach as a collaborative effort with different partners in child protection, however there was a challenge with the different perceptions of child protection. Most Government staff did not articulate in-depth understanding about child protection, making it difficult for them to plan a programme based on child protection principles.

- Building a child protection system in **Aceh** has been a long process borne out of the need to respond to children affected by conflict and natural disasters. Acehnese children face a different plight than children from the rest of the regions in Indonesia. Thirty years of conflict and a devastating earthquake and tsunami in 2004 left many children traumatized and orphaned. As a result, local, national and international support has focused on psychological trauma healing, inheritance and guardianship issues in the past decade, as well as significant and continuous efforts to promote the protection of Acehnese children's rights through campaign and awareness raising activities. Many different approaches were used which caused duplication and a lack of cohesion. There was an effort to coordinate these initiatives through several strategies: firstly, through a local coordination mechanism (UN, NGO, Government humanitarian coordination) and secondly through issuing standards on child protection during emergency responses and reconstruction phases and third, through supporting national regulations, e.g. the Ministry of Social Affairs' regulations on family reunification and child trafficking. Stakeholders in Aceh noted that child protection needs a multi-sector response and collaboration among "sub-systems" such as justice, health, education, social welfare and culture sectors. For them, the systems building approach means working together. The local government in Aceh strengthened the child protection system through the establishment of a child protection unit in Aceh's Department of Social Affairs and child protection bodies in sub-districts; revision of laws and policies on child protection including the promotion/regulation of family-based care for children without parental care; a rise in numbers of trained social workers and child protection staff; and a huge increase in Government allocations to child protection and social welfare. In Aceh, the coordination aspects of the systems building approach focused on shared monitoring systems linking individual work plans rather than overall coordination. There was a strong feeling that coordination and communication should be prioritized at the implementation level, particularly as some of the regulations were seen as confusing.



# 6. Effectiveness

## 6.1. Defining effectiveness

The international definition for effectiveness is: ‘A measure of the extent to which an aid activity attains its objectives.’[20] However, effectiveness also needs to be seen in the light of context, particularly as the systems building approach to child protection aims to deliver macro reform across Indonesia’s unique and diverse contexts of population, geography, socio-economic status, religion and culture. Effectiveness therefore is contingent upon and must be considered in light of these factors.

Mid-term reviews of the UNICEF country programme and annual reviews/updates of the results framework provided data on progress against each of the programme component and intermediate results.[19, 28] These results, self-reported by UNICEF, are summarised below in Figure 7.<sup>20</sup> This evaluation reviewed whether there were elements of the systems building approach not reflected within the CPAP Results Matrix, and whether risks were built into the design of the framework.

## 6.2. Child protection system outcomes (results)

### **Finding #7**

**There are assumptions inherent in the logic of the Results Framework that need further testing before the indicators/targets can be shown to fully reflect successful achievement of the Intermediate Results and the Programme Component Results**

The Results of the Country Programme Action Plan (CPAP) correspond to the objectives and activities of systems building approach to child protection, and the indicators are being met (or are on track to be met) as they are currently articulated, with the exception of 4.1.1 (Figure 7).

On examination of the Intermediate Results (short term outcomes) and Programme Component Results (long term outcomes) outlined in the Country Programme Action Plan, it is apparent that the elements of the Systems Building Approach Conceptual Framework are addressed. However, at this stage the Programme Component Results (long term outcomes) are highly ambitious and the evaluation suggests that they are not on track to be met by 2015, nor is it reasonable to expect that they will be due to their long term nature. The different Programme Component Results seemingly demonstrate a number of contradictions within them, and the sustainability of the approach would be greatly improved by reworking the matrix and testing the connections between the proposed activities and the results.

One example where such a mismatch is seen when the Country Programme Action Plan states an intention to address the causes of children’s vulnerability to abuse, violence and exploitation.

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<sup>20</sup> An indicative Theory of Change based on the 2011-2015 Country Programme Results for Child Protection can be found in Section 4.

Specifically, it stresses the need to develop ‘strategies in response to the underlying causes of vulnerability’.[19] Likewise the key results aim to ensure that all ‘vulnerable children are progressively protected by comprehensive, community-based child protection systems’. However, the actual strategies that are employed to achieve these important goals do not respond to the underlying causes of vulnerability. For example, given the need to enhance the protection of children affected or living with HIV, protective initiatives or interventions could have been aligned to wider efforts of other ministries and agencies to prevent rates of infection. In the same way, rather than relying on institutions to shelter children affected by HIV, strategies for community support and programmes to bolster kinship care could have been strengthened; in the longer term, such programmes may well have prevented or reduced the vulnerability of orphans and families affected by HIV.

Similarly, there are other challenges in the design of the results matrix, including for example:

- Comprehensive community based child protection system (4.1). As stated, there are in fact few activities that correspond with this intended result because most activities are broader, national level endeavours and unlikely to affect community level protection. Based on these expected results it is not clear whether the intention is to work primarily at national level or strengthen community level, or both.
- Strategy for strengthening child protection system into child and family welfare system established at national level (4.1.4). Without a clear rationale and explanation, it is not clear what such a strategy intends. It may be a question of terminology but there is no discussion about how or if the system will be expanded to cover wider issues of child and family welfare.
- National strategy on violence against children prevention developed and tested (4.1.5). The framework states the intention to support the development of a child protection system, and includes a strategy dedicated to ‘violence against children’.<sup>21</sup> It could be assumed that the strategy of building a child protection system inherently includes measures to prevent and respond to violence. The lack of clarity of the relationship between the two strategies may be caused by the limitations inherent in a logical framework or a more fundamental challenge of how to harmonise multiple recommendations.

The current indicators and their targets are not necessarily reflections of the results desired for a comprehensive child protection system. In a number of cases, the achievement of quantitative indicators and targets (e.g. the passing of provincial legislation, or completion of trainings) are assumed to achieve the overall goals. It is, however, not evident that activities and desired results follow such linear trajectories and it is questionable whether some of the stated results are comprehensive enough to claim direct attribution in building of the child protection system. For example, Intermediate Result 4.2.2 states:

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<sup>21</sup> International literature recommends that every country create a dedicated violence against children strategy with budget and clear targets (e.g. WHO Global Violence Report 2014, UN Special Representative of the Secretary General World Study on Violence against Children 2014)

“By end of 2014, key Ministries at National and Sub National level have capacity to collect, compile, analyse and utilize child protection data for planning, policy development and budgeting.”[28]

The two associated indicators are the number of workshops (7) on analysing and utilizing data for programming, and the percent of staff (75%) trained in relevant departments on data. The seven workshops were planned to be implemented by the end of 2014. It is not conclusive that conducting workshops on how to use data addresses the structural barriers that the participants face in using their capacity.

Although they are not reflected in the Country Programme Action Plan’s intended activities, UNICEF is implementing a number of important initiatives that contribute to the development child protection system. Of particular importance are the pilots already mentioned, and the PRA (Pesantren Ramah Anak: Child Friendly Pesantren Initiative). There is also work planned that supports the PKSA (Program Kesejahteraan Sosial Anak: Social Welfare Program for Children). These activities reflect some of the recommendations generated by the Six Province Mapping and should be clearly articulated in the Country Programme Action Plan to ensure that their achievements are properly recorded and acknowledged and that they are linked with the results of the Country Programme.

### UNICEF Country Programme Action Plan (CPAP) for Child Protection 2011-2015

Programme Component Result	Indicators	Target	Status of Indicator
<b>PCR 4.1 By 2015, all vulnerable children are progressively protected by comprehensive and community-based child protection system (e.g. social welfare, police, and justice) especially in 5 focus provinces.</b>	4.1 (a) Comprehensive child protection response is effectively coordinated and delivered through inter-ministerial coordination mechanism	Central level policies and Standard Operating Procedures streamlined into central coordination that translate into action at sub national level.	ON TRACK Guidelines for comprehensive child protection regulation outlining multi-sectoral mechanism at sub national level finalized
	4.1 (b) Number of provincial and district Governments implement key central level policies which are supported with adequate government budget	Five focus provinces & selected districts have fully adopted national plan of actions & programme on child protection with sufficient budget allocation & periodically reviewed.	MET Comprehensive child protection regulation has been adopted in Central Java, East Nusa Tenggara and West Sulawesi and being deliberated in West Sulawesi and East Java.
<b>Intermediate Result</b>	<b>Indicator</b>	<b>Target</b>	<b>Status of Indicator</b>
IR 4.1.1 By 2014, selected child protection-related laws and policies are drafted at national and in 4 provinces. IR Status: ON TRACK	4.1.1(a) Number of Provinces which have drafted Child Protection <i>PERDA</i> .	4 Provinces	MET 4 provinces namely: Aceh, Central Java, NTT and South Sulawesi adopted Child Protection <i>PERDA</i> , two provinces West Sulawesi and East Java in the process of deliberating the draft regulation.
	4.1.1 (b) Juvenile Justice Bill in discussion in Parliament (y/n)	Bill before Parliament	MET Law on Juvenile Criminal Justice System adopted in 2012. Additionally, chapter of Law on Correction with specific focus on chapter for children has been drafted with support from UNICEF
	4.1.1 (c) whether revised recommendations for improving Birth Registration at national and sub-national level are in place (y/n)	Revised recommendations in place	<b>CONSTRAINED</b> Plan to conduct evaluation on BR strategy of 2011 underway

<p>IR 4.1.2 By 2015, ministries and related institutions at national level and in 5 provinces have developed technical and implementing regulations and increased the capacity of human resources in line with the Juvenile Justice system Law and international standards. IR Status: ON TRACK</p>	<p>4.1.2 (a) Whether or not national Police have integrated Justice for Children into training modules (y/n)</p>	<p>Training modules which in accordance with the new Juvenile Justice Bill developed</p>	<p>MET Training Module for Police available; ToT for Police Instructors from National Police School (SPN) and from Police Training Agency (LEMdikPOL)</p>
	<p>4.1.2 (b) Whether or not Corrections has developed SOP on Justice for Children (y/n)</p>	<p>Standard Operating Procedure on justice for children developed</p>	<p>ON TRACK Draft of SOP and general guidelines on justice for children has been drafted by MoLHR (DG Correction). Additionally, roadmap to accelerate the implementation of the Juvenile Justice Law has been developed with Government funding (APBN 2012 – 2013).</p>
<p>IR 4.1.3 By the end of 2015, coordination on child protection are effectively implemented at the national level and in Central &amp; East Java, Aceh, South and West Sulawesi, and East Nusa Tenggara. IR Status: MET</p>	<p>4.1.3 (a) Number of Provinces with carried out Child Protection Systems Mapping completed.</p>	<p>5 Provinces</p>	<p>MET Child protection system mapping conducted in 6 provinces. Additionally, training toolkit on child protection system and mapping tool available and joint- monitoring conducted in East Java. The government has also initiated training on system-based on child protection in Jambi, Riau, Bengkulu, Bali, Sulsel, Sultra, Sulteng, Maluku, Kaltim, NTB)</p>
<p>IR 4.1.4 By the end of 2015, a strategy for strengthening child protection system into child and family welfare system established at national level. IR Status: ON TRACK</p>	<p>4.1.4 (a) Availability of action plan (y/n)</p>	<p>Plan of Action to strengthen child protection system into child and family welfare system completed</p>	<p>ON TRACK Draft framework on the strengthening of child protection system and social work system developed from the Scoping done by the Griffith University. Conducted; 48 trainers passed the TOT on child protection for social workers through the SW regional training centres; Child protection is included on the training programme priority of the Regional Training centres on SW; Guidelines for implementing training for social workers available; model of intervention on strengthening the quality of care in institutions and on family-based care developed. Preparation on the development of the integrated social welfare programme which integrates child protection and family welfare</p>

<p>4.1.5 By 2015 National Strategy on Violence against Children prevention developed and tested. IR Status: ON TRACK</p>	<p>4.1.5 (a) Availability of Standards of Service (y/n)</p>	<p>Standards of Service drafted</p>	<p>On track At national level, initial discussions carried out with MoEC and MORA to address violence against children in education settings; “lessons learned” on the implementation of child-friendly <i>pesantren</i> including development of SOP is available; ongoing interventions on prevention of violence through schools in Jateng, Jatim, NTT, Sulawesi, Aceh and Papua</p>
<p><b>Programme Component Result</b></p> <p>PCR 4.2 By 2015, decision makers at national and sub national levels have access to and utilize a comprehensive monitoring and data collection systems on child protection for policy, planning and budgeting purposes.</p>	<p><b>Indicators</b></p> <p>Comprehensive Child Protection Information Management System is established with key line ministries utilizing the data for policy, planning, and budgeting purposes.</p>	<p><b>Target</b></p> <p>Fully funded CPIMS is established in 5 focus districts and selected provinces.</p>	<p><b>Status of Indicator</b></p> <p>ON TRACK Protocol finalized and team leader training conducted for government-funded prevalence study on Violence against Children. Training and workshop on data on child protection conducted in at national level and Central Java.</p>
<p><b>Intermediate Results</b></p>	<p><b>Indicators</b></p>	<p><b>Target</b></p>	<p><b>Status of Indicator</b></p>
<p>IR 4.2.1 By the end of 2012, the plan, protocol and budget for the National Prevalence Survey on Violence against Children approved IR Status: MET</p>	<p>4.2.1 VAC Study in GOI's 2013 budget allocations. (y/n)</p>	<p>Budget allocated</p>	<p>MET GOI has allocated 1.3 billion rupiah through MOSA &amp; MOWECP to conduct VACS; Final questionnaire &amp; response plan developed; protocol and response plan finalized submitted to Ethics Committee; 42 Team Leaders trained; survey will be undertaken in 2013</p>
<p>IR 4.2.2 By end of 2014, key Ministries at National and Sub National level have capacity to collect, compile, analyse and utilize child protection data for planning, policy development and budgeting. IR Status: ON TRACK</p>	<p>4.2.2 (a) Number of workshops in analysing and utilizing data for programme 4.2.2 (b) Percent of staff trained in relevant departments on data.</p>	<p>7 workshops  75% of relevant staff trained</p>	<p>ON TRACK 2 trainings at national level conducted for 50 staff members staff of MOWCP; generic module for training on child protection data and indicator finalised by MOWCP; workshop on child protection profile conducted in Central Java</p>

<b>Programme Component Result</b>	<b>Indicator</b>	<b>Target</b>	<b>Status of Indicator</b>
PCR 4.3 By 2015 the child protection emergency preparedness and response mechanism is fully functioning at national level and in 3 provinces.	National policy and mechanism on emergency preparedness and response incorporating child protection is developed and implemented.	Ministry of Social Affairs has a functional Child Protection Emergency Response Team.	ON TRACK MOSA's CPIE Rapid Response Team has been established and functioning.
<b>Intermediate Result</b>	<b>Indicator</b>	<b>Target</b>	<b>Status of Indicator</b>
IR 4.3.1 By 2013 the national child protection emergency preparedness and response mechanism is fully functioning at national and in 5 provinces. IR Status: MET	4-3.1 Whether the child protection emergency ready team is trained at the national level (y/n)	Trained Child Protection in Emergency Rapid Response Team in MOSA	MET Child Protection in Emergency (CPIE) Rapid Response Team in MOSA was established and trained, including representation from 8 provinces.

*Figure 7: UNICEF Country Programme Action Plan with progress against targets (self-reported by UNICEF)*



## **Results of the Systems Mapping Exercise in six provinces of Indonesia**

A major and important piece of work that has been undertaken towards implementing a systems building approach to child protection is the systems mapping exercise conducted in six provinces.[6] The key recommendations as outlined in the Issue Brief [29] could form the basis of UNICEF's strategy for supporting its partners in the future. Many of them also reflect the findings of this evaluation. Explicitly using these recommendations in planning would also comply with the 'steps' as outlined in the EAPRO Child Protection Toolkit.<sup>22</sup>[1]

The move towards a more systemic approach to child protection in Indonesia has perhaps led to the assumption that a formal, statutory-based system – based on western models and largely implemented through government agencies – is the only acceptable permutation of a system. In the absence of familiarity with other system typologies, there is an expectation that UNICEF will support the development of a formal model.

As was demonstrated by the methodology for the Six Province Mapping, when only the formal components of the system were assessed, other protective influences and practices at community level were not regularly considered part of the system. This is problematic because a systems building approach requires contextualisation to the actual situation of children in a certain country. In the myriad Indonesian cultural and bureaucratic contexts, such an approach is essential and would help to recalibrate the system. It is the approach to protecting children that must be foremost rather than the system model per se.

At the moment, the perception of key respondents seems to be that the formal system alone is capable of protecting children. However, the types of national level strategies currently employed only create the framework for the system: there is a need to translate these provisions (legal, policy, coordination, monitoring) into more concrete actions (services) to support those people who have the direct day to day responsibility for the care and protection of children – in particular families and community members. While UNICEF cannot be responsible for implementing services, of course, there is a significant opportunity for UNICEF to realign its activities to ensure that child focussed, community based child protection systems are supported and reinforced, working in harmony with more formal mechanisms. This would be a significant step towards achieving the more community based objectives that have been described in the Country Programme Action Plan.

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<sup>22</sup> The strategic action for supporting national child protection systems of identifying a minimum package of child protection services, as recommended in UNICEF's Child Protection Strategy. Standard Minimum of Services for Response, Rehabilitation and Repatriation for Victims of Trafficking; Standard Minimum of Service for prevention and response on Gender-based Violence are both cited as completed in the baseline information of the 2010 Draft Summary Results Matrix: Government of Indonesia – UNICEF Country Programme, 2011 – 2015 (Key Progress Indicator 4.1.1)



### 6.3. Strengthening the elements of the Conceptual Framework

#### **Finding #8**

**UNICEF's support to the national child protection system addresses all five elements to varying degrees and there are significant opportunities for this work to be built upon going forward. UNICEF's own understanding of the degree of this support is greater than that of other key respondents.**

According to the Country Programme Action Plan, UNICEF's programming aims to contribute to the development of a national child protection system by: strengthening service delivery; promoting family based care; and promoting restorative justice. These initiatives are to be based upon evidence and data to inform them. In any system, these kinds of initiatives are essentially found or targeted at community level. They require a nuanced and context-specific adaptation that acknowledges informal and customary practices. However, in reality there is nothing in the Results Framework that supports the development of the system at *community level*. Rather, the actions focus on the higher or formal levels, rendering it difficult to meet the stated aspirations. In particular, it appears that UNICEF's initiatives contribute more directly to the establishment of the formal, national level system, notably the development of the 2007 Law on Human Trafficking and adoption of 33 subnational laws, finalisation of the National Plan of Action on Elimination of Violence and revisions to the Juvenile Justice Law. The actions do not directly correspond to the areas that UNICEF describes as priorities.

The stated desire is to work 'bottom-up' but all activities indicated a top-down approach (laws, committees, regulations). For example, Focus Area 4 of the revised framework refers to "a comprehensive child protection response being effectively coordinated and delivered through an inter-ministerial coordination mechanism". This represents a structural, national level initiative (protection-by-meeting) rather than a focus on direct service enhancement at the community level. While a coordination mechanism may set a policy approach and is perhaps required in order to standardise the quality of services, it must also lead to the actual development of services for families and children.

The Country Programme Action Plan refers to the development of a comprehensive and community-based child protection system in 5 provinces, and similarly, the focus of activities is on the development of the formal system. For example, the main focus is on Social Welfare, Police and Juvenile Justice, including development of foster care procedures and guardianship, development of regulations and policy, Standard Operating Procedures, multi-sectoral mechanisms, and plans of action. These are essentially not community based interventions at all, but setting up procedures/interventions at the district or provincial level.

The Country Programme Action Plan does not indicate that different actions will be taken in different places and seems to assume that a comprehensive system model can be implemented across the country. Given the hugely diverse differences throughout Indonesia, there are no actions to ascertain whether a nationwide system model can be uniformly implemented across provinces is realistic (or desirable).

The following sub-sections discuss each of the five elements of the Conceptual Framework that UNICEF has supported: social welfare systems for children and families; justice system for children; data and information management; social and behavioural change system; and the legal and policy framework.

### 6.3.1. Social welfare systems for children and families

Supporting the development of the social welfare system is an essential component for protecting children. This is referenced in IR 4.1.4 “By the end of 2015, a strategy for strengthening child protection system into child and family welfare system established at national level”. Although the IR is conceptually not very clear, it suggests that UNICEF is prioritising broader efforts to enhance welfare. This is seen through the Developing Child Protection and Social Work in Indonesia Area Based Pilot Projects[6] and through less direct support to Government programs such as the cash transfer programme.

The delivery of the social welfare systems requires clarity around the organisation of their *delivery*, the *structures* that will deliver them, and their *capacity* to deliver.

Indonesia’s definition of social “services” focuses on institutional care and tertiary interventions to help children at high levels of risk; however, there is a paradigm shift to refocus on “welfare”.<sup>23</sup> Since 2009, the Government has introduced the “Social Welfare Program for Children” (known as PKSA) designed to facilitate responses towards family-based interventions, but the most recognised or widely known component seems to be the cash transfer element, rather than increasing access to services or activities which strengthen the responsibility of parents, families and communities.

Law 11/2009 on Social Welfare and Law No 13/2011 on Poverty both explicitly highlight professionalising social work practice. Despite this, social work continues to be perceived as "charity" and not a professional job in the social welfare sector.[30] However, there is evidence of nascent social services in the form of the P2TP2A (Pusat Pelayanan Terpadu Pemberdayaan Perempuan dan Anak: Centre of Integrated Services for Women Empowerment and Child Protection) and PPT centres (Pusat Pelayanan Terpadu: Integrated service centres). These are district level services which aim to connect a range of service providers (including health, police, education and legal), thereby creating a more coordinated response to children’s needs. They perform mainly tertiary support services. The service centres visited as part of this evaluation demonstrated levels of connectivity between services in line with the systems building approach. For example, several key institutions and organisations were working together to provide mutual referrals and accompany children through legal and support processes. This included the local clinic, a local child rights NGO, a number of local schools (through the membership of children in the Children’s Forum), and the police. The respondents engaged in the service centres were well aware of the limitations and the vulnerability of the “system” itself. Despite the attempts to use systemic thinking in the design of the system, the realisation is thwarted by the following factors:

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<sup>23</sup> For victims of abuse, violence and exploitation, or for those who were considered neglected children.

- The reliance on volunteers to provide services. At the P2TP2A this included professional lawyers who volunteered their time and legal expertise.
- The limited influence the service had on improving the skills and expertise of the police, who were willing to engage but did not seem to have any incentives to sensitise their responses to children, according to anecdotal reports from participants in this evaluation.<sup>24</sup>
- The lack of resources which precludes proactive and preventive services such as community outreach and identification of cases. The children and families most likely to come into contact with the services, therefore, are with extreme vulnerabilities (e.g. who were referred by the hospital or police) or those with the agency (i.e. education, confidence and resources) to seek out the services.
- The nexus of services cannot serve all of its large catchment area. The unit of a district for such a function poses challenges where there are large populations so sub-district level might be considered as a more appropriate for this kind of service.
- Knowledge about the service was limited among other respondents in the same district and within the province. This meant that other respondents were unaware of examples of child protection services.

Across the six provinces within which UNICEF and the Government have been focussing, all the sub-systems of a child protection system, as defined in the National Child Protection System Conceptual Framework are present; but the activities and pilots are not all found in any one place. The lack of understanding of the system as a whole, and the complexity of the systems building approach, has created a situation where different parts of Government at provincial and district levels, have picked out components or approaches which they are enthusiastically implementing, but they do not seem able to articulate how their particular component fits in with a wider holistic child protection system, and therefore they do not seem to have a strategy for introducing the other necessary components at a later stage.

The fact that Indonesia's efforts to protect children are still dominated by single issue-based response raises questions about the perceived relevance of the systems building approach. While the persistence of issue-based services cannot be reduced to a single factor, it should be considered whether stakeholders at least consider alternative approaches as more relevant than a systems building approach. There may be a multitude of factors that determine the current approach to child protection, as is somewhat reflected in the establishment of tertiary focussed social services coordination centres under the Ministry of Social Affairs to act as a central point for reporting and referral. The coordination centre also provides social welfare services, legal support, and conducts

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<sup>24</sup> From the perspective of two stakeholders who provide direct support to children, there have been instances where the police responding to a crime against a child have treated the victims highly insensitively (e.g. conducting lengthy interrogations without breaks or refreshments, and late into the night).

awareness activities for the public and in schools. Some provinces were piloting model Social Welfare Service Centres (Puspelkessos) as a focal point at the sub district level and for medical services.

Indonesia has established hospital-based one-stop crisis centres that offer coordinated medical, legal and counselling services for child and adult victims of violence. These centres, however, tend to focus primarily on immediate, crisis-based intervention and often have limited scope to support children and families after they are discharged from hospital. Specialised police units (PPA Pelayanan Perempuan dan Anak) and hospital-based integrated service centres (PPTs and PKTs: Pusat Krisis Terpadu) provide medical care, psychosocial support, legal advice and child-sensitive investigative procedures for child victims of the most serious forms of violence and of trafficking. These service units generally address only the most serious cases. They do not have the mandate or capacity to assess the family environment, or to ensure that children receive appropriate care and protection after they leave the centre.

### **Family centred vs. institutionalisation**

Since adopting the systems building approach, there has been a move towards using residential care as a last resort, and as a temporary solution to cases of violence, abuse or neglect. This is the case in Central Java, South Sulawesi and Aceh. This has necessitated a reimagining of how the child protection system can support children without using an institutional approach to alternative care. To date, the necessary connected suite of services required to support such an approach have not been fully developed. This change in thinking is an important and necessary step; however, in the absence of new community services and family-based support there is a significant risk that vulnerable children currently living in institutions will be left unprotected.

The provincial and district level service providers along with Government departments at all levels are beginning to talk about family based support including parenting programs, child care and welfare support. The Social Welfare Program for Children (PKSA) is intended to have a direct focus on supporting families and presents an opportunity to directly connect with vulnerable children and provide preventative services.

A key way that UNICEF is supporting this move towards deinstitutionalisation is through the Developing Child Protection and Social Work in Indonesia Area Based Pilot Projects that has a particular focus on supporting families and family-based out-of-care services. The results of this pilot may present an important model that can be adapted and applied to other contexts. A review of the PKSA has also been commissioned and is being supported by UNICEF. These activities are not captured by the current CPAP.

Figure 8 below, *Delivery of social welfare and child protection services*, shows a draft roadmap, based on this evaluation's enquiry and current thinking on systems building approaches to child protection in the Southeast Asia region. It suggests key *pre-conditions* that need to be in place, and assigns a colour code to indicate which are currently in place, partially in place, or not yet in place.

The roadmap includes:

**(i) Suggested pre-conditions of the role of government and NGOs in delivering services:**

- Shift from single issue to comprehensive systems approach
- Balance between prevention and response services
- Role of civil society in service delivery is incorporated into national strategy

**(ii) Suggested pre-conditions of the role of communities and community structures in accessing formal services and providing informal responses:**

- Communities can access government social services
- Role of community leaders is recognised and defined
- Communities have appropriate expectations of services
- Community-based child welfare and protection is recognised and supported

The purpose of expressing the delivery of social services through a draft roadmap is to provide a tool that UNICEF, the government and wider stakeholders can adapt and develop as appropriate. It is intended to form an intermediate planning and prioritisation tool which sits between the Conceptual Framework and the Governance Indicators Framework.

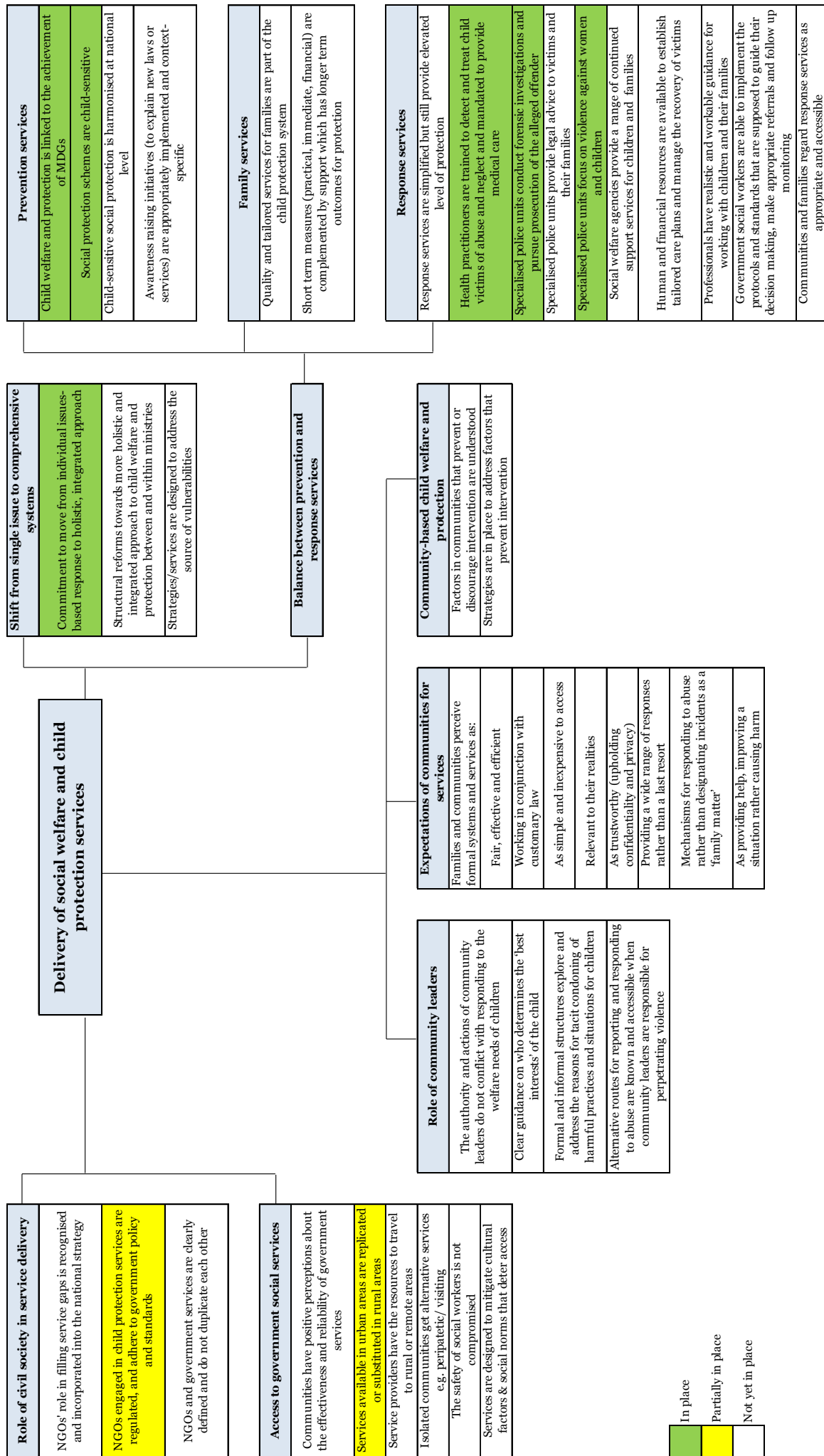


Figure 8: Proposed roadmap - Delivery of social welfare and child protection services

### 6.3.2. Justice system for children

The Country Programme document is clear about the support that UNICEF has provided to strengthening the Justice System for Children. This includes supporting the development of the Juvenile Justice Bill, supporting the national Police to integrate aspects of the Bill into their training and supporting Corrections to develop Standard Operating Procedures based on the Bill.

There have been notable changes in the way that the Justice System relates to children, the most recent and significant, being the change in the age of criminal responsibility from 8 to 12 which saw the release of children from prisons. This is an important step although many further reforms are still required. While the release of children from prisons should continue to be a priority (children aged over 12 are still incarcerated in adult prisons), social services were not in place to follow up with the released children and their families to support re-integration. The repercussions of the change in the law are not yet fully observable. But from a number of high profile cases, it is clear that the justice system is struggling to know how to respond to children convicted of violent crimes. Overall, the discussions among respondents mainly focused on children in conflict with the law, and not the wider issues of how the justice system works for the protection of children. The exception was the example above where P2TP2A volunteers cited the challenges of working with the police when children are victims of a crime.

### 6.3.3. Data and information management

Data collection and information sharing was cited by all levels of Government respondents as well as NGOs as a significant weakness in the child protection system. This is acknowledged by UNICEF who supports the Government to improve aspects of data collection and sharing including commissioning the Violence Against Children Survey (IR 4.1.5 and IR 4.2.1) and supporting initiatives with a range of partners including the integrated Birth Registration initiative. UNICEF is supporting the Government both in the collection of this data and its use by providing or arranging training in use of data.

Different types of data and information management are not distinguished however. Broad data and information on children (e.g. in relation to poverty and education) supports effective overarching policy decisions. Narrower data (e.g. on case management and numbers of children who report child protection issues) informs specific elements of the design and delivery child and family welfare system. The overall Programme Component Result (PCR 4.2) and corresponding IRs and activities seem to focus on broad data for policy decisions, rather than narrow data for informing service delivery. The PCR itself therefore, as currently articulated in relation to data management systems and collection, is at risk of not fulfilling the remit of developing a child protection system because it is limited to one of its dual aspects.

Although PCR 4.2 mentions using monitoring and data systems for budgeting purposes, it remains challenging for Indonesia to deliver its child protection system through the decentralised governance system. Part of the reason for this is that the process of financial decentralisation takes much longer than political decentralisation.[31] As a result there is a disconnection between national policy and provincial regulations and the capability to implement by the frontline service providers.

The complex issues of financial resources need to be included in data and information management strategies. Resourcing decisions need to be based on sound evidence regarding what resources are available and where they are being channelled, as well as where the needs are most acutely felt among vulnerable children and their families. At the same time, financial resources are closely linked to human resources and capacity issues. In the context of Indonesia, both financial and human resource systems for child protection and social services require macro reforms. These will undoubtedly be complex processes because of the numbers of ministries and levels of governance involved. They will also be political because decisions to invest in child protection and social services are likely to mean that other areas of investment will be reduced.

Figure 9 below shows a proposed draft roadmap in relation to Financial Resources developed by the evaluation team.



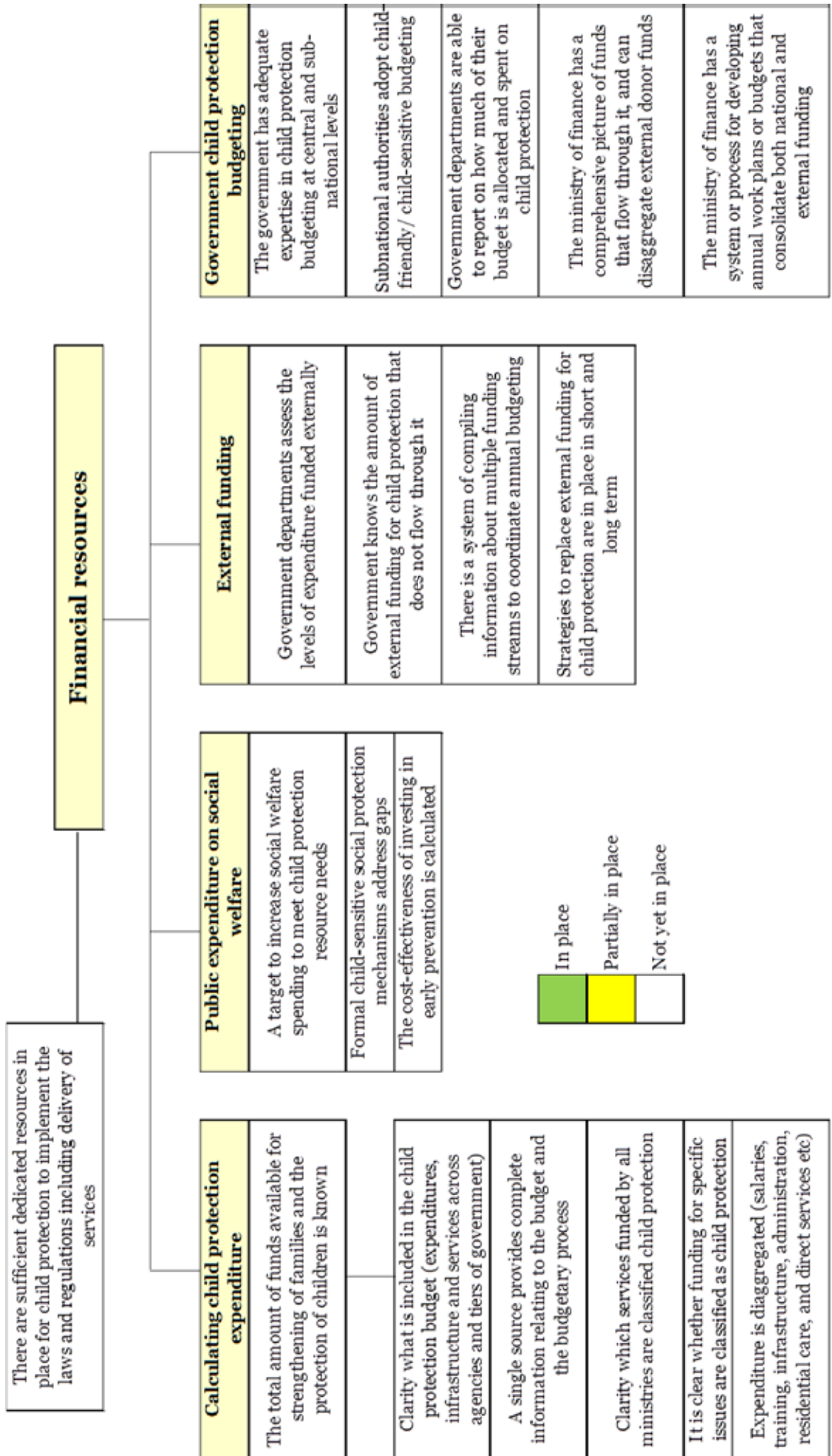


Figure 9: Proposed roadmap - Financial resources

#### 6.3.4. Social and behavioural change system

##### **Finding #9**

**There is no evidence that the systems building approach has contributed to shifting social norms in wider society.**

Important changes in shifting social norms around violence, exploitation, abuse and neglect of children have taken place amongst Government stakeholders. Due to the fact that the use of the approach is only in the early stages, there is no evidence that the systems building approach has contributed to shifting social norms in wider society. Whilst there is an understanding amongst respondents that social norms influence the protection of children, there needs to be more explicit future planning in this regard.

There are no explicit references to changing social and behavioural norms in the CPAP. However, in a narrow but significant way, this is the area of the systems building approach to child protection that seems to have gained the most traction among Government respondents. It is an encouraging result, because the ideas of prevention and holistic responses have been accepted by Government stakeholders. There seems to be a sincere willingness and readiness on the part of many to change the way that society responds to children.

There is also evidence that members of the population are taking up the state-provided limited specialised services that are available, judging by the accounts of staff in the PPT and the P2TP2A who reported that individuals and families seek them out.

UNICEF and its Government partners have implemented activities that are likely to influence ideas around social and behavioural norms, such as the systems building approach training for Government stakeholders, although an evaluation of the impact of the training has not been carried out. The training includes elements in it relating to the way children and child protection is perceived. Overall however, this is the area that seems to be least well addressed by the current systems building approach implementation plans as articulated in the CPAP and there is significant opportunity to increase this. For example the following recommendation from the Six Province Mapping could be implemented in some form:

“There is a need to develop and implement a long-term comprehensive strategy for social and behaviour change that reinforces positive values and attitudes towards children, and the enforcement of laws and practices that promote the protection of children from any harm. Schools or other learning institutions such as the ‘pesantren’ could serve as a good entry point to develop positive behaviour on child protection”[29]

Cultural perceptions of children, violence and child protection greatly influence people’s views and responses to child protection issues. Respondents across the board emphasised the recognition of cultural perceptions in the successful implementation of child protection programmes. This type of fundamental change takes considerable time and effort at an individual level for the population in general and for participants in these trainings. It was reported in all three provinces visited that there were often gaps in knowledge among key staff, even after the delivery of training. Reasons cited

included the high turnover of staff, and the fact that training participants were not necessarily key decision makers or implementers.

Key respondents in South Sulawesi highlighted the importance of behavioural change in improving child protection. There was a strong emphasis on the prevention aspects of child protection particularly through education; research to produce database on child protection, higher education involvement to provide service to family awareness on child protection, mainstreaming child protection in higher education curriculum and supporting religious leaders influence the cultural paradigms and behaviour change. This was seen to be particularly important in the South Sulawesi context in which cultural beliefs ingrain physical punishment as a key tool in educating children. There are also cultural concepts of bravery and family honour which are passed down to children, particularly boys, and which influence expectations and acceptance of some forms of violence. A survey in Sulawesi found that physical violence is the most common form of violence against children in the home (perpetrated mainly by parents, followed by siblings), the school (perpetrated mainly by peers, followed by teachers) and the community (perpetrated by peers, followed by adults.[15] As a result the local Government recognise this as a child protection issue that needs to be addressed by behavioural change initiatives.

In Aceh, issues such as domestic violence, early marriage, school dropout, child labour and violent teachers were identified as key community and Government concerns, but the standards of response varied due to cultural considerations. For example, there is a belief that child protection concerns are primarily kept secret, addressed within the family, or shared with friends, and that national and regional child protection legislation is viewed as in tension with local values, especially “Syariah or Islam values”. This highlighted the fact that not only are behavioural change initiatives required, but that local cultural contexts need to be prioritised when adapting and drafting local regulations and initiatives.

### 6.3.5. Legal and policy framework

Indonesia’s legal framework is large and complex. Numerous laws have been enacted related to child protection, although extensive gaps and conflictions in laws remain.[32] The most significant is Law 35/2014 on Protection of Children.<sup>25</sup> A comprehensive overview of the national level laws, regulations and policies can be found in the latest RPJMN 2015-2019.[2]

As already mentioned, the legal and policy framework needs to perform two functions in relation to child protection systems: promote the rights of children, including to protection, and describe the delivery of prevention and response (welfare and justice) to children and families.<sup>26</sup> There is also an

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<sup>25</sup> Replacing Law 23/2002 on Protection of Children

<sup>26</sup> The Draft RPJMN 2015-2019 highlights the fact that Law 23/2002 does not “clearly regulate the continuous and comprehensive services for the prevention, risk reduction and treatment of abuse, violence and neglect of children”. [2. *Draft RPJMN 2015-2019*. 2014, BAPPENAS.] This point was raised many times during the research process with stakeholders at all levels stating that the lines of responsibility for service provision were not clear, there are limited resources and accountability mechanisms are insufficient. This echoes the findings of the provincial mapping exercise that also highlights the fact that many regulations are not translated into operational frameworks, hindering their ability to be implemented.[6. *Mapping*

emphasis on rehabilitation rather than prevention. This was an observation made repeatedly by respondents, particularly those involved in providing or supporting direct service provision. Staff at both the P2TP2A and PPT stated that they did not have the resources to proactively seek out and support vulnerable children.

Overall, the national legislative framework still requires comprehensive translation into sub-national regulations and policies, and those regulations in place at sub-national level do not provide an integrated, comprehensive framework for child protection. Focus tends to be based around specific child protection issues.[6]

**BOX TITLE: Provincial legislation in South Sulawesi**

In 2011-2012 the South Sulawesi provincial Government developed a draft of *Peraturan Daerah* (provincial local regulation) on Child Protection. The draft passed parliament on March 1, 2013, and officially become Peraturan Daerah 4/2013 on Child Protection System. It formalises the provincial Government's responsibility to take a system-based approach to child protection. The scope of this regulation is for a) child and family welfare, b) support and facilitation of the juvenile justice intervention, and c) behaviour change. According to these regulations, implementation of a child protection system is supported by data and information in order to determine the form of interventions and/or policies. This is the key legislation for the child protection system in South Sulawesi.

Working directly with Government partners to refine legislation and to support it being presented in Parliament is one of UNICEF's significant strengths. The partnership model particularly lends itself to this type of important support. UNICEF's direct support in helping to mainstream a systems building approach to child protection into the RPJMN, supporting the reform of the Juvenile Justice Law and supporting Provincial and District level partners to interpret and adapt the laws for their context are all important examples of this.

Figure10 below shows a proposed draft roadmap in relation to the Legal and Regulatory Framework developed by the evaluation team.

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*Child Protection Systems. A Consolidated Report of Findings in Six Target Provinces in Indonesia: Aceh, Central Java, East Java, East Nusa Tenggara, South Sulawesi and West Sulawesi. 2012, UNICEF Indonesia.*

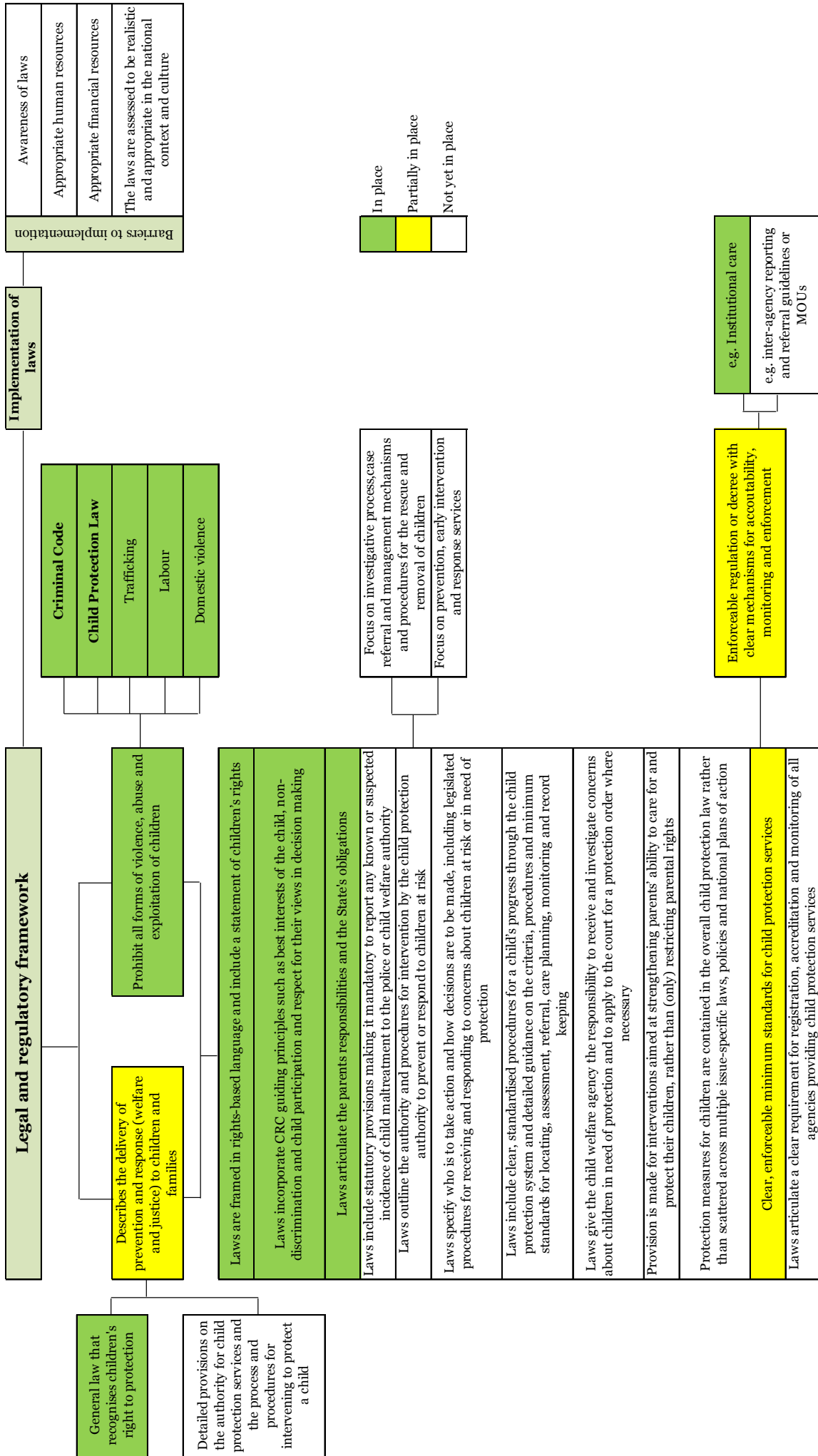


Figure 10: Proposed roadmap - Legal and regulatory framework

## 6.4. Capacity of child protection duty bearers

### **Finding #10**

**There was little evidence regarding the extent to which capacity of duty bearers has been improved, with measurement impaired as there was no baseline data on capacity.**

What is challenging in responding to the evaluation question, which asked to what extent the capacity of duty bearers has been improved, is the lack of baseline and monitoring data on the capacity of Child Protection duty bearers. The evaluation did find capacity among some of the respondents: i.e. individuals who showed confidence and leadership in child protection issues.

To date it appears that discussions about the systems building approach have increased awareness of the idea of and terminology used around child protection. In practice capacity building of Government stakeholders has logically been focussed where there are pilots and activities taking place. The majority of Government respondents in this evaluation were experiencing the 'lag' between the national or sub-national shifts in legislation and the scaling up of direct services as already mentioned. In reality, there is not much of a role for most of them at this time because the services and initiatives are not in place yet.

In this regard expectations among respondents could to be managed more effectively so they understand where they (i.e. their district or department) are in terms of processes happening. More information about the pilots and initiatives that are happening elsewhere is also likely to serve the purpose of increasing the learning and expertise of this cadre of stakeholders over time.

Figure 11 below shows a proposed draft roadmap in relation to Human Resources and Capacity developed by the evaluation team.



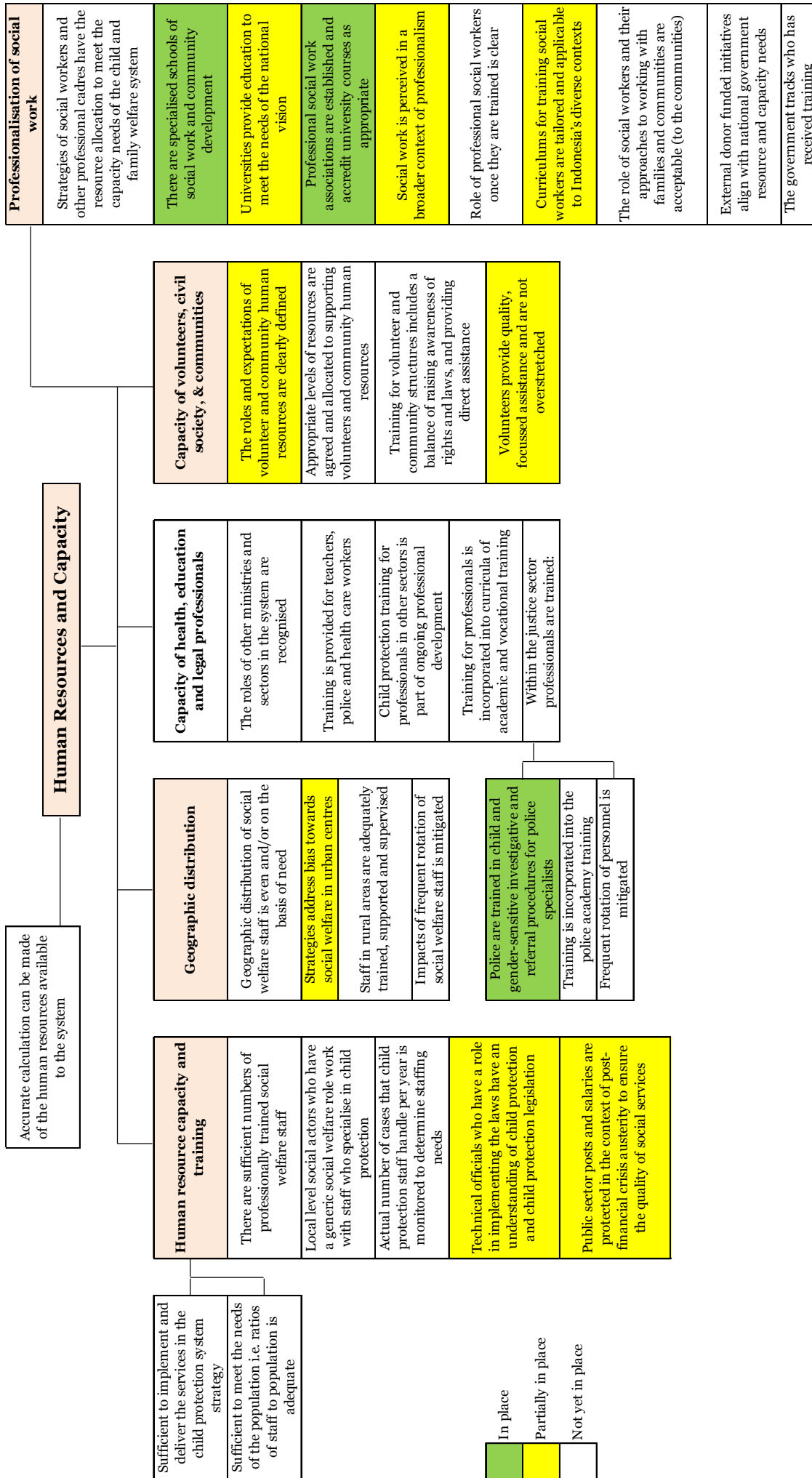


Figure 11: Proposed roadmap - Human capacity and resources

## 6.5. Structures and mandates

### **Finding #11**

**The systems building approach to child protection is broadly considered as relevant but is limited by the lack of clarity about roles and responsibilities for the overall development of a child protection system.**

The CPAP does not articulate how it supports the defining of structures and mandates for child protection. There is an inherent assumption that structures and mandates are already determined, or will be determined through the implementation of national and provincial level legislation. However, as already discussed, the legislation lacks directives on the delivery of services.

From the interviews and focus groups, it was clear that the idea of building or supporting a *system* for protecting children resonated with respondents, particularly if it involved working within the existing bureaucracy. Where the expansion of the system would require extending the responsibility of that bureaucracy or formally involving new partners, there was an apparent lack of confidence about how to develop the system, especially given the stated limitations of budget and human resource capacity. However, the fact that the concept of a system resonated with respondents provides an important opportunity to capitalise upon.

The evaluation found no single unified understanding of ‘child’, ‘child protection’ or ‘child protection system’ among respondents. The Indonesian Government’s interpretation of child protection is found in the national child protection legislation, Law 35/2014 on Protection of Children (amended from Law 23/2002) [33] that is based on Indonesia’s obligations upon ratification of the Convention on the Rights of the Child in 1990.[34] This being the case the legislation generally describes a child’s *right* to be protected from harm rather than the actual measures that will be taken or services provided to actually protect them from harm. This is an important difference because, as a result, the responsibility for implementing child protection measures is not defined. This legal ambiguity is highlighted as a significant limitation in the opinion of respondents, particularly civil society stakeholders, because it impacts on the ability to design a coherent system of services and support.

No single Ministry has the lead oversight for child protection in Indonesia.[30] Whilst BAPPENAS includes child protection responsibilities in the national planning document (RPJMN), it is primarily the Ministry for Women’s Empowerment and Child Protection which has responsibility for coordination and the Ministry of Social Welfare which has responsibility for implementing social welfare services and assistance. As a cross-sectoral issue, there are many other Ministries that have responsibility for aspects of child protection, including many of UNICEFs’ major partners, as listed in its Country Programme Summary Results Matrix. These other agencies include the Ministry of Health, Ministry of Education, Ministry of Justice, the Supreme Court, and the National Disaster Management Body.[35]

It is intended that this section be only a summary of the paths of responsibility for child protection in Indonesia. This summary is provided for context and to illustrate how the large number of respondents involved in child protection creates a situation where many different opinions and perspectives abound. Different agencies and individuals understand the systems building approach in their own unique way and judge the relevance of the systems building approach according to their



own mandates and roles. A comprehensive mapping of the child protection systems in UNICEF's target provinces demonstrates how this plays out in reality.[6]

Figure 12 below shows a proposed draft roadmap in relation to Structure and Mandates developed by the evaluation team.

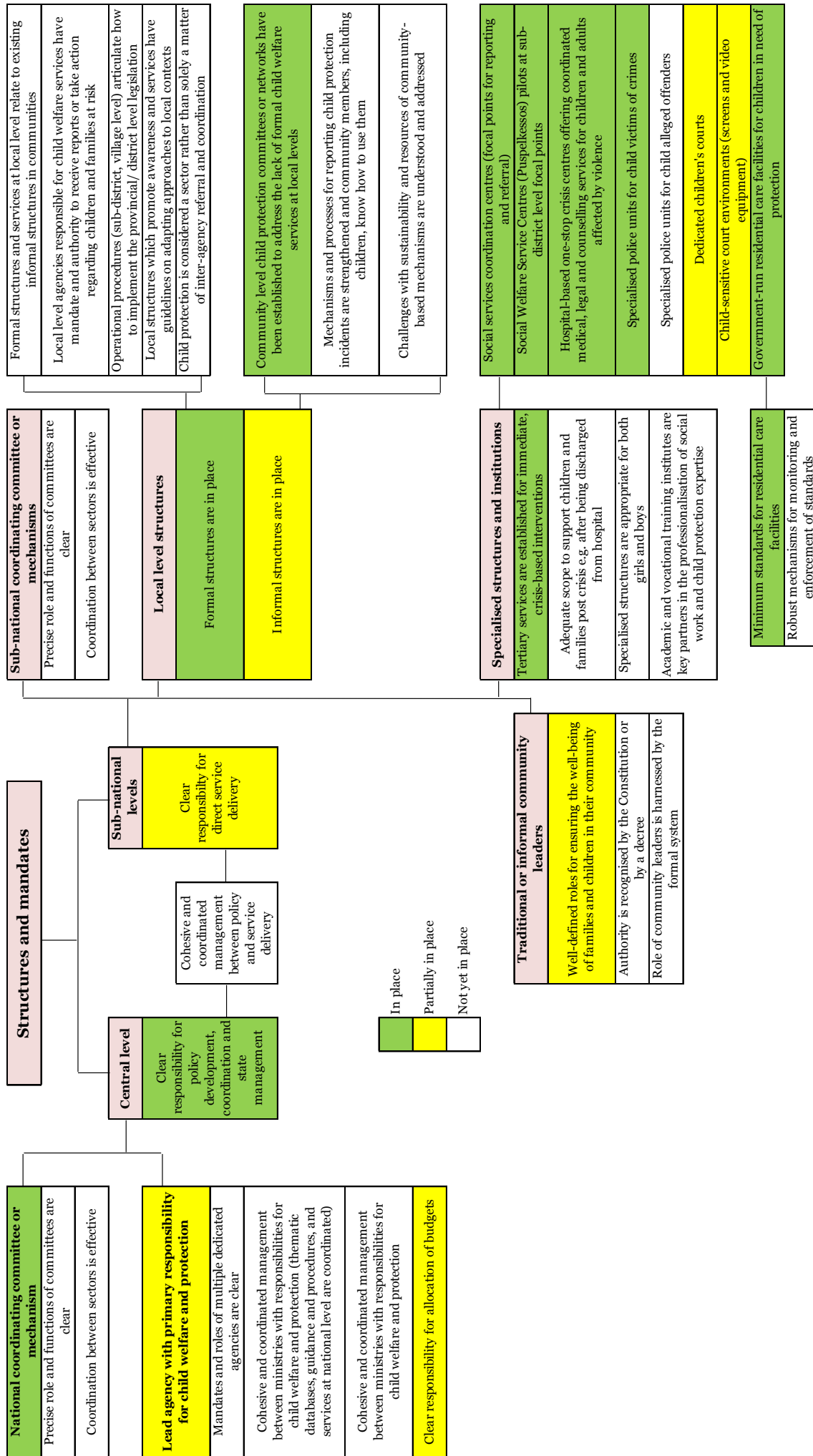


Figure 12: Proposed roadmap - Structures and mandates

# 7. Efficiency

## 7.1. Defining efficiency

The international definition states that: 'Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results.' [20]

In practice, data was not available to undertake an economic analysis on cost-efficiency or a full Value for Money analysis, and the process focussed on qualitative analysis of the evaluation questions around efficiency.

## 7.2. Cost-efficiency of resources and expenditure

### **Finding #12**

**All of the five elements of The National Child Protection System Conceptual Framework are apparent to varying degrees in the UNICEF's 2011-2015 Country Programme.**

The limitations of time prevented sufficient analysis of the efficiency of the use of resources. The current CPAP does not elaborate the links between the Activities and the Results (Outcomes), but all of the five elements of The National Child Protection System Conceptual Framework are apparent to varying degrees in the UNICEF's 2011-2015 Country Programme.

The UNICEF Country Programme provided budget and expenditure information on the activities and components within the Results Framework. The Government provided some but not comprehensive expenditure information or budget allocation data. A cost effectiveness analysis requires a comparison of the costs of an intervention with another intervention that has the same results. Without any baseline or comparison data, a cost effectiveness assessment is not currently possible.

UNICEF's modus operandi is to provide support to its national and provincial level partners to implement their activities and to achieve their outcomes. It is important to take into consideration that this type of advisory support role can make it difficult to prove attribution, or even contribution to the stated outcomes as UNICEF is an 'influencer' rather than an 'implementer'. This being the case, this section focuses primarily on the sphere in which UNICEF has the most influence, namely at the level of Activity.

All of the elements of the National Child Protection System Conceptual Framework as defined above are apparent in UNICEF's 2011-2015 Country Programme. The majority of UNICEF's activities directly and indirectly support the development and refinement of the legal and policy aspects of the system and to a lesser extent, the data and information aspects. These are all high level activities. This is consistent with what can be expected from a working model that is based on partnerships with high level Government.

These activities support the three stated components of the child protection system and in some cases child protection as a whole as illustrated in the following table (Figure 13).

Component	Activity
<b>Child protection system general</b>	<p>Support at least 4 provinces to draft a Child Protection PERDA</p> <p>Support the adoption of the revised recommendations for improving birth registration at national and sub-national level</p> <p>Support 6 provinces to carry out Child Protection Systems Mapping</p> <p>Support Government to draft Standards of Service</p> <p>Support MOSA and MOWECP to prepare for and conduct the VACS</p> <p>Support Government to train 75% of relevant staff to collect, compile, analyse and utilize child protection data for planning, policy development and budgeting</p> <p>Support MOSA to train Child Protection in Emergency Rapid Response Team at National Level</p>
<b>Social and behavioural change system</b>	<p>NOTE: there are no activities or outcomes that explicitly address the social and behavioural change system, but it can be argued that a number of them contain elements of this including:</p> <p>Support the adoption of the revised recommendations for improving birth registration at national and sub-national level</p> <p>Support MOSA and MOWECP to prepare for and conduct the VACS</p> <p>Support Government to train 75% of relevant staff to collect, compile, analyse and utilize child protection data for planning, policy development and budgeting</p>
<b>Social welfare system for children and families</b>	<p>Support the Government to develop a Plan of Action to strengthen the child protection system into child and family welfare services</p>
<b>Justice for children system</b>	<p>Support the development of the Juvenile Justice Bill to the point that the Bill is before parliament</p> <p>Support national Police to integrate justice for children into training models in accordance with the new Juvenile Justice Bill</p> <p>Support Corrections to develop Standard Operative Procedures on Justice for Children</p>

*Figure 13: Summary of activities and components in the UNICEF CPAP*

The evaluation research identified some other important activities that are/have been conducted or supported by UNICEF that contribute to strengthening the child protection system using a systems building approach that are not directly reflected in the Country Plan documents, but are important to include. For example:

- Developing Child Protection and Social Work in Indonesia Area Based Pilot Projects
- Child Friendly Pesantren
- Support to the PKSA, including commissioning a review
- Support to the improved birth registration initiatives

It is important to note, as mentioned in other parts of this report, that there is insufficient data available to undertake an analysis of the efficiency of the use of resources in a timely manner due to the current Country Programme not elaborating the assumptions underpinning the plan or demonstrating pathways that link the Activities to the Results (Outcomes). Despite the fact that the Mid Term Review states that most of the Intermediate Results and Programme Component Results have been achieved or are on target, the results are disconnected from the activities making it is extremely difficult to discuss attribution or contribution by UNICEF to their completion (dependent on Government partner actions). UNICEF should consider reviewing this for future monitoring and evaluation strategies to be able to assess these important criteria.

### 7.3. Partnerships and coordination

#### **Finding #13**

**UNICEF has developed some highly collaborative relationships with key Government partners, particularly BAPPENAS, MOSA and MOWECP.**

UNICEF has succeeded in developing a highly collaborative relationship with BAPPENAS which is an important and strategic partnership. While other ministries are mentioned as key partners in the country programme documents, their engagement as defined as meaningful was difficult to assess.

In general, national level NGO partners acknowledged that UNICEF's contribution to and influence upon child protection issues in Indonesia was important, particularly due to its high profile and brand recognition. Essentially, though they reported feeling excluded from dialogue, and attributed this to UNICEF's focus on national level partners i.e. Government.

#### **Finding #14**

**Multi-sector engagement certainly seems to take place through the Pokja, but respondents at all levels stated that this could be strengthened further, particularly at sub-national level.**

Multi-sector engagement certainly seems to take place through the Pokja (National Child Protection Working Group). There are also ongoing relationships with child focussed NGOs including coordination of activities and sharing of learning, in particular in relation to field based pilot projects. However, according to respondents at all levels, there were no effective coordination mechanisms, meaning that there may have been forums and joint meetings, but there was frustration that action did not seem achievable from these.

Some of the reasons seem to be a range of practical considerations that governments and organisations the world over would recognise: the difficulties in making time to coordinate, the

pressures of other priorities etc. However, in Indonesia's context there is a further barrier, in that "coordination" among Government respondents seems to generally refer to exchanging of information rather than the strategic organisation of activities towards a common goal.<sup>27</sup>

Part of the reason such strategic organisation of activities did not take place, according to civil servant respondents was that they did not know exactly what they were supposed to be coordinating, or in fact there were no (or few) activities (i.e. services) to coordinate. The civil service seems to consist largely of individuals in administration roles, rather than service delivery roles. Examples of service delivery roles in a child protection context would likely include social workers, but these roles are still largely considered non-professional volunteer roles at community level.

The current decentralisation mechanism means that budgeting lines are not straightforward and respondents in all provinces at all levels complained about there being insufficient funding.

What is probably the most challenging in the Indonesian context is the tendency of administrative responses to rely on the legislature as the sole mechanism for response (rather than actions and service provision) and at the same time find actions and service provision constrained by legislation.

It is important to note that the application of the systems building approach to the protection of children is still at a nascent stage. As a result, the current structure and functioning of this child protection system cannot be attributed directly to the adoption of a systems lens. However, understanding how the system has changed (as documented in the 2012 provincial mappings) in recent years is essential for understand the contribution of the approach to developing the current child protection system.[6] This provides the basis for analysing the evolution of the system and for developing strategic plans to strengthen the system in the future.

Any system has to be based upon a set of common objectives and expectations if it is to function effectively. In terms of developing a child protection system, it is essential that all stakeholders with responsibilities to children consider the system as a relevant and important vehicle for achieving welfare and protection aims. Where parties accord different levels of relevance to the system, there is likely to be a lack of harmony in approach.

This fact is especially important in Indonesia where so many ministries are designated a role to play in protecting children. The following Ministries and their associated provincial and district departments are mandated for child protection:

- **Ministry of Women's Empowerment and Child Protection:** Coordination
- **Ministry of Social Affairs:** Delivery of social welfare services
- **Ministry of Planning (BAPPENAS):** Policy development and advocacy

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<sup>27</sup> The term 'coordination' correctly translates into 'koordinasi' in Indonesian, but the meaning is not necessarily exactly the same. Care should be taken to test such basic assumptions.

- **Ministry of Human Rights and Law:** Legal framework
- **KPAI (Indonesian Child Protection Commission):** Receiving complaints related to Child Protection

Agreement on which is the lead agency for child protection varies in three sample provinces visited during this evaluation. In Aceh, for example, Bappeda is the leading agency for coordination but implementation is undertaken by the Office of Social Welfare, and Office of Women's Empowerment and Child Protection focuses on public awareness raising and the 'Child Friendly City' movement.

In South Sulawesi, the key child protection stakeholders are the Badan PP (Office of Women Empowerment and Child Protection) in the provincial and district level, Dinas Sosial (Social Welfare Office) at the provincial level, Bappeda, Police Department, P2TP2A<sup>28</sup>, and LPA Sulawesi Selatan (Lembaga Perlindungan Anak: Child Protection Agency of South Sulawesi). Confusion arises, about how these stakeholders coordinate and operate together partially because of weaknesses in the legal and policy framework around the implementation of regulations. For example:

- Lack of operational procedures at the sub-district and village level to *implement* the provincial and/or district level legislation
- Limited funding for child protection (e.g. inadequate financial and human resources for P2TP2A to fulfil its purpose [32])
- Reportedly different perceptions and understandings regarding child protection between provincial, district and national level stakeholders

When the perceptions of respondents are so varied, the opportunity for applying the same systems lens is minimal, resulting in a wide range of different approaches to tackling child protection. This inevitably has resulted in fragmented policies, and the absence of a specific provincial level regulation on child protection. Stakeholders reported that many of these issues have resulted in limited services for children, and services that are available are not integrated, not comprehensive, and low in quality.

A system for protecting children requires clarity about the inter-linking roles and mandates of different agencies: otherwise there is no possibility of ensuring solid coordination among agencies. A systems building approach requires a common vision and meaningful cooperation. It requires more than the strategy currently used by Government agencies namely to establish a working group both at national and sub-national levels. Such an inter-ministry working group, in the context of the systems building approach, faces the challenge of transitioning from the former single issue-based child protection approaches, as well as navigating the fragmented regulations and policies arising from the lack of a clear designation of authority for child protection services at provincial and district levels.

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<sup>28</sup> Operated by the Ministry of Women's Empowerment and Child Protection

The lack of clarity around responsibilities and permissions between provincial and district level entities, and between ministries, is matched by the complexity of the budgetary system and rules. This was frequently cited by Government respondents who experienced the specificity of legislation as restricting rather than facilitating activities.<sup>29</sup> Regardless of how real or perceived this situation in regard to flexibility in programming is, it is clearly a significant barrier, and indicates that the legislative environment needs to be assessed in the context of financial accounting and decision making.

The respondents in this evaluation were largely from the ministries of BAPPENAS, Social Services and Women's Empowerment and Child Protection. The Ministry of Finance and the Ministry of Administrative and Bureaucratic Reform would seem like key strategic partners to implement the systems building approach as well.

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<sup>29</sup> The situation is reinforced by the auditing requirements, which ensure that funds are only spent on approved activities allocated under the correct nomenclatures. To deviate from pre-determined permissions risks being held accountable for fraud. It is not clear whether this is a real or perceived risk.



## 8. Equity

### 8.1. Defining equity

The equity agenda of UNICEF has already been discussed in the section on Relevance above. This section refers to evidence of elements of UNICEF's equity agenda. According to UNICEF, "equity means that all children have an opportunity to survive, develop and reach their full potential, without discrimination, bias or favouritism".[23]

### 8.2. Effect on the most vulnerable children and families

#### **Finding #15**

**UNICEF's equity agenda is yet to be realised through the systems building approach to child protection in Indonesia.**

Using a systems building approach to child protection provides an opportunity to build an equity agenda from the early stages of developing the child protection system. There are examples of where equity is considered within specific elements, such as training modules on the vulnerabilities of children. However an analysis across the wider design of the system does not seem to be taking place on an ongoing basis i.e. the principle of equity is seemingly absent from the design as well as the delivery of the system. Outreach and prevention of violence among vulnerable and disadvantaged children and families is not yet taking place most service providers. As already discussed, the approach to building the child protection system in Indonesia requires services and responses to be in place, and the level of sophistication in targeting children based on a range of vulnerabilities is still to be seen.

Among provincial and district government respondents who participated in the survey as part of this evaluation, approximately half thought that there was an increase in reaching the most vulnerable, with over 20% of district level respondents believing the increased focus was significant (figure 17 in Annex 6). In practice, however, some services are available exclusively to those who can be proactive in finding out information about the services (i.e. through the internet), have the confidence and agency to self-refer (including to physically navigate potentially formidable government buildings) and the financial means to reach the services.

*Gender inequality and reaching the most vulnerable*

#### **Finding #16**

**Evidence for addressing gender inequalities and the empowerment of women and girls did not emerge strongly in the evaluation.**

The Evaluation Team explicitly consulted respondents on whether there is any evidence of the systems building approach addressing gender inequalities and the empowerment of women and girls. In short the response that their approach to building a child protection system was not addressing

gender inequalities, and issues such as non-disaggregated data was a hindrance. Essentially gender inequality was not part of their thinking in the design and implementation of policies and activities.

While equity, gender and the most vulnerable are not explicitly dealt with in the Country Programme document, there is evidence that some of UNICEF's activities take them into consideration. PCR 4.1 makes specific reference to "all vulnerable children", but there is nowhere in the lower levels of the plan that explicitly addresses it and therefore it is difficult to see how this can be achieved as a PCR.

UNICEF has cross-cutting policies that refer to gender, equity and vulnerability. There is an opportunity in the future to strengthen the focus of this, particularly in light of UNICEF's equity policy, by making it an explicit short term outcome with a relevant series of activities during the next planning phase.

Violence against children and child protection has gender dimensions and therefore applying a systems building approach requires particular consideration to elements of the system that address the particular needs and vulnerabilities of both girls and boys. The release of the Violence Against Children Survey was expected to provide detailed data on this matter. Although core indicators were published in 2014, the full results of the survey will not be published due to the poor quality of the data.<sup>30</sup> Through the evidence seen as part of this evaluation, in documentation and in interviews with Government respondents, there was very little mention of whether or not the systems building approach has applied a gender lens or a discrimination lens. Examples of issues that affect girls and boys differently include early marriage by which girls are disproportionately affected in numbers and impact.[6]

One of the key ways in which the gendered aspects of violence and child protection are addressed in Indonesia is through the fact that one of the key ministries tasked with child protection responsibilities is the Ministry of Women's Empowerment and Child Protection. This provides an opportunity to address the specific aspects of child protection that may affect women (i.e. with children). However, a comprehensive gender-sensitive approach would need to consider the issues that affect both girls and boys differently. Service delivery also often has a gendered element for example the P2TP2A (Integrated Service Centres for Women and Children) focus on women as key clients with specific needs. An observation from the research is that data, when collected is often not gender disaggregated and boys and girls are often categorised together under the heading 'children'.

One of the key ways in which the Government is attempting to target especially vulnerable children is through the Social Welfare Program for Children (PKSA). The cash transfer element of this programme in particular gives the opportunity for direct interaction between Government service providers and vulnerable families.

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<sup>30</sup> Core indicators from the national Violence Against Children Survey have been published which show that boys are more affected than girls by emotional and physical violence and sexual abuse. The core indicators were published on 05 September 2014 in the newspaper Koran Tempo.

# 9. Sustainability

## 9.1. Defining sustainability

The international definition states that: ‘Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn’.[20] Particularly for a middle-income country like Indonesia, this can imply policy influencing/advocacy and modelling/piloting roles for agencies such as UNICEF.

In the socio-political context of Indonesia, the Government assumes a high level of ownership over national policies, planning and interventions. The context of decentralisation creates several sub-national layers with varying degrees of autonomy (legislation, policy, budget allocation, expenditure) which adds complexity to UNICEF’s upstream work focus. Whereas previously policies at national level had a clear trajectory for influencing decisions through a hierarchy, that chain is now disrupted and may require UNICEF to redefine upstream to include provincial and other levels of governance.

## 9.2. Enabling and constraining factors for replication and sustainability

### **Finding # 17**

**There are some strong enabling factors for replication and sustainability, notably the increasing importance of child protection in the RPJMN, and although there are also constraints, these constraints are being or can be addressed.**

As the implementation of this approach is still in the early years, there is work being done and there are significant opportunities for undertaking the ground work to support sustainability, particularly in regards to supporting the development and adaptation of legislation, designing, testing and disseminating implementation models and supporting long term behavioural change initiatives.

### **The main enabling factors:**

- Child protection in general and a systems building approach to child protection has been given increasing importance in the RPJMN. The fundamental importance of this document in guiding the actions of Government at all levels cannot be underestimated. It is one of the most important enabling factors and supporting it should remain of the highest priorities
- General acceptance by key respondents that a systems building approach to child protection is an appropriate approach, even if there is still some work to be done to create a unified understanding
- Ongoing strengthening and development of key legislation, regulations and guidelines. There is an appetite for legislative reform and UNICEF has been successful in carefully supporting their partners in doing this

**The main constraints influencing replication and sustainability are:**

- Lack of documented strategic plan for implementing a systems building approach both within UNICEF and with Government stakeholders. The RPJMN does not fulfil this role as it is a manifestation of the approach rather than the plan for the approach
- Lack of replicable models that can be adapted at sub-regional level (this is being actively addressed in part by the Child Protection and Social Work Area Based Pilot Protects.)
- Understanding of roles, responsibilities and resource allocation at sub-district level is still developing. This is being supported by UNICEF in key sites and needs to continue. When enough work has been done in this area, the lessons from this should be packaged and disseminated for adaption in other areas
- There are diverse and widespread cultural attitudes, beliefs and behaviours that are not conducive to protecting children. Changing these sorts of norms is a major and long term (possibly multi-generational) undertaking. This was mentioned by respondents, but was not currently being strategically addressed
- There are some funding and institutional capacity restrictions at all levels

**Some other perceived and actual barriers as stated by respondents include:**

- Lack of awareness of social and child protection service provision in general
- Lack of awareness of the pilot and example programs that are taking place
- Confusion as to responsibility and ownership among Government departments, as well as territorialism
- Perception of social work as voluntary and charity rather than profession requiring expertise

Arguably, there is little that could be replicated at national level. The unit of response and systems needs to be considered at community, sub-district, district and provincial levels.

### 9.3. Replicable operational models

#### **Finding #18**

**The early stages of implementing this approach mean that there are not many models/pilots in place, and the ones that are in place are not well known among respondents. There is an appetite amongst stakeholders for this level of detail of information and support to replicate good practice.**

The extent to which models for the systems building approach in Indonesia have been established are limited, mainly due to the fact that the approach is still in its early stages, and UNICEF itself has a very limited budget compared with the scale of Indonesia. Most of UNICEF's support has focussed on research and training, with replicable lessons from initiatives yet to be developed. There are examples of pilots established by UNICEF and Government partners, including the Area-Based Pilot projects and support to District level partners in interpreting, adapting and implementing legislation. There are also examples of initiatives established by NGOs, but there seems to be a gap in coordination between Government and non-governmental pilots.

The reasons that respondents were not confident that there were models that could be replicated seemed more to do with the fact that they were uncertain of what the systems building approach is exactly, and therefore what pilots or models would be relevant or appropriate in the context of the systems building approach.

This does not mean that replicable models are not in place, introduced by UNICEF, the Government or NGOs but there is not a central place seemingly or individual organisation responsible for collating information on their effectiveness and disseminating this. This observation is consistent with findings from the recent evaluation of UNICEF's engagement with the decentralisation process in Indonesia, which noted the inconsistency in which models tested in provinces have been scaled up, and inconsistency in documentation of good practices including where results were found to be successful.[21]

As already mentioned, this area represents a key role for UNICEF in terms of facilitating learning from the body of evidence gathered from pilots implemented by its partners and wider child protection organisations including NGOs.



# 10. Conclusions

## **Theory of Change**

UNICEF faces similar challenges as most organisations working to influence development outcomes: assessing what difference they make and the value they add. Development is rarely a simple linear process of cause and effect and involves multiple actors and variables. Conventional logframes often fail to capture the complexity of change and often lead to a ‘missing middle’ between outputs and outcomes. If the programme used a theory of change, it could attempt to address the gaps by mapping out the process of change and identifying a series of interim outcomes which can be used to assess effective progress. The logframe could then be used as a planning tool (rather than solely as a reporting tool) to prioritise and design measurable programme actions. Within this is the need to fit together how the Child Protection System work stream fits alongside the other UNICEF country programme components.

## **Relevance**

As evident in the national planning documents (RPJMN) there is strong alignment between UNICEF’s and the Government’s commitment to building the child protection system in Indonesia. This indicates a high level of relevance in terms of UNICEF’s child protection work stream goals. The strategic alignment is a result of the close working relationship between the two key partners UNICEF and BAPPENAS. UNICEF and the Government are in agreement that a child protection system is the most effective way to comprehensively and holistically protect children from harm and respond to vulnerable children.

The child protection system agenda has been progressed markedly through the Government’s adoption of policies and regulations. The contribution of UNICEF to these developments is evident in the focus of these changes which relate to the child protection system components as expressed in the Conceptual Framework. The shift towards building the child protection system marks a conceptual move towards a holistic response, and away from a sole focus on single-issues. This shift is still in progress because the level of macro reform that it requires is significant and will take time to effect.

Significant amounts of work have been done to articulate the role of government (i.e. through developing the Governance Indicator Framework). There is little doubt that the concept of a child protection system has been well received and accepted by multiple levels of government. The shift towards the systems approach requires a large number and range of stakeholders who have different levels of need to access information about the emerging child protection system, its evolution and their role in it. This has been more challenging for UNICEF to address, or rather support the government to address.

At the same time the formal (i.e. government) child protection responses need to be developed in combination with community-based responses. UNICEF’s action plan includes this as an aim but specific related activities are missing. UNICEF could have given more consideration to balancing the strategic decision to focus on upstream work with the need to bring a wide range of stakeholders (government and non-government) on board through a significant change process. This change

process includes communicating the more nuanced and complex understandings of what a child protection system means. Without this there is a risk that the 'systems building approach' or 'child protection system' simply becomes the *langue la mode* of development partners. To date the resources available to government stakeholders are arguably too conceptual without enough signposts to explain the systems approach or too detailed making them accessible to only the few rather than the majority. As part of this evaluation, a set of 'roadmaps' are proposed as tools to bridge the current simple and complex resources.

The systems building approach to child protection incorporates a commitment to all vulnerable children, but evidence was not apparent that UNICEF's equity agenda was being fulfilled. This requires a concerted design process through an equity lens. Given UNICEF's significant role in the conceptualisation of child protection through its partnership with BAPPENAS, it has been in a strong position to influence the equity agenda within the systems building initiative. For UNICEF the equity lens may be implicit, but for partners it may need to be made explicit.

It is evident that UNICEF has had specific roles in supporting (commissioning and providing technical advice to) child protection pilots aimed at strengthening the child protection system. At the same time there seems to have been missed opportunities to collate and distribute the evidence and learning from these initiatives. UNICEF has could have been coordinating the collection of evidence generated from its own pilots, and further afield. There are numerous non-governmental organisations also implementing pilots. This seems like an important gap that UNICEF (or another organisation with the support of UNICEF) could have filled.

## **Effectiveness**

UNICEF's approach has put in place solid foundations which can be built on. The activities intended to address all five elements of the system have done so to varying degrees and there are significant opportunities for this work to be built upon going forward.

A comprehensive baseline has recently been established through the Governance Indicators Framework, which relates to engagement with government. This forms an important set of measurements and can contribute to a process of prioritisation and planning for both UNICEF and the government. It could also contribute to communicating to a wide range of government (sub-national) stakeholders the aims and steps of the child protection system building process.

The results framework does not provide a logical enough flow between its elements and against which UNICEF can measure progress within intermediate results. Nor can it confidently show probable causal links between activities, intermediate results and programme component results. This is likely due to the activities and indicators being based on a previous prioritisation process, based on both national needs and limited UNICEF resourcing. But without the bigger picture being visible, the results framework in its current form creates challenges for UNICEF in demonstrating its effectiveness. A number of aspects of the framework have become implicit rather than explicit.

At the same time, UNICEF has been implementing highly relevant activities that risk not being captured by the framework, such as the child protection pilot initiatives.



Systems building activities have also contributed to the legal and policy framework in regard to child protection. The effectiveness in achieving notable changes such as the changes in law (e.g. legal age of criminal responsibility), can be attributed to UNICEF's work with government. But there seems as though there is a tendency to continue the 'style' of promoting single issues. Making specific changes in the law is a process that is needed. But there is less evidence of how the programme of work has holistically considered and strategized to respond to Indonesia's complex system of regulations and laws which may cause blockages to child protection, or coordination among multiple stakeholders.

Data and information management remains a significant gap, and UNICEF could have provided more clarity on how it aimed to address the different types of data that are needed for both policy decisions, and case management.

Nearly all of the child protection system elements from the Conceptual Framework have been focussed on through UNICEF and stakeholder activities. A challenge is that they are spread out across different provinces and districts, which means that participants see only the pilot or initiative that they are directly engaged in. There is an opportunity to bring these elements together as examples of what a child protection system consists of, so that stakeholders can begin to see what the comprehensive set of responses looks like. This would likely help address the lack of clarity among government and other stakeholders.

## **Efficiency**

UNICEF's challenges in measuring efficiency, including cost-efficiency of its activities in relation to building a child protection system reflect wider sectoral contextual challenges. UNICEF's activities in Indonesia are relatively unique and therefore lack comparability data. The efficiency of the activities themselves cannot be easily measured because outcomes cannot be easily quantified. Further the activities, intermediate results and programme component results are not simple, linear cause-and-effect relationships. There are wider contextual influencing factors (positive and negative) that are similarly difficult to measure the impact of.

One of the measures of UNICEF's efficiency is its relationships with government.<sup>31</sup> As a key mechanism for influencing changes, this seems logical; although further consideration to how UNICEF wants to measure the relationship seems needed. For efficiency to be more measurable, the programme will benefit from elaborating its rationale for implementing activities and aiming for their respective outcomes. Overall UNICEF's could have considered in more depth, the indicators that would be most appropriate (and possible) with which to measure cost-efficiency and efficiencies in general.

## **Equity**

UNICEF's equity agenda is a central tenet to its work. But as mentioned above it is largely implicit in the child protection action plan rather than explicit. This means that the equity lens which the child

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<sup>31</sup> As reflected in the evaluation question associated with this criteria

protection system should be being designed through has not been present. There is a risk that equity will continue to be overlooked without processes explicitly assessing how activities and outcomes are built into the strategy with the equity lens.

Sub-sets of equity include gender equality and empowerment of women and girls. Evidence for addressing these elements did not emerge strongly in the evaluation. These issues, along with equity, should have been part of the earliest stages of designing the child protection system.

### **Sustainability**

The focus of the sustainability questions in the evaluation were on the likelihood of pilots and models being replicated. One of the challenges cited by Government respondents was that they were unaware themselves of models and pilots that were suitable for replication or scale up. But a fundamental issue of financing any such replication and scale up was not mentioned by any respondents. Nevertheless there were some foundations for sustaining a focus on developing a child protection system such as the increasing importance of child protection in the RPJMN.

The wider issue of sustainability of the child protection system relates very strongly to government leadership. The Government's commitment to policy and implementation is strongly reflected in the national planning document (RPJMN). Sustainability of the child protection system also hinges on national rather than international financing. This aspect has not been a focus of UNICEF's programme to date, and would be an important part of strategies going forward.

## 11. Lessons Learned

- 11.1. Successful initiatives and important lessons from all pilots provide an evidence base from which to build further successes, refine initiatives or translate them into other places and contexts.
- 11.2. There are localised examples of where the systems approach to child protection is yielding results in terms of outcomes for children and their families. This was evident where a small number of services (health, social and justice) in a specific area were working together with effective and mutual referrals as appropriate.
- 11.3. A systems response quickly falters if a referral needs to go outside of the area that is functioning well, to a service that is not integrated effectively. Sometimes the ‘external’ service does not have the same understanding or expectations of its role compared to those who make the referral, or sometimes it does not have the budget or mandate to act. The examples that respondents gave were often related to support children who were victims of trafficking and required repatriation across provincial boundaries. The would-be receiving authority in the child’s province of origin may not yet have integrated child protection laws or protocols, so declined requests to support repatriation.
- 11.4. Principles underlying the strategy need to have relevant activities associated with them to ensure that these are realised and do not remain implicit with the risk of becoming invisible. This applies to tackling the underlying causes of vulnerability, and designing the system through an equity and gender lens.
- 11.5. There was a strong appetite among respondents to participate in the development of the child protection system. It will be important to capitalise on this, and provide information to stakeholders through communication channels so they are informed about what is happening elsewhere, and so that over time their own understanding and capacity evolves. It seems at the moment there is simply a gap in knowledge.
- 11.6. The importance of language and terminology was raised numerous times by respondents, and was observed by the evaluators. The reason that ‘Child Friendly Cities’ has gained popularity may be due to its concept seeming more practical, while ‘systems building approach to child protection’ is too esoteric. In general, there seemed to be a preference for ideas and explanations to be immediately followed up with an example. Ideas communicated in this way seemed to gain greater traction.
- 11.7. The effective partnership with BAPPENAS will continue to remain important. However, relationships with other sectoral ministries should still be pursued bilaterally by UNICEF. There was feedback from respondents that other ministries did not yet see how child protection related to their specific areas of expertise. There is a risk that other ministries and departments could come to view child protection as the domain of BAPPENAS and the Ministry of Women’s Empowerment and Child Protection.



## 12. Recommendations

Based on the findings of this evaluation, the following recommendations are intended to inform the development of the next country programme action plan for UNICEF's child protection work stream. They are directed at UNICEF, given that the unit of analysis of the evaluation is the child protection programme of the UNICEF Country Programme Document (2011-present). At the same time, the recommendations are framed in the context of UNICEF's close relationship with the Government of Indonesia as its key partner. The recommendations were developed in consultation with UNICEF through written feedback processes. The specific findings that they relate to are noted in italics below each recommendation, and a table showing the links between the findings, conclusions and recommendations is including in the annex.

The recommendations are grouped into two key areas: UNICEF's programme design, and UNICEF's working relationship with the Government of Indonesia. They are not listed in priority order.

### **Revising the country programme design architecture to clearly articulate UNICEF's vision and strategies to work with the government to build the child protection system**

- 1) Develop the **logic and theory of change** for the next country programme action plan with greater clarity around how the components contribute to the overall goal/vision.  
*∞ Theory of Change Finding #1; Effectiveness Finding #7*
- 2) Develop **internal strategies** within UNICEF for the Child Protection cluster to work together with the other clusters to mutually support child protection systems building. For example, working with the Education cluster on common areas of concern would look at violence in schools and how schools develop their own child protection policies in line with the emerging system.  
*∞ Theory of Change Finding #1*
- 3) Make explicit UNICEF's aims to work towards a comprehensive child protection system and **distinguish between the expected outcomes** of the child protection system and the outcomes of UNICEF support to Government to develop the system.  
*∞ Efficiency Finding #12*
- 4) Determine and **define** the kind of **cost-efficiency and Value for Money** analysis which is required by UNICEF (e.g. for accountability, measuring contribution etc.), and therefore the types of data that are needed to meet these needs.  
*∞ Efficiency Findings #13 and #14*
- 5) Incorporate explicit reference to how **equity and gender** issues can be addressed through supporting the development of the child protection system (and include in the overall country strategy accountability mechanism for the equity and gender dimensions to be regularly reported upon).  
*∞ Relevance Finding #3; Equity Findings #15 and #16*

- 6) Where appropriate develop specific **sub-system level Theories of Change** which inform and specify the overall child protection systems building Theory of Change.  
 ∽ *Relevance Finding #4; Effectiveness Findings #9 and #10*
- 7) Develop a clear **strategy** on how UNICEF will **support social norms change** on key issues affecting children's well-being. With a lack of evidence in relation to current and recent interventions, such as investing in robust models of social norms change for key pilots.  
 ∽ *Effectiveness Findings #9 and #10*
- 8) Clarify UNICEF's **unique strengths and comparative advantages** and thereby explicitly define UNICEF's role in the development of the child protection system. This could include continuing to investigate with the Government and NGOs experimental **pilot initiatives** and developing an evidence and replication strategy.  
 ∽ *Relevance Finding #5; Sustainability Finding #18*

### **Ensuring alignment with Government and support the realisation of Government commitments**

- 9) Capitalise on the Government's resounding commitment, UNICEF's leading role in providing child protection systems expertise, the strong partnership between the two actors and the progress in the legal architecture and implementation of pilots to **define a shared vision for child protection** in Indonesia. This could be done through the development of the Theory of Change or other design processes.  
 ∽ *Relevance Findings #2 and #6*
- 10) The RPJMN articulates an ambitious child protection agenda. UNICEF should carefully analyse the stated goals of the new RPJMN for child protection and ensure that appropriate strategic actions are articulated and requisite funding committed. This includes increased efforts to **leverage government budgets** along clear indicators for system reform.  
 ∽ *Sustainability Finding #17*
- 11) Clarify and **simplify terminology** e.g. drop "SBA" and "systems building approach" and focus language more simply on building a child protection system.  
 ∽ *Relevance Finding #6*
- 12) Build capacity within both lead actors (UNICEF and the Government) for Results Based Management, using contemporary tools (e.g. theories of change) and the draft 'roadmaps' generated as part of this evaluation in an **ongoing process of capacity development** through the CPAP design and implementation.  
 ∽ *Effectiveness Finding #11*
- 13) Support the development of a comprehensive **government led research agenda** and key **capacity development agenda** for social welfare and justice.  
 ∽ *Effectiveness Findings #8, #10 and #11*
- 14) Continue working closely with local authorities and civil society partners on **ensuring budget allocation, policy and legislative reform** aligns with national strategies and laws for children's protection.  
 ∽ *Effectiveness Findings #10*

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# Annex 1: Terms of Reference

<p><b>Title of the assignment:</b> Formative Evaluation of UNICEF’s Child Protection System Building Approach (SBA) in Indonesia</p>
<p><b>1. Background and Justification:</b></p> <p>In line with UNICEF’s 2008 global Strategy for Child Protection, the 2007 East Asia and Pacific Regional Strategy on Child Protection Systems, UNICEF Indonesia has been implementing a national “systems-building approach” (SBA) to child protection in the UNICEF Country Programme 2011-2015.</p> <p>According to UNICEF’s global and regional strategies on the SBA, an effective National Child Protection System strengthens the protective environment to safeguard children against all forms of abuse, exploitation, neglect and violence. A national child protection system should consist of three interlocking components: <b>the social welfare system for children and families, the justice system, and an integrated social behaviour change</b> component as per diagram 1 below.<sup>1</sup> Such systems and components should be structured in a way which both prevents and responds to all child protection concerns in an integrated manner and include resources (technical, financial and human) at all levels: primary, secondary and tertiary. The work of the national child protection system key outcome should be to promote attitudes, beliefs, values and behaviors that ensure children’s wellbeing and protection, and affirm children’s human rights, as set forth in the Convention on the Rights of the Child, its Optional Protocols, and other international instruments.</p> <p><i>Diagram 1. The national child protection system conceptual framework</i></p> <p>Indonesia’s child protection system is developing in dynamic social and economic context, featuring decentralised structures and geographical and cultural diversity; with a frequent occurrence of natural disasters and emergencies. Child protection is a national priority in the 2010-2014 medium-term national development plan of the Government – the Rencana Program Jangka Menengah Nasional (RPJMN). UNICEF Child Protection Indonesia, together with the Ministries of Social Affairs, Women’s</p>

<sup>1</sup> UNICEF East Asia and the Pacific Region, July 2010, “National Child Protection Systems”.

Empowerment and Child Protection, Home Affairs, Law and Human Rights, the Police and an array of civil society partners (including NGOs, academic institutions and the private sector) have undertaken a number of activities aimed at establishing, and regulating the national child protection system in Indonesia's regionally diverse and decentralized context when the current UNICEF Country Programme cycle was initiated. In 2011, the Government initiated a six province mapping exercise to identify the strengths and existing barriers to systems development, as well as provide evidence-based recommendations to inform and formulate provincial child protection action plans with technical support from UNICEF. Dedicated child protection regulations are being adopted at sub national levels and a new law on juvenile justice is in place. UNICEF has also supported the development and roll out of training modules on the system building approach through national training institutions and informal networks. A national coordinating forum for child protection (the Child Protection "Pokja") is active and the social welfare system is under review for enhanced child protection service delivery by both Government and UNICEF. Birth registration innovations with the private sector are being promoted by UNICEF and Government partners and faith-based partnerships are being piloted in selected districts to promote positive beliefs and practices about children's right to protection. Together, these activities are contributing to the establishment of an emerging national child protection system although the relevance, effectiveness, efficiency, sustainability and equity of this system has not yet been established. No formative evaluation of this emerging system or the SBA in Indonesia has been conducted by UNICEF or other partners.

Overall there is still much to be done to keep children safe from violence, exploitation, abuse and neglect in Indonesia. Although an emerging middle income country- Indonesia is the largest growth economy in Southeast Asia (GDP annual growth rate is approximately 5%)- millions of children remain at risk. An estimated 45 million children are living in poverty and are at risk of child labour, trafficking and early marriage.<sup>2</sup> Birth certification remains extremely low, averaging at 50% nationally but as little as 30% in some provinces for children under five years.<sup>3</sup> Approximately 5,000 – 8,000 child-care institutions house approximately 500,000 children across the country<sup>4</sup> and the social welfare workforce, though relatively well-funded, is lacking in regulation and quality oversight.<sup>5</sup>

The Government has led, and funded, a national survey on the prevalence and incidence of violence against children in the country, in partnership with the Centers for Disease Control and Prevention and UNICEF. Although final data is not yet available, preliminary results indicate significant levels of violence against children in the home and in their communities. UNICEF and the Government of Indonesia are investing in a variety of prevention and response strategies tackling violence and abuse against children but limited evidence is available on the efficacy of these approaches as part of the broader SBA.

Regionally, and in line with the global equity approach of the organization, UNICEF has invested in the development of core indicators to measure and monitor national child protection systems; focusing mainly on the governance of the child protection system: structures, functions, capacities, approaches and processes.<sup>6</sup> Indonesia has tested these indicators (the "Governance Indicator Framework") in several provinces to provide a baseline of the national child protection system from a governance perspective. The first draft report of this assessment notes that significant progress has been made to promote and establish a national child protection system in Indonesia, but that major challenges remain, including the enforcement

<sup>2</sup> SMERU Research Institute, UNICEF, 2013. "Policy Brief: the urgency of addressing multi-dimensional child poverty in Indonesia" No.2/13

<sup>3</sup> Demographic Health Survey, Indonesia, 2010/2011.

<sup>4</sup> Ministry of Social Affairs Save the Children, UNICEF, 2007. "Someone that Matters: the quality of care in children institutions in Indonesia."

<sup>5</sup> Child Frontiers, 2009. "Child and Family Welfare Services in Indonesia: an assessment of the system for prevention and response to abuse, violence and exploitation against children."

<sup>6</sup> UNICEF East Asia and Pacific Region, 2013. "Measuring and Monitoring Child Protection Systems: proposed regional core indicators for East Asia and the Pacific."

of legislative and policy commitments, limited dedicated human and financial resources and fragmented coordination.<sup>7</sup> No outcome indicators are yet established and agreed with partners to measure the impact of the system-building approach on child well-being nor the quality of services being delivered. To date, no evaluations of UNICEF's child protection work or the SBA in Indonesia have been conducted although specialized studies and research are available on thematic child protection concerns for example birth registration and violence against children.

## **2. Purpose of the assignment:**

This first independent formative evaluation on UNICEF and partner efforts to build a national child-centered child protection system in Indonesia is aimed at guiding UNICEF's forthcoming Country Programme Document (CPD) 2016-2020 and the Government's own strategic planning processes.

Findings, recommendations and lessons from this evaluation will be used to inform the Government of Indonesia's new multi-sectoral, multi-Ministry strategic plan for the country - RPJMN 2015-2019 and UNICEF's own revised country programme 2016-2020. Lessons learned will also be shared with civil society and other partners also implementing a systems-building approach.<sup>8</sup> The evaluation will also be used to adjust current strategies and activities by the Government and UNICEF as well as to enhance the monitoring of national child protection systems

Users of the evaluation findings will be UNICEF, Government child protection stakeholders (including the Ministries of Social Affairs, Bappenas, Women's Empowerment, Home Affairs, Education, Health, others). Secondary users include civil Society partners in Indonesia promoting the child protection system building approach, regional child protection actors and other UNICEF Child Protection offices.

## **3. Objectives:**

1. The evaluation will assess the relevance, effectiveness, efficiency and sustainability of the SBA strategy which is aimed at protecting Indonesia's most vulnerable children. To the extent of possible; an analysis at the impact level (changes in the situation of vulnerable children), is also expected.
2. In line with the above, the evaluation will determine the extent to which the above-mentioned strategy has been implemented with an equity-lens.
3. The evaluation will distill lessons learnt and draw concrete recommendations that will guide present and future interventions. Good practices in all five elements of the national child protection system are also expected to be documented through the evaluation process.

## **4. Scope of Work:**

The evaluation will review UNICEF and partners' adoption of the system-building approach in Indonesia as a key strategy to protect children from violence, exploitation, abuse and neglect.

In programmatic terms, the evaluation will focus in all five elements of the national child protection system i.e. building, justice; welfare and social welfare and social change systems for children as well as gains and losses in data/ information and legal/ policy frameworks.

<sup>7</sup> FISCO, *Governance Indicator Framework for Indonesia, DRAFT April 2014, commissioned by UNICEF EAPRO and Indonesia offices.*

<sup>8</sup> See for example, *Save the Children, 2013. "Changing the Paradigm: Save the Children's work to strengthen the child protection system in Indonesia 2005-2012."*

The evaluation will assess the SBA since the start of the UNICEF country programme in 2011 to date but also reference the utility of the SBA as a national strategy since this approach has been adopted by several Government child protection partners. It will include reference to global and regional organisational strategic documents, the 2014/2015 annual work-plan and the 2013 Mid-Term Review of UNICEF's programme in Indonesia (MTR). Global good practice in child protection will also be referenced. The SBA implemented by UNICEF Indonesia has been in collaboration with the Government of Indonesia as per the agreement of the CPD and 2013 MTR. The primary focus will therefore be on UNICEF's work in Indonesia to implement the SBA, but will also refer to partnership efforts.

The evaluation will focus at both the national level and subnational levels. Three focus provinces (Central Java, Aceh and South Sulawesi) have been selected at the subnational level for more in-depth data collection and analysis. The selected provinces are those where UNICEF dedicated child protection staff are located and where financial resources from UNICEF have predominantly focussed; and also because of their diversity: Central Java has significant capacity to deliver services for children, South Sulawesi features heterogeneous ethnic groups and Aceh has experienced a major humanitarian crisis (the tsunami) resulting in a history of large-scale development funding for role modelling practices and specialisation in child protection. The desk review, key informant interviews and other evaluation activities will, however, cover the country in its entirety.

- **Evaluation key questions**

The evaluation is expected to answer the following questions, as well as any others proposed:

**Relevance:**

- How relevant is the SBA to child protection in Indonesia's dynamic operating environment of economic growth and status as an emerging Middle Income Country (MIC) and with reference to the country's size, frequent natural disasters, decentralisation and cultural diversity and other aspects?
- How aligned is the SBA and the results of the UNICEF and partner Child Protection Programme 2011 to present with the RPJMN 2011-2014 and other national policies and strategies?
- To what extent is the UNICEF Child Protection Programme and its adoption of the SBA aligned with UNICEF's global equity agenda in addressing the needs of the most marginal, vulnerable and to reducing inequities as well as the global and EAPRO Child Protection strategies of UNICEF?
- How equitable has the SBA been in its design and implementation in Indonesia to specifically target marginalised and vulnerable groups such as child migrants, children living in institutions, children from ethnic minorities, among others?

**Effectiveness:**

- How effective have UNICEF's and partners' support been in building a national child protection system in Indonesia, including from the perspectives of government at national and sub national levels, civil society, communities and other stakeholders?
- To what extent and with which results is the UNICEF Child Protection Programme and the SBA strengthening all five elements of the national child protection system?
- To which degree has the SBA implemented by UNICEF since 2011 and partners led to sustained improvement of the capacity of child protection duty bearers in the social welfare and justice for children systems in Indonesia?
- To what extent has the SBA approach implemented by UNICEF and partners contributed to shifting social norms around violence, exploitation, abuse and neglect of children?
- What unintended outcomes, positive as well as negative, have resulted from the SBA approach adopted by UNICEF and partners in Indonesia?
- What has been the added value of UNICEF in Indonesia's efforts to protect children from harm?

**Efficiency:**

- How efficiently has UNICEF used the available resources to deliver high quality outputs in a timely manner and to achieve targeted objectives through the current UNICEF 2011-present Country Programme?
- How cost effective have interventions in the five elements of the child protection system been in achieving targeted objectives for UNICEF, but also for Government (based on available data)?
- To what extent has UNICEF established meaningful partnerships or coordination mechanisms with other key actors (Government at national and sub national levels, civil society, academia, etc.) that avoid duplication of efforts, miscommunication and ensure clearer accountabilities?

**Equity (including Gender):**

- How equitable is the SBA adopted by UNICEF and partners in Indonesia for the most vulnerable, excluded and marginalised children such as child migrants, children from ethnic minority groups, children living in institutions, among others? How do we know?
- To what extent has the UNICEF Child Protection Programme reached the most vulnerable children (i.e. establish what specific models or approaches were applied to effectively reach these groups?)
- To what extent has the SBA – unintended and intended- affected positively or negatively the most vulnerable children and families in Indonesia from a child protection equity perspective?
- How does the current adoption of the SBA in Indonesia by UNICEF and partners address gender inequalities and the empowerment of women and girls in the country?

**Sustainability:**

- What are the enabling as well as constraining factors that influence replication and sustainability?
- To which degree have replicable and operational models for SBA in Indonesia been set in place or established by UNICEF and partners?

*NOTE: These questions are a loose guide for the development of a proposal for bidding submission; they can be further refined by the selected consultancy team at inception phase.*

**Methodology:**

The evaluation will employ mainly qualitative methods, including desk review of programme policy and plans, relevant assessments and studies (published and grey literature) and primary data collection to answer the evaluation questions.

In addition, given there is limited literature on the impacts of the SBA approach in child protection and given Indonesia's complex socio-political operating environment, it is proposed that an adapted Delphi method be used to seek opinions and consensus from selected experts on the evaluation findings/recommendations to inform decision-making.

The evaluation will be participatory in nature; involving consultations and feedback to concerned stakeholders, including children. It will also aim to build local partner capacity in designing and implementing child protection system evaluations, by working with at least one local research partner.

Evaluation timeline and deliverables.

In consultation with the Government the UNICEF team and based on the desk review, the consultants will develop an inception report, including the methodology, evaluation framework and tools for carrying out the assessment. The following phases are anticipated:

Phase 1 – desk review of key programme documents, leading to the delivery of an inception report detailing the methodology and work-plan of the overall evaluation, including the primary data assessment and analysis frameworks.

Phase 2 – primary data collection, analysis and draft report preparation

Phase 3 – presentation of draft findings and lessons-learned with key stakeholders at national-level workshops and subsequent finalisation of the evaluation report. This will include extensive recommendations for the UNICEF CPD 2016-2020 and UNICEF management. It will also provide explicit recommendations for partners working with the SBA in Indonesia. Some key recommendations will address, to the extent possible, the following questions (among others):

- What changes/ adjustments to UNICEF and partner programming need to be made to better protect children from violence, exploitation, abuse and neglect in Indonesia based on the findings of this evaluation?
- How can UNICEF focus its limited resources in an emerging MIC like Indonesia to ensure immediate and longer term impacts for the country's most vulnerable children in child protection?
- What do we know about the child protection system SBA in Indonesia in terms of effects/changes for children? What measures need to be put in place to measure process and child outcomes on a regular basis?
- What methodology should UNICEF and partners consider in Indonesia to track value for money in child protection investments in the future based on past experience?

As an annex to the final evaluation report, the consultants are requested to design a simple monitoring and evaluation framework for UNICEF and partners taking into account limited human and financial resources and Indonesia's potential for large scale impact for child protection. This framework will take account of international and local good practice in child protection, UNICEF's comparative advantage in Indonesia and will highlight tangible results for children within a 3-5 year period.



### **Management Arrangements**

The evaluation will be managed by the Monitoring and Evaluation Officer within UNICEF Indonesia whose role will be to oversee the timely implementation of the evaluation work plan and provide overall guidance in the management of the evaluation process and will be the main contact point for the consultant(s) within UNICEF. She will finalize the ToR, recruit the evaluation consultant(s), and arrange meetings with all key stakeholders for sharing draft ToR, inception report, draft and final reports- in consultation with the reference group. The evaluation manager will also be responsible for approving the inception report and the final report as well as for finalizing the evaluation management response.

A reference group composed of key stakeholders, including UNICEF CO and RO. Representation and participation from selected government ministries and other stakeholders will be formed to foster a participatory and consultative approach to the exercise. The reference group is an advisory body to the evaluation manager and consultants. The key functions of the reference group will be to review and provide input to the key documents of the evaluation (e.g. ToR, inception report, draft report); to convene and encourage the participation of other stakeholders in the evaluation; and to disseminate the evaluation findings. However, in order to safeguard the independence of the evaluation, the evaluation manager and consultants will exercise final judgment on how to address comments from the reference group. This will be done in a transparent manner, with an explanation behind their rationale to be shared openly with members of the reference group.

### **Ethical Considerations**

Consultation with children during the evaluation process will be underpinned by ethical principles enshrined in UNICEF's Evaluation Technical Note "Children Participating in Research, Monitoring And Evaluation", April 2002 and UNICEF's Strategic Guidance Note, 2013 which sets out the minimum standards for ethical research with children (see [http://childethics.com/ethical\\_guidance](http://childethics.com/ethical_guidance)). The evaluation process will also ensure an equitable approach (all stakeholders and genders are consulted). The consultant(s) are also expected to adhere to the UNEG Ethical Guidelines for Evaluation and Norms and Standards for Evaluation in the UN system.

7.		
<b>Tasks</b>	<b>Deliverable</b>	<b>Timeframe/duration</b>
<b>1. Desk Review and Evaluation Planning:</b> <ul style="list-style-type: none"><li>• Undertake online briefing with UNICEF and reference group members as well as evaluation manger</li><li>• Obtain key programme documents from government and other partners, regional and global sources,</li><li>• Initial interviews with key people e.g. UNICEF Sr. Management and relevant staff.</li><li>• Undertake a thorough review of available documents, and</li></ul>	<b>Inception Report</b> (15 pages maximum, excluding annexes), informed by a desk review and online (skype/ conference call) briefing with UNICEF Indonesia and the national planning body, Bappenas. The Inception Report will set out a clear evaluation framework listing key evaluation questions; methods and data sources; a stakeholder analysis and special reference to how and when children will be consulted. Key risk and limitations of the review will also be cited. Annexes will include a schedule	Within 15 days of signing the contract with UNICEF

<p>develop <i>Inception Report</i>, detailing evaluation methodological approach, evaluation framework, data collection tools and detailed work plan</p> <ul style="list-style-type: none"> <li>• Develop an initial outline for the <i>Final Evaluation Report</i> in line with UNICEF's reporting standards</li> <li>• Presentation of Phase 1 work to Reference Group</li> </ul>	<p>of evaluation activities. A code of conduct for interviewing children, where necessary, will be included. Desired format for the outline of the inception report will be shared by UNICEF in advance.</p>	
<p><b>2. Data collection and validations</b> stakeholders' consultations, field visits including especially Central Java, Aceh and South Sulawesi Provinces Field visit to Indonesia should be approximately 3 weeks including 15 working days for sub national travel (split across Provinces), 5 days national level stakeholders' consultations and 2 days for both workshops of 1 day each and writing days. *NOTE, schedule for field visit to be determined in detail in proposal</p>	<p>Data analysis report</p>	<p>Within 45 days of signing the contract</p>
<p>3.</p> <ul style="list-style-type: none"> <li>• Drafting evaluation report (maximum 50 pages, excluding annexes)</li> <li>• Draft Monitoring and Evaluation Framework for Child Protection 2015-2019 (maximum 3 pages, including 1 page logframe)</li> <li>• Feedback workshop with all stakeholders</li> </ul>	<p>Draft evaluation report plus two annexes: i) Draft monitoring and evaluation framework and ii) Feedback workshop report. UNICEF's evaluation reporting standards will guide the preparation of the evaluation report.</p>	<p>Within 60 days of the contract</p>
<p>1. 4. Final evaluation report with all annexes and including feedback from UNICEF Indonesia</p>	<p>Final evaluation report and two annexes finalised.</p>	<p>Within 90 days of signing the contract</p>
<p><b>8. Reporting Requirements:</b></p> <ul style="list-style-type: none"> <li>• See above</li> </ul>		



**9. Timing/duration of contract:**

- Total 90 days spread across 4 months. To start 15 June 2014

**10. Qualifications Required:**

A qualified institution is sought to lead the formative evaluation. The institution will be able to suggest their preferred composition in the technical proposal but it is suggested that a minimum of three persons is required:

- **A team leader** with 10-15 years' experience in leading and designing independent evaluations of national scale programmes in complex country contexts. Prior experience of leading child protection or UNICEF evaluations is an asset. This team leader should have a) strong mixed-methods evaluation skills and flexibility in using non-traditional and innovative evaluation methods; b) Demonstrated commitment to delivering timely and high-quality results; c) Extensive technical and practical development expertise- knowledge and experience of UNICEF's work in developing/low middle income countries an asset; d) A strong team leadership and management track record, as well as interpersonal and communication skills to help ensure that the evaluation is understood and used; e) Good communication, advocacy and people skills. Ability to communicate with various stakeholders and to express concisely and clearly ideas and concepts in written and oral form. \*Language proficiency: Fluency in written and spoken English is mandatory.

*NOTE: The Team Leader will be responsible for undertaking the evaluation from start to finish and for managing the evaluation team, for the bulk of data collection and analysis, as well as report drafting in English.*

- **At least one child protection specialist** with practical experience in child protection programming and child protection monitoring and evaluation in developing countries. Experience with UNICEF an asset but not mandatory. High quality communication, research and writing skills required.
- **At least one member of a local academic institution or think tank/ research institution from Indonesia**, fluent in Bahasa, must be recruited into the team to ensure linkages with a national institution for capacity building and also facilitation of dialogue and meetings in Bahasa

*NOTE: The contracted institution will be required to manage translation into Bahasa for field site visits and meetings independently.*



# Annex 2: Summary of Findings, Conclusions & Recommendations

	<b>Findings</b>	<b>Conclusions</b>	<b>Recommendations</b>
<b>Theory of Change</b>	<p><b>Finding #1</b> The Country Programme Action Plan lacks an overarching logic model or theory of change.</p>	<p>UNICEF faces similar challenges as most organisations working to influence development outcomes: assessing what difference they make and the value they add. Development is rarely a simple linear process of cause and effect and involves multiple actors and variables. Conventional logframes often fail to capture the complexity of change and often lead to a 'missing middle' between outputs and outcomes. If the programme used a theory of change, it could attempt to address the gaps by mapping out the process of change and identifying a series of interim outcomes which can be used to assess effective progress. The logframe could then be used as a planning tool (rather than solely as a reporting tool) to prioritise and design measurable programme actions. Within this is the need to fit together how the Child Protection System work stream fits alongside the other UNICEF country programme components.</p>	<p>1) Develop the logic and theory of change for the next country programme action plan with greater clarity around how the components contribute to the overall goal/vision.</p> <p>2) Develop internal strategies within UNICEF for the Child Protection cluster to work together with the other clusters to mutually support child protection systems building. For example, working with the Education cluster on common areas of concern would look at violence in schools and how schools develop their own child protection policies in line with the emerging system.</p>
<b>Relevance</b>	<p><b>Finding #2</b> The systems building approach to child protection aligns closely with the Government's priorities as indicated in the national planning documents RPJMN 2010-2014 and RPJMN 2015-2019.</p>	<p>As evident in the national planning documents (RPJMN) there is strong alignment between UNICEF's and the Government's commitment to building the child protection system in Indonesia. This indicates a high level of relevance in terms of UNICEF's child protection work stream goals. The strategic alignment is a result of the close working relationship between the two key partners UNICEF and BAPPENAS. UNICEF and the Government are in agreement that a child protection system is the most effective way to comprehensively and holistically protect children from harm and respond to vulnerable children.</p>	<p>9) Capitalise on the Government's resounding commitment, UNICEF's leading role in providing child protection systems expertise, the strong partnership between the two actors and the progress in the legal architecture and implementation of pilots to define a shared vision for child protection in Indonesia. This could be done through the development of the Theory of Change or other design processes.</p>

	<b>Findings</b>	<b>Conclusions</b>	<b>Recommendations</b>
	<p>Finding #3 The systems building approach to child protection in Indonesia focuses on “all vulnerable children” but does not reflect an equity lens.</p>	<p>The systems building approach to child protection incorporates a commitment to all vulnerable children, but evidence was not apparent that UNICEF’s equity agenda was being fulfilled. This requires a concerted design process through an equity lens. Given UNICEF’s significant role in the conceptualisation of child protection through its partnership with BAPPENAS, it has been in a strong position to influence the equity agenda within the systems building initiative. For UNICEF the equity lens may be implicit, but for partners it may need to be made explicit.</p>	<p>5) Incorporate explicit reference to how equity and gender issues can be addressed through supporting the development of the child protection system (and include in the overall country strategy accountability mechanism for the equity and gender dimensions to be regularly reported upon).</p>
	<p>Finding #4 The systems building approach has contributed to the inclusion of central child protection system components as defined in the UNICEF conceptual framework.</p>	<p>The child protection system agenda has been progressed markedly through the Government’s adoption of policies and regulations. The contribution of UNICEF to these developments is evident in the focus of these changes which relate to the child protection system components as expressed in the Conceptual Framework. The shift towards building the child protection system marks a conceptual move towards a holistic response, and away from a sole focus on single-issues. This shift is still in progress because the level of macro reform that it requires is significant and will take time to effect.</p>	<p>6) Where appropriate develop specific sub-system level Theories of Change which inform and specify the overall child protection systems building Theory of Change</p>
	<p>Finding #5 UNICEF has the potential to make explicit and effective its unique role in managing evidence emerging from pilots.</p>	<p>It is evident that UNICEF has had specific roles in supporting (commissioning and providing technical advice) child protection pilots aimed at strengthening the child protection system. At the same time there seems to have been missed opportunities to collate and distribute the evidence and learning from these initiatives. UNICEF has could have been coordinating the collection of evidence generated from its own pilots, and further afield. There are numerous non-governmental organisations also implementing pilots. This seems like an important gap that UNICEF (or another organisation with the support of UNICEF) could have filled.</p>	<p>8) Clarify UNICEF’s unique strengths and comparative advantages and thereby explicitly define UNICEF’s role in the development of the child protection system. This could include continuing to investigate with the Government and NGOs experimental pilot initiatives and developing an evidence and replication strategy.</p>

	<p><b>Findings</b></p> <p>Finding #6 There is no shared understanding of the vision for or terminology in relation to building a child protection system.</p>	<p><b>Conclusions</b></p> <p>Significant amounts of work have been done to articulate the role of government (i.e. through developing the Governance Indicator Framework). There is little doubt that the concept of a child protection system has been well received and accepted by all levels of government. The shift towards the systems approach a large number and range of stakeholders who have different levels of need to access information about the emerging child protection system, its evolution and their role in it. This has been more challenging for UNICEF to address, or rather support the government to address.</p> <p>At the same time the formal (i.e. government) child protection responses need to be developed in combination with community-based responses. UNICEF's action plan includes this as an aim but specific related activities are missing. UNICEF could have given more consideration to balancing the strategic decision to focus on upstream work with the need to bring a wide range of stakeholders (government and non-government) on board through a significant change process. This change process includes communicating the more nuanced and complex understandings of what a child protection system means. Without this there is a risk that the 'systems building approach' or 'child protection system' simply becomes the 'latest language' of development partners. To date the resources available to government stakeholders are arguably too simple without enough signposts to explain the systems approach and too complex making them accessible to only the few rather than the majority.</p>	<p><b>Recommendations</b></p> <p>9) Capitalise on the Government's resounding commitment, UNICEF's leading role in providing child protection systems expertise, the strong partnership between the two actors and the progress in the legal architecture and implementation of pilots to define a shared vision for child protection in Indonesia. This could be done through the development of the Theory of Change or other design processes.</p> <p>11) Clarify and simplify terminology e.g. drop "SBA" and "systems building approach", and focus language more simply on building a child protection system.</p>
<p><b>Effectiveness</b></p>	<p><b>Effectiveness</b></p> <p>Finding #7 There are assumptions inherent in the logic of the Results Framework that need further testing before the indicators/targets can be shown to fully reflect successful achievement of the Intermediate Results and the Programme Component Results</p>	<p>The results framework does not provide a logical enough flow between its elements and against which UNICEF can measure progress within intermediate results. Nor can it confidently show probable causal links between activities, intermediate results and programme component results. This is likely due to the activities and indicators being based on a previous prioritisation process, based on both national needs and limited UNICEF resourcing. But without the bigger picture being visible, the results framework in its current form creates challenges for UNICEF in demonstrating its effectiveness. A number of aspects of the framework have become implicit rather than explicit.</p> <p>At the same time, UNICEF has been implementing highly relevant activities that risk not being captured by the framework, such as the child protection pilot initiatives.</p>	<p>1) Develop the logic and theory of change for the next country programme action plan with greater clarity around how the components contribute to the overall goal/vision.</p> <p>12) Build capacity within both lead actors (UNICEF and the Government) for Results Based Management, using contemporary tools (e.g. theories of change) and the draft 'roadmaps' generated as part of this evaluation in an ongoing process of capacity development through the CPAP design and</p>



	<b>Findings</b>	<b>Conclusions</b>	<b>Recommendations</b>
<p><b>Finding #8</b> UNICEF's support to the national child protection system addresses all five elements to varying degrees and there are significant opportunities for this work to be built upon going forward. UNICEF's own understanding of the degree of this support is greater than that of other key respondents.</p>	<p><b>Finding #11</b> The systems building approach to child protection is broadly considered as relevant but is limited by the lack of clarity about roles and responsibilities for the overall development of a child protection system.</p>	<p>Systems building activities have also contributed to the legal and policy framework in regard to child protection. The effectiveness in achieving notable changes such as the changes in law (e.g. legal age of criminal responsibility), can be attributed to UNICEF's work with government. But there seems as though there is a tendency to continue the 'style' of promoting single issues. Making specific changes in the law is a process that is needed. But there is less evidence of how the programme of work has holistically considered and strategized to respond to Indonesia's complex system of regulations and laws which may cause blockages to child protection, and coordination among multiple stakeholders. Data and information management remains a significant gap, and UNICEF could have provided more clarity on how it aimed to address the different types of data that are needed for both policy decisions, and case management.</p> <p>Nearly all of the child protection system elements from the Conceptual Framework have been targeted through UNICEF and stakeholder activities. A challenge is that they are spread out across different provinces and districts, which means that participants see only their pilot or initiative. There is an opportunity to bring these elements together as examples of what a child protection system consists of, so that stakeholders can begin to see what the comprehensive set of responses looks like. This would likely help address the lack of clarity among government and other stakeholders.</p>	<p>13) Support the development of a comprehensive government led research agenda and key capacity development agenda for social welfare and justice.</p>
<p><b>Finding #9</b> There is no evidence that the systems building approach has contributed to shifting social norms in wider society.</p> <p><b>Finding #10</b> There was little evidence regarding the extent to which capacity of duty bearers has been improved, with measurement impaired as there was no baseline data on capacity.</p>	<p>UNICEF's approach has put in place solid foundations which can be built on. The activities intended to address all five elements of the system have done so to varying degrees and there are significant opportunities for this work to be built upon going forward.</p> <p>A comprehensive baseline has recently been established through the Governance Indicators Framework, which relates to engagement with government. This forms an important set of measurements and can contribute to a process of prioritisation and planning for both UNICEF and the government. It could also contribute to communicating to a wide range of government (sub-national) stakeholders the aims and steps of the child protection system building process.</p>	<p>6) Where appropriate develop specific sub-system level Theories of Change which inform and specify the overall child protection systems building Theory of Change.</p> <p>7) Develop a clear strategy on how UNICEF will support social norms change on key issues affecting children's well-being. With a lack of evidence in relation to current and recent interventions, this could focus on investing in robust models of social norms change for key pilots.</p>	<p>13) Support the development of a comprehensive government led research agenda and key capacity development</p>

	<b>Findings</b>	<b>Conclusions</b>	<b>Recommendations</b>
			<p>agenda for social welfare and justice.</p> <p>14) Continue working closely with local authorities and civil society partners on ensuring budget allocation, policy and legislative reform aligns with national strategies and laws for children's protection.</p>
<b>Efficiency</b>	<p><b>Efficiency</b></p> <p>Finding #12 All of the five elements of The National Child Protection System Conceptual Framework are apparent to varying degrees in the UNICEF's 2011-2015 Country Programme.</p> <p>Finding #13 UNICEF has developed some highly collaborative relationships with key Government partners, particularly BAPPENAS, MOSA and MOWECP.</p> <p>Finding #14 Multi-sector engagement certainly seems to take place through the Pokja, but respondents at all levels stated that this could be strengthened further, particularly at sub-national level.</p>	<p>UNICEF's challenges in measuring efficiency, including cost-efficiency of its activities in relation to building a child protection system reflect wider sectoral contextual challenges. UNICEF's activities in Indonesia are relatively unique and therefore lack comparability data. The efficiency of the activities themselves cannot be easily measured because outcomes cannot be easily quantified. Further the activities, intermediate results and programme component results are not simple, linear cause-and-effect relationships. There are wider contextual influencing factors (positive and negative) that are similarly difficult to measure the impact of.</p> <p>One of the measures of UNICEF's efficiency is its relationships with government. As a key mechanism for influencing changes, this seems logical; although further consideration to how UNICEF wants to measure the relationship seems needed. For efficiency to be more measurable, the programme will benefit from elaborating its rationale for implementing activities and aiming for their respective outcomes. Overall UNICEF's could have considered in more depth, the indicators that would be most appropriate (and possible) with which to measure cost-efficiency and efficiencies in general.</p>	<p>3) Make explicit UNICEF's aims to work towards a comprehensive child protection system and distinguish between the expected outcomes of the child protection system and the outcomes of UNICEF support to Government to develop the system.</p> <p>4) Determine and define the kind of cost-efficiency and Value for Money analysis which is required by UNICEF (e.g. for accountability, measuring contribution etc.), and therefore the types of data that are needed to meet these needs.</p>

	<b>Findings</b>	<b>Conclusions</b>	<b>Recommendations</b>
<b>Equity</b>	<p><b>Equity</b></p> <p>Finding #15 UNICEF's equity agenda is yet to be realised through the systems building approach to child protection in Indonesia.</p> <p>Finding #16 Evidence for addressing gender inequalities and the empowerment of women and girls did not emerge strongly in the evaluation.</p>	<p>UNICEF's equity agenda is a central tenet to its work. But as mentioned above it is largely implicit in the child protection action plan rather than explicit. This means that the equity lens which the child protection system should be using has not been present. There is a risk that equity will continue to be overlooked without processes explicitly assessing how activities and outcomes are built into the strategy with the equity lens.</p> <p>Sub-sets of equity include gender equality and empowerment of women and girls. Evidence for addressing these elements did not emerge strongly in the evaluation. These issues, along with equity, should have been part of the earliest stages of designing the child protection system.</p>	<p>5) Incorporate explicit reference to how equity and gender issues can be addressed through supporting the development of the child protection system (and include in the overall country strategy accountability mechanism for the equity and gender dimensions to be regularly reported upon).</p>
<b>Sustainability</b>	<p><b>Sustainability</b></p> <p>Finding # 17 There are some strong enabling factors for replication and sustainability, notably the increasing importance of child protection in the RPJMN, and although there are also constraints, these constraints are being or can be addressed.</p> <p>Finding #18 The early stages of implementing this approach mean that there are not many models/pilots in place, and the ones that are in place are not well known among respondents. There is an appetite amongst stakeholders for this level of detail of information and support to replicate good practice.</p>	<p>The focus of the sustainability questions in the evaluation were on the likelihood of pilots and models being replicated. One of the challenges cited by Government respondents was that they were unaware themselves of models and pilots that were suitable for replication or scale up. But a fundamental issue of financing any such replication and scale up was not mentioned by any respondents. Nevertheless there were some foundations for sustaining a focus on developing a child protection system such as the increasing importance of child protection in the RPJMN.</p> <p>The wider issue of sustainability of the child protection system relates very strongly to government leadership. The Government's commitment to policy and implementation is strongly reflected in the national planning document (RPJMN). Sustainability of the child protection system also hinges on national rather than international financing. This aspect has not been a focus of UNICEF's programme to date, and would be an important part of strategies going forward.</p>	<p>10) The RPJMN articulates an ambitious child protection agenda. UNICEF should carefully analyse the stated goals of the new RPJMN for child protection and ensure that appropriate strategic actions are articulated and requisite funding committed. This includes increased efforts to leverage government budgets along clear indicators for system reform.</p> <p>8) Clarify UNICEF's unique strengths and comparative advantages and thereby explicitly define UNICEF's role in the development of the child protection system. This could include continuing to investigate with the Government and NGOs experimental pilot initiatives and developing an evidence and replication strategy.</p>



# Annex 3: Evaluation Matrix

Criteria	Questions	Sub-Questions	Indicator and data	Data sources	Method of Data Collection
Relevance	<p>How relevant is the SBA to child protection in Indonesia's dynamic operating environment of economic growth and status as an emerging Middle Income Country (MIC) and with reference to the country's size, frequent natural disasters, decentralisation and cultural diversity and other aspects?</p>	<p>What does the approach contain that meets the needs of building a child protection system in Indonesia; what is missing?</p>	<p>Confirmation of appropriateness and identification of gaps</p>	<p>UNICEF programme and policy documents, Government (law and policy) documents at all levels of governance, INGO documents.</p> <p>All participating adult stakeholders</p> <p>The SBA concept is well described in UNICEF global and national documents, and the activities that UNICEF undertakes are recorded in country programme documents. In addition, consultations with stakeholders in Jakarta, Central Java, South Sulawesi and Aceh will inform the discussion of the both Indonesia's context and SBA in practice.</p>	<p>Literature review</p> <p>Interviews</p> <p>Consultation with <b>Pokja</b> on 27<sup>th</sup> August</p> <p>Survey</p> <p>Further consultation using BBN approach during presentation of results (second visit)</p> <p>Review of Conceptual Framework:</p> 

	<p>To what extent is the SBA aligned with the results of the UNICEF and partner Child Protection Programme 2011 to present with the RPJMN 2011-2014 and other national policies and strategies?</p>		Alignment	<p>UNICEF country programme documents  <b>GoI, National Medium-Term Development Plan (RPJMN 2010-2014)</b> and national policies/strategies/laws (see Section on Data Sources)</p>	<p>Literature review  Interviews</p>
	<p>To what extent does UNICEF's SBA in Indonesia align with UNICEF's global and regional (EAPRO) equity agenda (targeting marginalised and vulnerable groups such as child migrants, children living in institutions, children from ethnic minorities, among others) and child protection strategies?</p>		Alignment	<p>UNICEF Child Protection programme documentation and interviews with stakeholders  UNICEF's Global Child Protection Strategy, EAPRO Child Protection Strategy and UNICEF's Approach to Equity</p>	<p>Comparison with design documents and evidence of implementations and achievements (documented and through consultation with stakeholders to identify not-yet documented evidence)</p>
Effectiveness	<p>To what extent has the SBA strengthened the national child protection system and the five key elements, from the perspectives of key stakeholders including national and sub-national government, civil society and communities?</p>		Evidence of SBA influence in strengthening		<p>Interviews  Survey</p>
	<p>To what extent has the SBA implemented by UNICEF since 2011 and partners led to sustained improvement of the capacity of child protection duty bearers in the social welfare and justice for children systems in Indonesia?</p>	<ul style="list-style-type: none"> <li>• Define "sustained"</li> <li>• Define "improvement"</li> <li>• Define "capacity"</li> </ul>	Evidence of institutional change in attitudes and practices among policy makers/ implementers	<p>UNICEF country programme documents  Stakeholders</p>	<p>Literature review  Interviews  Survey</p>
	<p>To what extent has the SBA approach contributed to shifting social norms around violence, exploitation, abuse and neglect of children?</p>	<ul style="list-style-type: none"> <li>• Among gov and non-gov stakeholders (individual and organisational levels)</li> <li>• As reflected in policies and strategies</li> <li>• At national, sub-national</li> </ul>	Evidence of SBA influence on changes in attitudes and practices at community level	<p>Documents with contextual mapping of social norms (including available data)  Stakeholders</p>	<p>Survey</p>

		and governmental levels	Results				
	What unintended outcomes, positive as well as negative, have resulted from the SBA approach adopted by UNICEF and partners in Indonesia? If there is a negative outcome, is it related to “theoretical failure” or implementation failure?	Include discussion with stakeholders on implications for learning, achieving impact and future planning.	Results	UNICEF Programme documentation Stakeholders	Literature review Interviews		
	What has been the added value of UNICEF in Indonesia’s support to SBA in the wider efforts to protect children from harm?		Unique contributions of UNICEF activities	Stakeholders	Interviews		
Efficiency	How efficiently has UNICEF used the available resources to deliver high quality outputs in a timely manner and to achieve targeted objectives through the current UNICEF 2011-present Country Programme?	<p>The evaluation will define efficiency as the extent to which the interventions converted resources to achieve the maximum possible outputs, outcomes and impacts with the minimum possible inputs.</p> <p>The evaluation will focus on UNICEF’s interventions to support the development of the five CP system elements, and the objectives as articulated in the UNICEF logframe, and government targets.</p>	Cost of activities in logframe and timing of their delivery	UNICEF 2011-present Country Programme Document and discussion on resourcing with UNICEF stakeholders	Literature review Interviews		
	How cost effective have interventions in the five elements of the child protection system been in achieving targeted objectives for UNICEF, but also for Government (based on available data)?	A quantitative analysis of alternative approaches to achieving the same outputs will not be possible, but qualitative inquiry can be pursued based on perceptions of key stakeholders.	Perceptions of costs vs results	UNICEF 2011-present Country Programme Document and discussion on resourcing with UNICEF stakeholders	Literature review Interviews		

	Interviews		
Equity (including Gender)	<p>Stakeholder interviews and supporting documents</p> <p>Literature review</p> <p>Interviews</p> <p>Survey</p>	<p>Institutionalisation and functioning of communication channels and coordinated planning and implementation</p> <p>Level of priority given to most vulnerable</p>	<p>To what extent has UNICEF established meaningful partnerships or coordination mechanisms with other key actors (Government at national and sub-national levels, civil society, academia, etc.) that avoid duplication of efforts, miscommunication and ensure clearer accountabilities?</p> <p>To what extent has the SBA – unintended and intended- affected positively or negatively the most vulnerable children and families in Indonesia from a child protection equity perspective?</p>
Sustainability	<p>Stakeholder interviews and supporting documents</p> <p>Literature review</p> <p>Interviews</p> <p>Interviews</p>	<p>Level of priority given to gender equality</p> <p>Perceived and actual barriers and facilitating factors</p> <p>Evidence of scale up, and strategies</p>	<p>How does the current adoption of the SBA in Indonesia by UNICEF and partners address gender inequalities and the empowerment of women and girls in the country?</p> <p>What are the enabling as well as constraining factors that influence replication and sustainability? (at national level and at sub-national level?)</p> <p>To what extent have replicable and operational models for SBA in Indonesia been set in place or established by UNICEF and partners?</p>

## Annex 4: Evaluation Team Composition

The team consists of the team leader, 5 experts, 4 assistants and 1 quality assurer. Two of the five experts and all four assistants are national consultants. The team's division of responsibility is summarised below.

<b>Title</b>	<b>Name</b>	<b>Roles</b>
Team Leader	Jo Kaybryn, Principal Consultant, IOD PARC	<ul style="list-style-type: none"> <li>• Evaluation design and overall management</li> <li>• Interviews and field visit</li> <li>• Coordination with UNICEF Jakarta and field offices, and Government of Indonesia stakeholders</li> <li>• Data collection in Jakarta and Central Java</li> <li>• Integration of experts' reports</li> </ul>
Senior Expert	Gisela Ervin-Ward, Principal Consultant, IOD PARC Australasia	<ul style="list-style-type: none"> <li>• Qualitative analysis and assessment facilitation</li> <li>• Interviews with international NGOs</li> <li>• Data collection in Jakarta and Central Java</li> <li>• Integration of experts' reports</li> </ul>
Senior Expert	Dr. Kharisma Nugroho, Director, Migunani & Mberkahi	<ul style="list-style-type: none"> <li>• Questionnaire development, interview and analysis</li> <li>• Coordination of national team members</li> <li>• Data collection in Jakarta and Aceh</li> </ul>
Expert	Novina Suprobo, Consultant, Migunani & Mberkahi	<ul style="list-style-type: none"> <li>• Data collection in Jakarta, Central Java and South Sulawesi</li> <li>• Logistics and coordination</li> </ul>
Assistants x 4	Migunani & Mberkahi	<ul style="list-style-type: none"> <li>• Logistics and administer questionnaires</li> <li>• Documentation of meetings and visits</li> </ul>
<b>Technical support provided by:</b>		
Senior Expert	Guy Thompstone, Director, Child Frontiers	<ul style="list-style-type: none"> <li>• Technical support and expert inputs on child protection systems and regional expertise</li> </ul>
Quality Assurer	Sadie Watson, Director, IOD PARC	<ul style="list-style-type: none"> <li>• Quality assurance on evaluation outputs</li> </ul>
Quality Assurer	Riccardo Polastro Principal Consultant, IOD PARC	<ul style="list-style-type: none"> <li>• Quality assurance on evaluation outputs</li> </ul>
Assistants x 4	Migunani & Mberkahi	<ul style="list-style-type: none"> <li>• Logistics and administer questionnaires</li> <li>• Documentation of meetings and visits</li> </ul>



## Annex 5: List of Key Documents Reviewed

Background documents	
BAPPENAS, Government of Indonesia and OECD (2010)	BAPPENAS, Joint Evaluation of the Paris Declaration, Phase 2, Final Report, Indonesia
SIDA (2009)	A ripple in development? Long term perspectives on the response to the Indian Ocean tsunami 2004. A joint follow-up evaluation of the links between relief, rehabilitation and development (LRRD)
UNICEF Indonesia (no date)	Building back better: Lessons learnt from Disaster Risk Reduction and Resilience Building after the Indian Ocean Tsunami in Indonesia's Aceh Province

Government of Indonesia policies and regulations	
Government of Indonesia (2007)	Peraturan Pemerintah Republik Indonesia Nomor 38 Tahun 2007 Tentang Pembagian Urusan Pemerintahan Antara Pemerintah, Pemerintahan Daerah Provinsi, dan Pemerintahan Daerah Kabupaten/Kota (Indonesian Government Regulation Number 38 of 2007 about Government Affairs Division between the Government, Government Provincial, and Local Government District / City)
Government of Indonesia (2013)	Evaluasi Paruh Waktu RPJMN 2010-2014 (Mid-Term Evaluation of RPJMN)
Government of Indonesia (2010)	National Medium-Term Development Plan (RPJMN 2010-2014)
Government of Indonesia (2014)	DRAFT technocratic RPJMN 2015-2019
Mihardja (2014)	Background Study RPJMN 2015-2019 dan Evaluasi Bidang Perlindungan Anak: Analisis Kerangka Hukum Internasional dan Nasional (Background Study RPJMN and Field Evaluation of Child Protection: Legal Framework Analysis International and National)

UNICEF Global & Regional documents	
UNICEF (2008)	UNICEF Child Protection Strategy

UNICEF EAPRO (2012)	Child Maltreatment. Prevalence, Incidence and Consequences in East Asia and the Pacific. A Systematic Review of Research.
UNICEF EAPRO (no date)	Child Protection Programme Strategy Toolkit
UNICEF (2010)	Thematic Report: Child Protection From Violence, Exploitation and Abuse

Systems approach to child protection	
World Vision (2011)	A Systems Approach to Child Protection. A World Vision Discussion Paper
UNICEF (2014)	Toward a typology for child protection systems (presentation)
“A Better Way to Protect ALL Children” Conference (2013)	Towards a Typology for Child Protection Systems, Revised Discussion Paper, July 2013
UNICEF (2013)	Conference Report: A Better Way to Protect ALL Children. The Theory and Practice of Child Protection Systems, 13–16 November 2012, New Delhi, India
UNICEF (2010)	Child Protection and Child Welfare in Asia and the Pacific. Discussion Paper. High-Level Meeting on Cooperation for Child Rights in the Asia-Pacific Region, Beijing, China 4-6 November 2010
UNICEF (2010)	Adapting a Systems Approach to Child Protection: Key Concepts and Considerations
Save the Children (2010)	Child Protection Initiative Building rights-based national child protection systems: a concept paper to support Save the Children’s work
UNICEF (2012)	Roll Out of System Building Approach. Study Report
UNICEF (no date)	Child Protection Systems Mapping And Assessment Toolkit Users Guide
UNICEF EAPRO (2012)	Measuring and Monitoring Child Protection Systems. Proposed Regional Core Indicators for East Asia and the Pacific
South East Asia and Pacific Child Protection Working Group/ Child Frontiers (2014)	National Child Protection Systems in the East Asia and Pacific Region. A Review and Analysis of Mappings and Assessments
UNICEF (2008)	UNICEF Child Protection Meta-Evaluation



Child protection in Indonesia	
UNICEF Indonesia (2013)	Poverty Reduction, Social Protection and Child Protection in Indonesia: Commitment, Progress and Work Ahead
UNICEF Indonesia (2004)	External Evaluation: Institution Building & Mainstreaming Child Protection in Indonesia
3rd AIPA Caucus Report (no date)	Indonesia's Country Report on Welfare and the Protection of Children
BAPPENAS (2012)	Strengthening the Child Protection System in Indonesia through the System Building Approach (presentation)
UNICEF Indonesia (2011)	Aporan Hasil Pemetaan Sistem Perlindungan Anak Aceh 2010-2011 (Child Protection System Mapping Results – Aceh)
UNICEF Indonesia (2011)	Aporan Sistem Perlindungan Anak Jawa Tengah 2011 (Child Protection System Mapping Results – Central Java)
UNICEF Indonesia (2011)	Aporan Sistem Perlindungan Anak Sulawesi Barat 2011 (Child Protection System Mapping Results – West Sulawesi)
UNICEF Indonesia (2011)	Aporan Sistem Perlindungan Anak Sulawesi Selatan 2011 (Child Protection System Mapping Results – South Sulawesi)
UNICEF Indonesia (2012)	SBA Training Modules “Sebuah pendekatan pengembangan sistem terhadap Perlindungan Anak: Sebuah Strategi untuk membangun Lingkungan Protektif untuk Anak di Indonesia” (An approach to the development of the child protection system : A Strategy for building a Protective Environment for Children in Indonesia)
UNICEF Indonesia (no date)	Strengthening Child Protection Systems Indonesia Case Study (unpublished)
Kementerian Sosial RI and UNICEF/ Child Frontiers (2010)	Child & Family Welfare Services in Indonesia. An Assessment of the System for Prevention and Response to Abuse, Violence and Exploitation against Children
UNICEF Indonesia (2013)	Mapping Child Protection Systems. A Consolidated Report of Findings in Six Target Provinces in Indonesia: Aceh, Central Java, East Java, East Nusa Tenggara, South Sulawesi, and West Sulawesi
UNICEF Indonesia (2014)	UNICEF Child Protection Indonesia - SBA in context (presentation)
UNICEF Indonesia (2014)	Documenting the Lessons Learned: The Child Friendly – Pesantren Programme, Garut District, West Java
Pusat Kajian Perlindungan Anak Universitas Indonesia PUSKAPA	Understanding Vulnerability: A Study on Situations that affect Family Separation and the Lives of Children in and out of Family Care (Research in DKI Jakarta, Central Java And South Sulawesi)

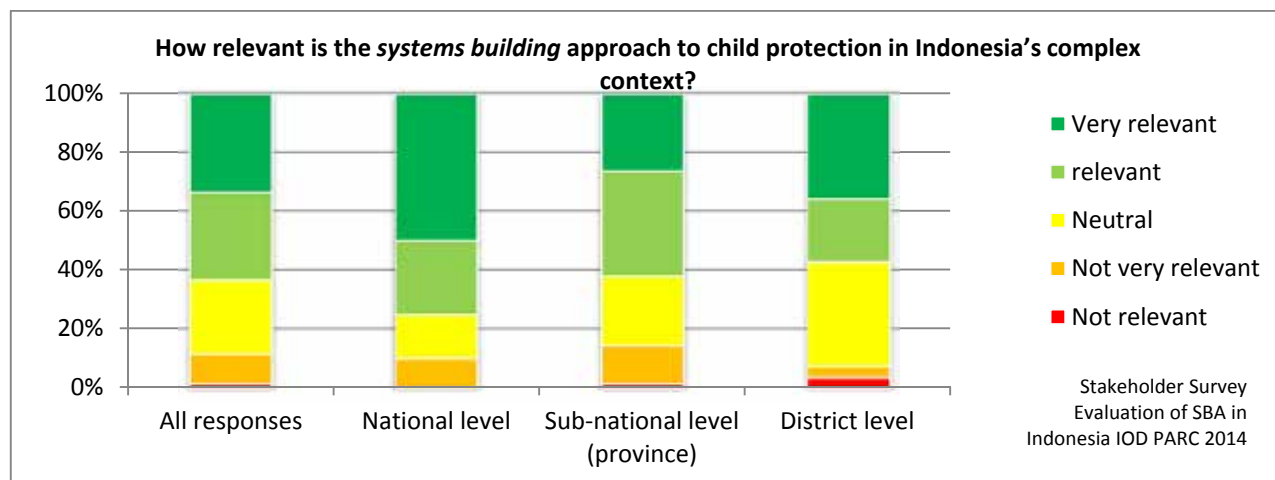
(2014)	
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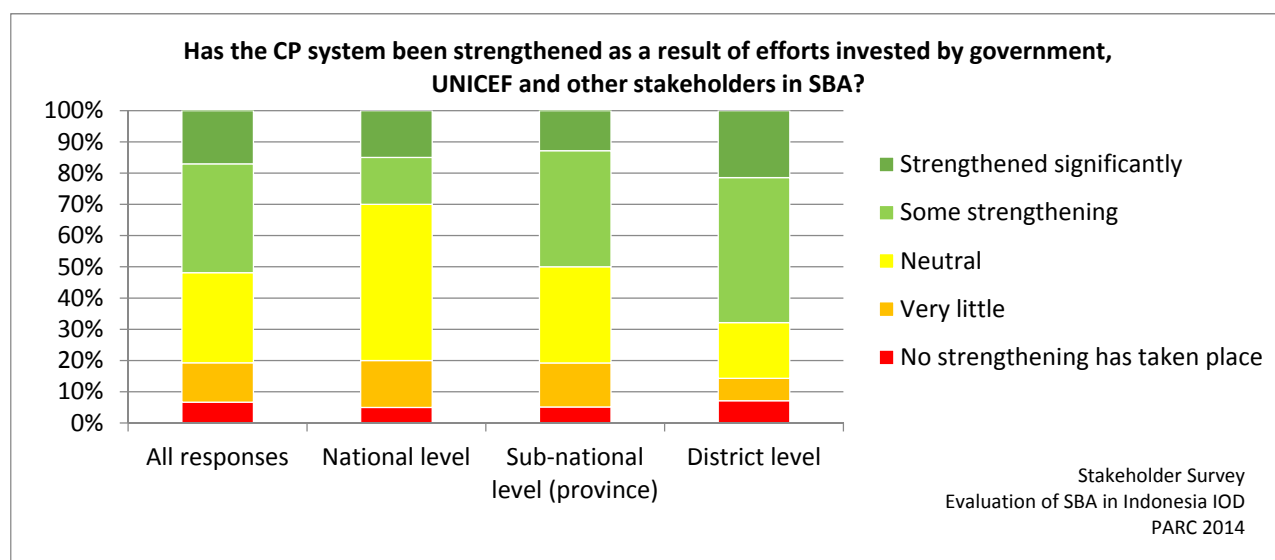
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## Annex 6: Survey Results



*Figure 14: Stakeholders surveyed about the relevance of the systems building approach*

Figure 14 shows the results of a short survey that was administered to respondents that the evaluation team came into contact with through national, provincial and district meetings. The relevance of the systems building approach in Indonesia's complex context resonated most with respondents at national level (>70%) and although less among the other respondents, still over 60% of provincial and over 50% district level respondents said it was relevant or very relevant. With such confusion about what the systems building approach consists of, however, it is likely that this question was interpreted by individual respondents based on their own diverse understandings of the systems building approach.



*Figure 15: Stakeholders surveyed about the strengthening of the child protection system*

There was much more uncertainty among national respondents who responded to the survey about the extent to which the child protection system had been strengthened compared to sub national and district level respondents. One reason for this may be due to the practical manifestations of a child protection system which are more likely to be seen at district level which is the unit where services operate more frequently. 30% of national level respondents were affirmative that the child protection system had been strengthened compared to 70% of district level respondents.

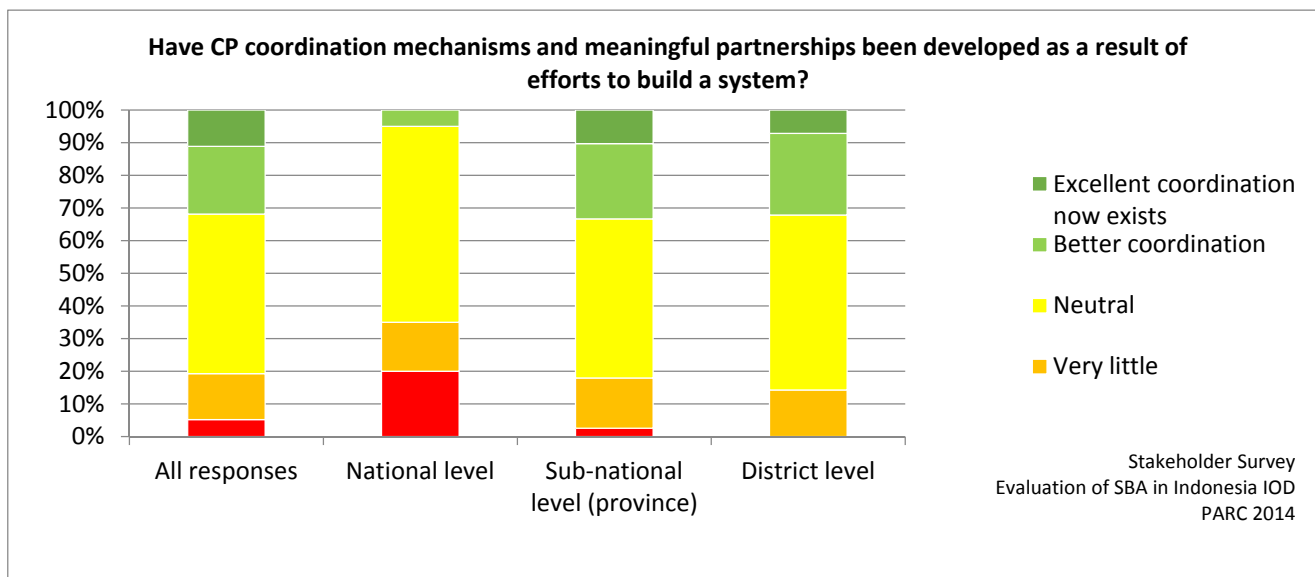


Figure 16: Stakeholders surveyed about coordination and partnership

Less than five per cent of national level respondents who participated in the survey gave positive opinions about coordination efforts and mechanisms with 20% stating there was no useful coordination (Figure 16). There were more positive views at provincial and district levels, but the majority (nearly 70%) were neutral or pessimistic.

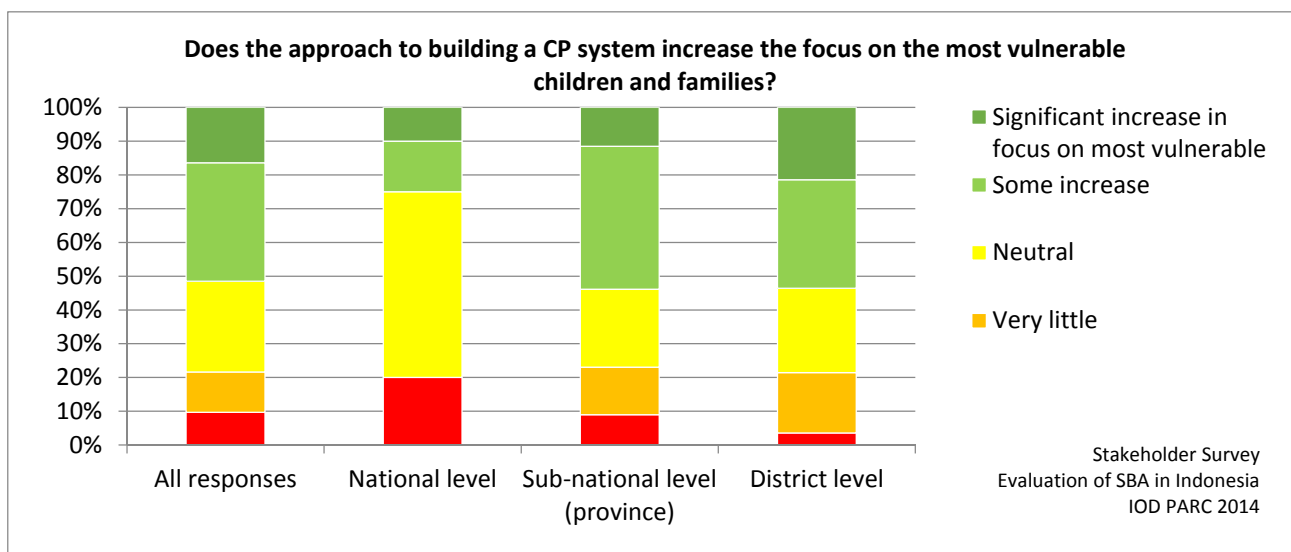
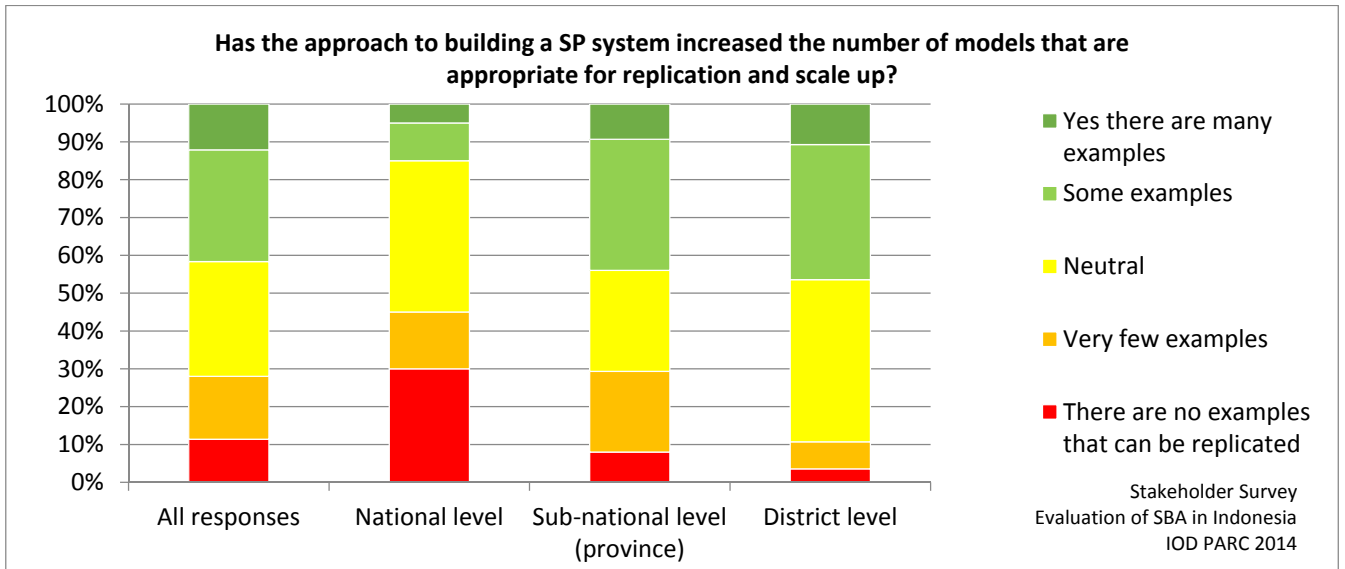


Figure 17: Stakeholders surveyed about the focus on the most vulnerable

Almost one third of national level respondents who took part in the survey thought that Indonesia was no further forward in developing models that are suitable for replication (Figure 18). Again at provincial and district levels, respondents were more optimistic but less than half thought that there was an increased number of models that could be replicated.



*Figure 18: Stakeholders surveyed about models suitable for replication*





## Annex 7: Draft Roadmaps & Indicators

*The indicators proposed here relate to the process of introducing a systems approach to developing a child protection system in Indonesia. A simple Theory of Change is presented for UNICEF's child protection work is presented which includes a preliminary list of indicators.*

*The complexity of what UNICEF and the Government is intending to achieve through developing the national child protection system seems important to acknowledge in more detail. The development of the system as a whole necessarily informs UNICEF's and the Government's decisions about prioritisation which need to be seen within the larger picture. Therefore an extended consolidated list of indicators is also provided. This extended child protection system indicators list does not assume that all the components of a system are already in place and therefore some will need to be introduced, and at the same time it recognises that there are elements in place or in development that require strengthening.*

*The indicators focus on the key actors in the child protection response, and include references to wider sectors that have child protection relevance. However, comprehensive indicators have not been developed for these wider related sectors such as education, police and justice.*

*The 'indicators' should not be considered as prescriptive. They are intended to be discussion points, and could as easily be phrased as a question. For example, #1. There is a lead agency with primary responsibility for child welfare and protection, could be posed as "Should Indonesia's Child Protection System have a lead agency with primary responsibility for child welfare and protection?"*

*The indicators are drawn from the evaluation of the systems building approach in Indonesia<sup>32</sup> and wider sources such as the review of mappings of child protection systems in the East Asia and Pacific region<sup>33</sup> in order to consider both Indonesia's context and progress to date, and incorporate recent thinking on child protection systems in the region.*

*Diagrams for each of the areas of the child protection system indicators are referenced in the report of the evaluation of the systems building approach in Indonesia, and in the attached excel file for ease of viewing.*

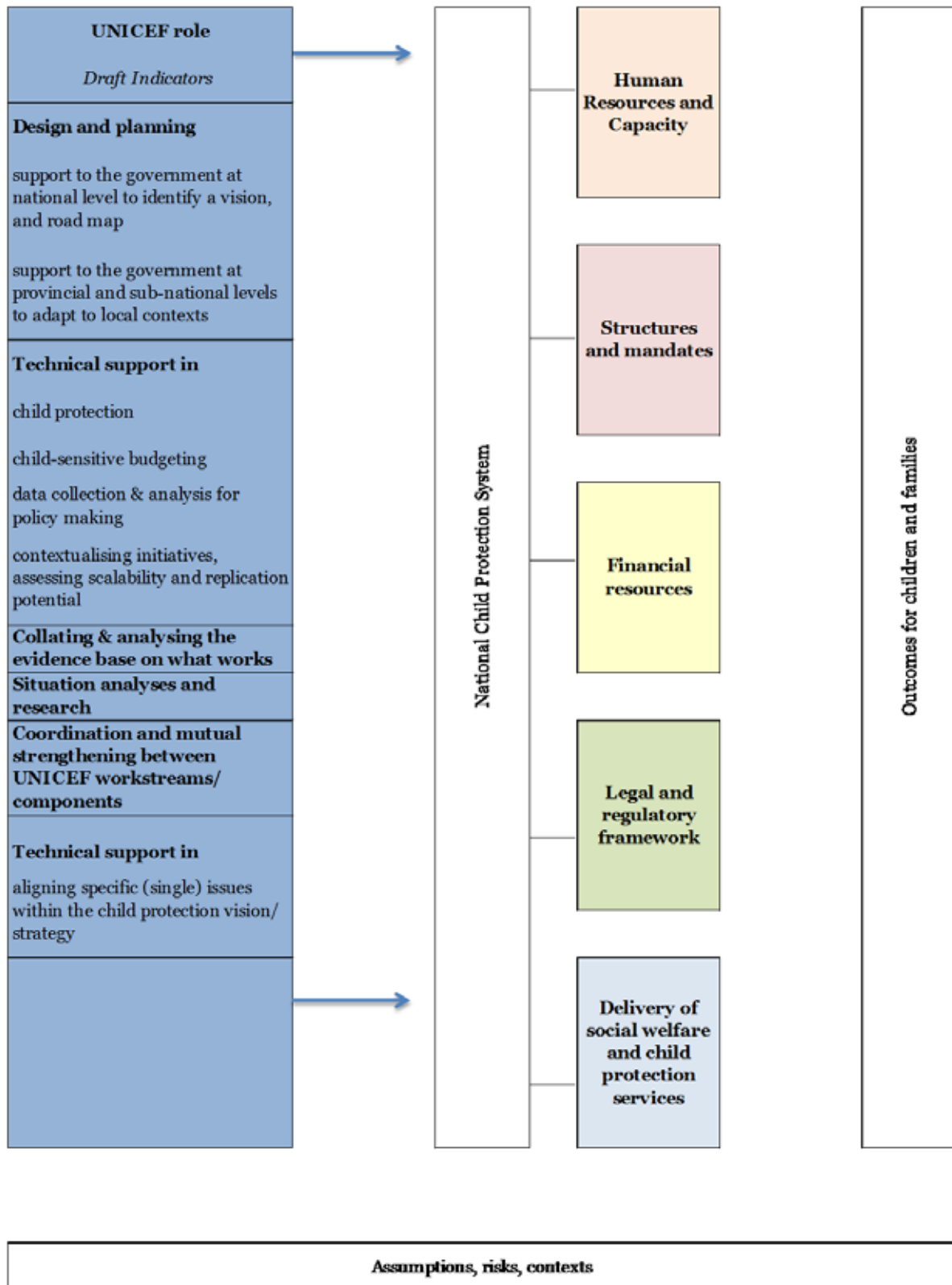
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<sup>32</sup> IOD PARC, Formative Evaluation of UNICEF's Child Protection System Building Approach in Indonesia, 2015 (DRAFT)

<sup>33</sup> ECPAT International, Plan International, Save the Children, UNICEF and World Vision, National Child Protection Systems in the East Asia and Pacific Region: A review and analysis of mappings and assessments, ECPAT International, Bangkok, 2014

## Draft Theory of Change

The diagram below is proposed as a starting point for the development of a theory of change and corresponding indicators for monitoring and evaluation purposes



*The indicators are divided in five sections:*

A. Structures and mandates

Central and sub-national level structures

Local level structures

Specialised structures and institutions

Traditional or informal community leaders

B. Delivery of social welfare and child protection services

Shift from single issue to comprehensive systems

Balance between prevention and response services

Role of civil society in service delivery

Access to government social services

Community-based child welfare and protection

Role of community leaders

Expectations of communities for services

C. Human Resources and Capacity

Human resource capacity and training

Geographic distribution

Capacity of health, education and legal professionals

Capacity of volunteers, civil society, and communities in child protection

Professionalisation of social work

D. Financial resources

Calculating child protection expenditure

Public expenditure on social welfare

External funding

Government child protection budgeting

E. Legal and regulatory frameworks

## Draft Child Protection System M&E Indicators

### A. Structures and mandates

#### Central and sub-national level structures

1. There is a lead agency with primary responsibility for child welfare and protection
2. Clear mandates and roles of dedicated agencies with children protection responsibilities
3. There is clarity of responsibility and coordination across ministries which allocate resources, make policy and implement services: thematic databases, guidance and procedures, and services at national level are coordinated at national level
4. Where the lead agency for child protection does not have primary responsibility for ALL aspects of child protection or the protection of children in all circumstances, mandates of ministries are well coordinated and clearly articulated, and relate to the broader contexts of child welfare and protection
5. Where a national or sub-national coordinating committee is established to promote vertical and horizontal collaboration and coordination, (typically across ministries of social welfare, education, health, labour justice, police, judiciary, labour and finance) its precise role and functions are clear
6. In the context of decentralised governance structures, there are lines of communication and cohesive coordination between central level bodies with responsibility for policy development and state management, and subnational levels with responsibility for service delivery
7. Operational procedures at the sub-district and village level articulate how to implement the provincial and/or district level legislation

#### Local level structures

8. Where formal structures and services at local level are established, they relate to the existing informal structures in communities, by either complementing them or filling an identified gap
9. Local level structures with responsibility for child welfare services also have a specific mandate and authority to receive reports or take action regarding children and families at risk
10. Local level structures with responsibility for promoting behaviour change and awareness raising in relation to the protection of children and accessing services have clear guidelines on how to adapt approaches to local contexts and with cultural sensitivity
11. Child protection is treated as a distinct sector (e.g. like health or education) requiring a designated department responsible for service delivery, rather than solely as a matter of inter-agency coordination and referral

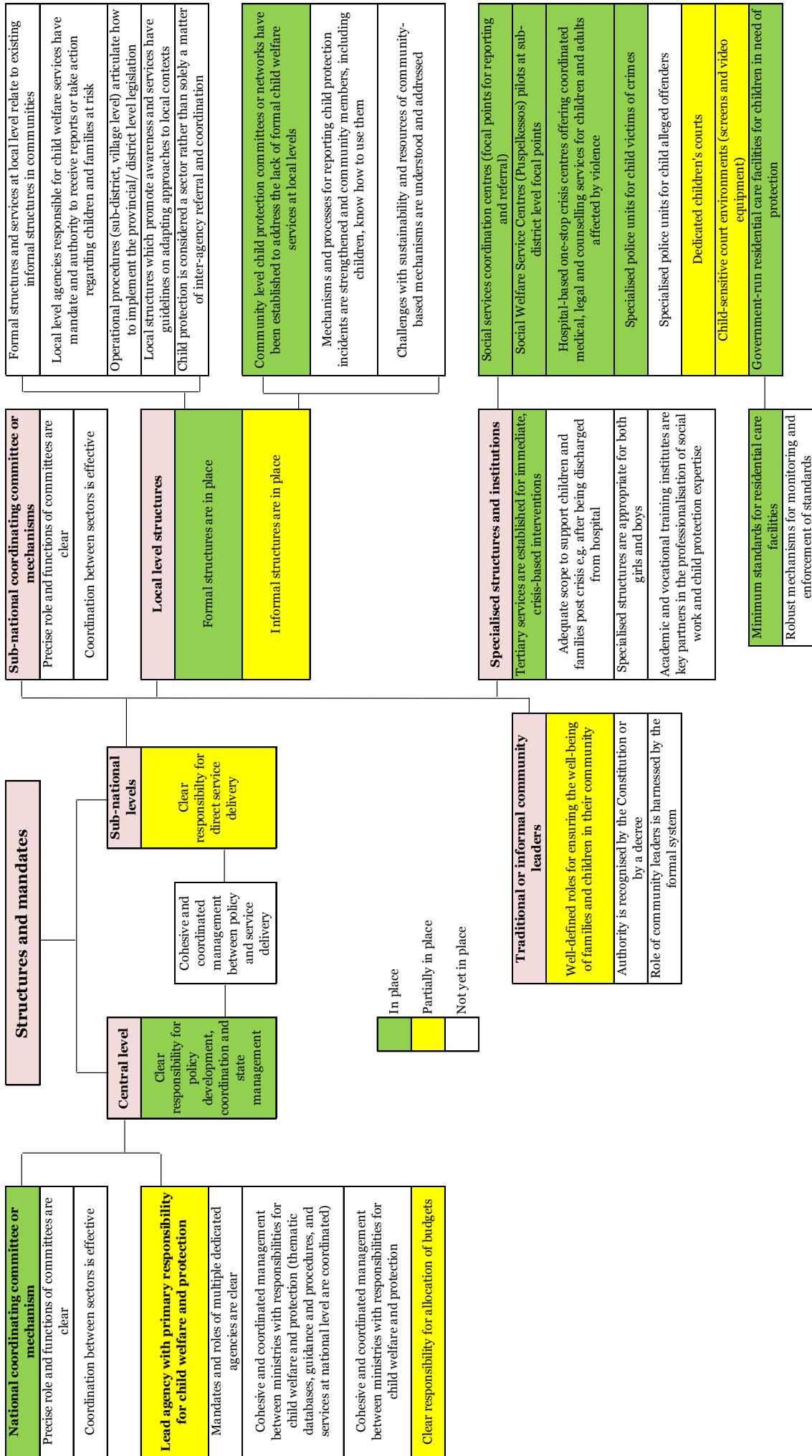
12. Community level child protection committees or networks have been established to address any lack of formal child welfare services at local levels
13. Mechanisms and processes for reporting child protection incidents are strengthened and community members, including children, know how to use them
14. Community (including voluntary) structures at sub-district levels have clear mandates depending on the communities' needs and the availability of formal services, whether they promote children's rights, monitor the situations of children in their communities, make referrals to district authorities, or respond to incidences of child maltreatment
15. Community-based child protection mechanisms and structures are an integral part of the overall child protection strategy:
  - They are linked to formal structures
  - Their establishment and maintenance are allocated sufficient resources to replicate and sustain them where they are needed
  - Investment in them continually supports the development of knowledge and capacity to deal with complex cases in accordance with the law and the best interests of children
  - They access ongoing inputs from specialists and professional assessments from social workers
  - Investment strategies identify ways to address limited interest of community committees in child protection issues or competing priorities; and facilitate frequent meetings, active participation and function of committees
  - They are culturally appropriate
  - They are appropriate for girls and boys

### Specialised structures and institutions

16. Specialised structures and institutions (e.g. tertiary level services) are established to respond to child violence, abuse, neglect and exploitation
17. Specialised structures and institutions have the resources and mandate to focus on both immediate, crisis-based interventions (as is often already the case in medico-legal services) and support for children and families subsequently post crisis (often services have very limited scope in this regard)
18. Specialised structures are appropriate for both girls and boys
19. Academic and vocational training institutes are key partners in the professionalization of social work and child protection expertise

## Traditional or informal community leaders

20. Traditional or informal community leaders have well-defined roles for ensuring the well-being of families and children in their community
21. Their authority is recognised by the Constitution or by a decree
22. The role of community leaders is harnessed by the formal child protection system



## B. Delivery of social welfare and child protection services

### Shift from single issue to comprehensive systems

23. Commitment to move from individual issues-based response to holistic, integrated approach
24. Macro structural reforms towards more holistic and integrated approach to child welfare and protection in place of issue-specific approaches which requires:
  - Considerable time for gaining approvals and implementation
  - Establishing much greater cooperation among ministries with current responsibility for specific issues
  - Joint working between ministries to develop a common vision of a system
  - Establishing increased synergy within the ministry responsible for social welfare when there are specialised departments that need to be working in alignment with each other

### Balance between prevention and response services

#### *Prevention services*

25. Child welfare and protection is linked to the achievement of MDGs indicating commitment to a broader and more holistic response
26. Social protection schemes are child-sensitive: they are designed to bring families out of poverty, to protect them in times of family or economic crisis, and to ensure that the basic needs of children are met
27. Child-sensitive social protection schemes are harmonised at national level with other welfare and protection strategies, limited numbers of social workers are not diverted to solely supplying financial assistance to families
28. Awareness raising initiatives (to explain new laws or services) are appropriately implemented and context-specific

#### *Family services*

29. Quality and tailored services for families are part of the child protection system, i.e. help for families that are experiencing difficulties rather than necessarily in crisis



30. Short term measures such as material assistance and education scholarships are complemented with support that has longer term outcomes in relation to protecting children from violence abuse and exploitation

### *Response services*

31. Response services are simplified, and do not risk paralysis because of overly complex and bureaucratic procedures, referral pathways, case management mechanisms and the monitoring of care services, yet still provide an elevated level of protection to children
32. Health practitioners are trained to detect and treat child victims of abuse and neglect and are mandated to provide medical care
33. Specialised police units conduct forensic investigations and pursue prosecution of the alleged offender
34. Specialised police or legal units provide legal advice to victims and their families
35. Specialised police units focus specifically on violence against women and children
36. Social welfare agencies provide a range of continued support services for children and their families
37. Human and financial resources are available to establish tailored care plans and manage the recovery of victims
38. Professionals have realistic and workable guidance for working with children and their families, which are culturally, contextually and gender appropriate
39. Government social workers have the training and resources to implement the protocols and standards that are supposed to guide their decision making, make appropriate referrals and follow up monitoring
40. Communities and families (including children) regard response services as appropriate and accessible

### Role of civil society in service delivery

41. The role of NGOs and private organisations in filling service gaps is recognised and incorporated into the national strategy
42. NGOs and private organisations engaged in child protection services are regulated, and adhere to government policy and standards
43. NGOs (and private organisations) and government services are clearly defined and do not duplicate each other

### Access to government social services

44. Communities have positive perceptions about the effectiveness and reliability of government services

45. Services that are readily available in urban areas are replicated or substituted with appropriate levels of support at local levels and in rural areas (e.g. community-based para-social workers)
46. Service providers that need to travel to more remote or rural areas have the resources to do so and where necessary support clients to travel to services, without being expected to fund transport out of their own salaries
47. Where communities are isolated from regular government services (by lack of transport or difficult to navigate terrain), alternative arrangements are in place, such as a cadre of peripatetic or visiting professionals
48. The safety of social workers is not compromised and provision in place for services to respond to potentially hostile situations with additional support
49. Cultural factors and social norms that determine whether families, communities and children access services voluntarily are well understood, and services are designed to mitigate the factors that deter access

### Community-based child welfare and protection

50. The factors in communities that prevent or discourage intervention in a situation of abuse or exploitation or reporting abuse are understood and strategies are in place to address these

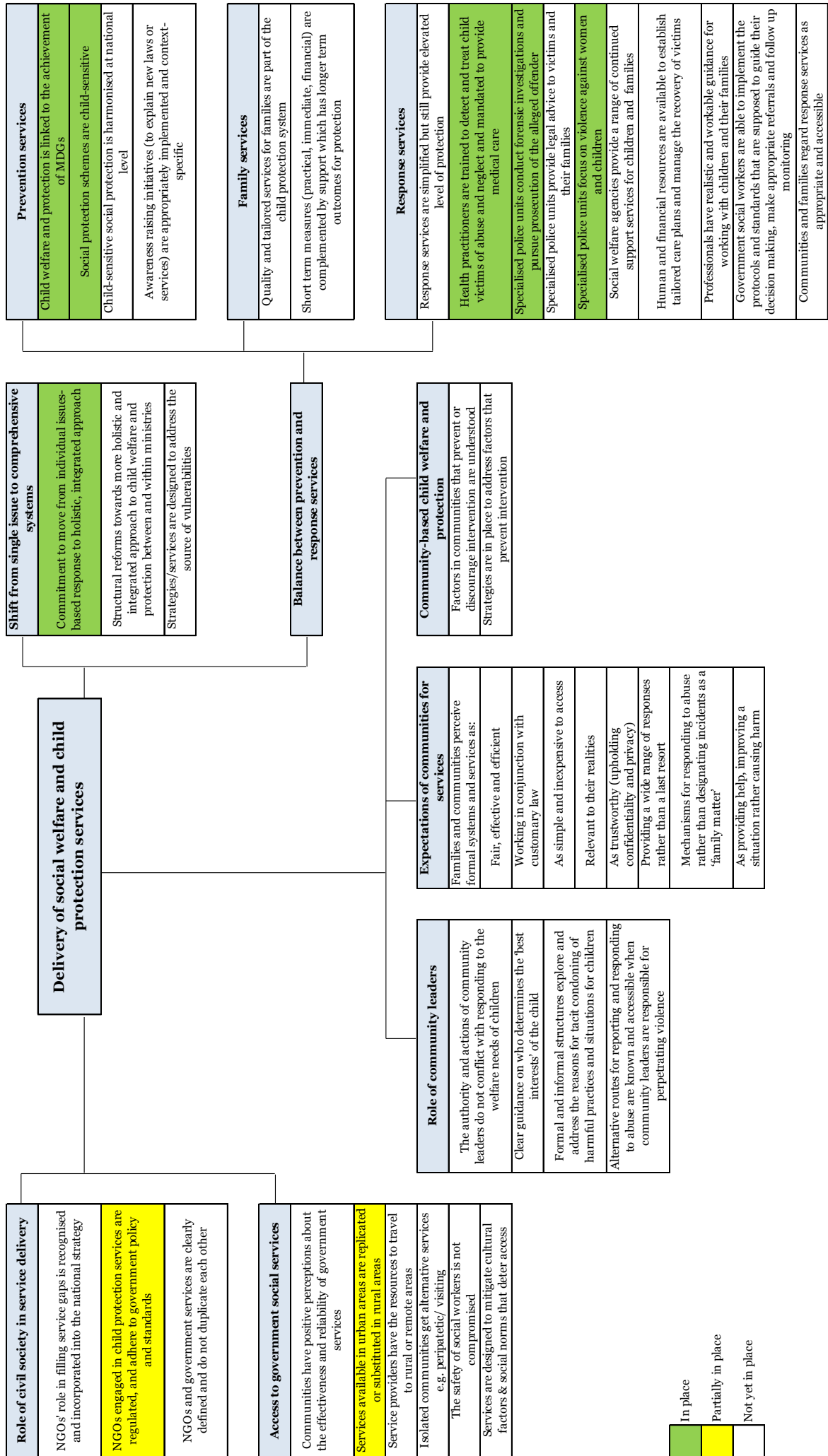
### Role of community leaders

51. The authority and actions of community leaders, for example in promoting community harmony or reliance on resolution mechanisms such as financial restitution, do not conflict with responding to the welfare needs of children
52. There is clear guidance on who determines the 'best interests' of the child in community structures that respond to child protection issues
53. Formal and informal structures explore and address the reasons for tacit condoning of harmful practices and situations for children (e.g. hazardous labour or prostitution)
54. Alternative routes for reporting and responding to abuse and exploitation are known and accessible when community leaders are responsible for perpetrating violence

### Expectations of communities for services

55. Families and communities perceive formal systems and services as:
  - Fair, effective and efficient
  - Working in conjunction with customary law
  - As simple and inexpensive to access

- Relevant to the realities of people's lives and the types of resources and the capacity required to ensure meaningful and quality services
- As trustworthy (upholding confidentiality and privacy)
- Providing a wide range of responses rather than a last resort if local or informal restitution mechanisms have not been fulfilled
- Mechanisms for responding to abuse and exploitation rather than designating incidents as a 'family matter'
- As providing help and improving a situation rather than making things worse e.g. by further stigmatising a child victim



## C.Human Resources and Capacity

56. An accurate calculation can be made of the human resources available to the system: both formal and informal actors with a child protection role, and the numbers of staff from other sectors (e.g. education, health and police) who may interact with children in need of assistance

### Human resource capacity and training

57. There are sufficient numbers of professionally trained social welfare staff
  - Sufficient to implement and deliver the services in the child protection system strategy
  - Sufficient to meet the needs of the population i.e. ratios of staff to population is adequate
58. Local level social welfare teams and individuals who have a generic social welfare role are joined by or have access to staff who specialise in child protection
59. Actual number of cases that child protection staff handle per year is monitored to determine whether additional staff are needed or not
60. Technical officials who have a role in implementing the laws have an understanding of child protection and child protection legislation. This includes police, judges, lawyers, teachers, health workers, staff in children's institutions or residential homes and detention centre staff as well as those with responsibility for developing and delivering social welfare programmes and services.
61. The number of positions and level of compensation of public sector employees, including teachers, medical staff and social welfare/child protection workers are protected in the context of post-financial crisis austerity to ensure the quality of social services and avoid absenteeism, informal fees and brain drain

### Geographic distribution

62. Geographic distribution of social welfare staff is even and/or on the basis of need (e.g. population or poverty levels)
63. Strategies are in place to address the bias towards social welfare staff being placed in urban centres
64. Staff working in rural areas are adequately trained, supported and supervised
65. Frequent rotation of social welfare staff which impacts on the quality, consistency and availability of services, and relationships with communities, is mitigated through measures

such as ongoing investment in training and handovers between staff to maintain continuity of community relations

## Capacity of health, education and legal professionals

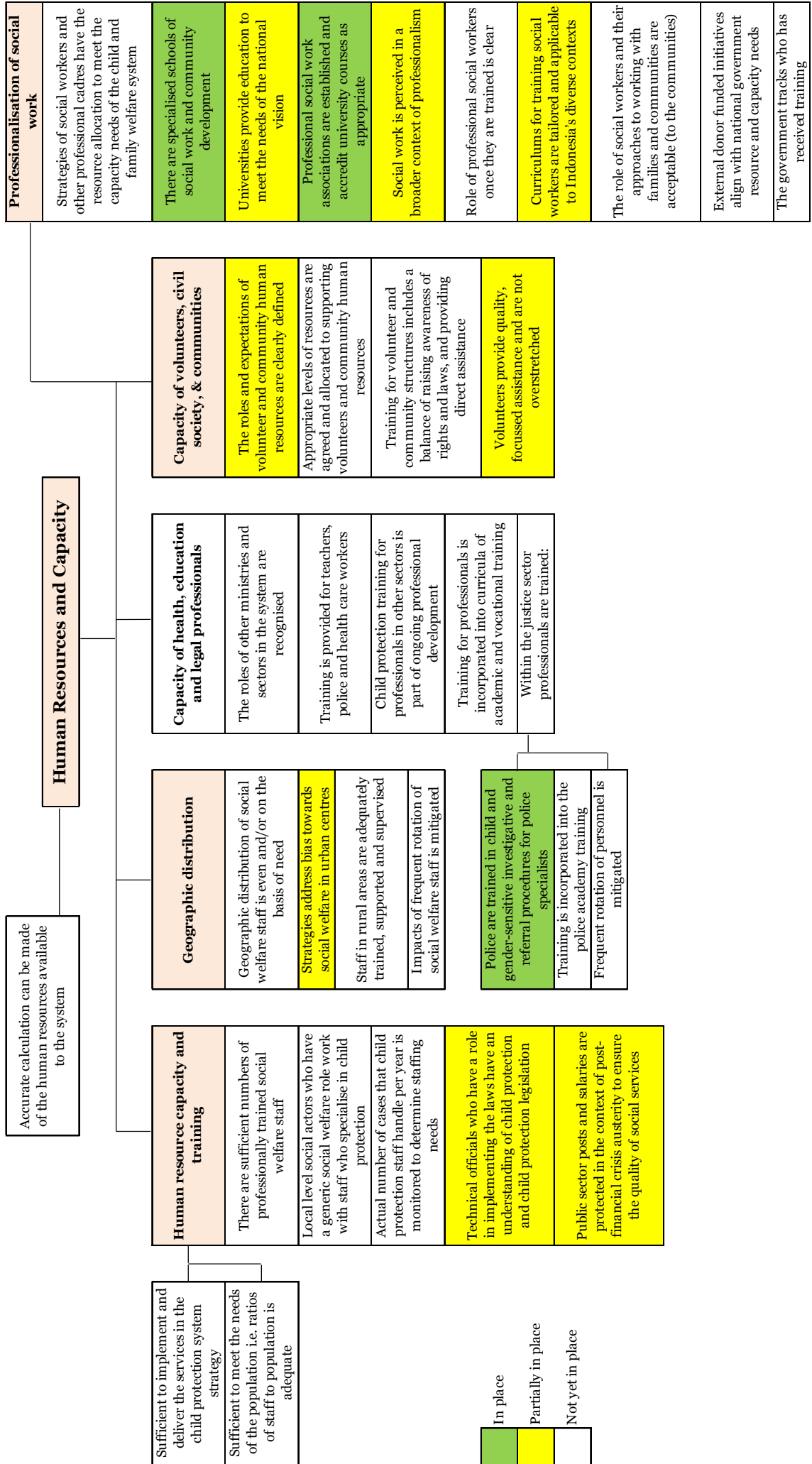
66. The roles of other ministries and sectors in the child protection system are recognised and acknowledged
67. Training is provided for teachers, police and health care workers which increases their understanding of child protection, children's rights, and legal obligations under the law to report
68. Child protection training for professionals in these sectors is part of ongoing professional development capacity building initiatives
69. Child protection training for professionals in these sectors is incorporated into the mainstream curricula of academic and vocational training institutions
70. Within the justice sector professionals (police, prosecutors, judges, magistrates, probation officers etc.) are trained in child protection:
  - Police are trained in child and gender-sensitive investigative and referral procedures for police specialists
  - Training is incorporated into the police academy training
  - Frequent rotation of personnel is mitigated by ongoing investment in training and instituting child-sensitive processes and mechanisms internally

## Capacity of volunteers, civil society, and communities in child protection

71. The roles and expectations of volunteer and community human resources are clearly defined and articulated as part of the overall strategy or system of child protection
72. Appropriate levels of resources are agreed and allocated to supporting volunteers and community human resources (e.g. training and capacity building, financial resources to establish networks, recompense depending on the nature of the work)
73. Training for volunteer and community structures includes a balance of raising awareness of children's rights and national laws, and providing direct services and assistance to families and children
74. Volunteers provide quality, focussed assistance and are not requested to support the work of multiple ministries which stretches them too widely

## Professionalization of social work

75. Strategies that aim to reduce child maltreatment through responses by social workers and other professional cadres, have the critical resource allocation meet the capacity needs of the child and family welfare system (so that social workers have the skills and time availability to work effectively with families and children)
76. There are specialised schools of social work and community development
77. Universities promote and provide social work education to meet the needs of the national social work vision
78. Professional social work associations are established and accredit university courses as appropriate
79. Social work is perceived in a broader context of professionalism than solely a voluntary or community endeavour
80. The role of professional social workers in the government system once they are trained is clear
81. Curriculums for training social workers are tailored and applicable to Indonesia's diverse contexts
82. The role of social workers and their approaches to working with families and communities are acceptable (to the communities) and viewed as beneficial to the population, to ensure their roles are culturally congruent
83. External donor funded initiatives to develop the social welfare sector through increasing professional capacity are designed and implemented in close coordination with national government to ensure the system is appropriately resourced and prepared to absorb and effectively utilise the skills of social workers once trained
84. The government tracks who has received what type of training by which organisation or institution to determine overall capacity to inform development plans





## D. Financial resources

85. There are sufficient dedicated resources in place for child protection to implement the laws and regulations including delivery of services

### Calculating child protection expenditure

86. The total amount of funds available for strengthening of families and the protection of children is known in order to assess the functionality and sustainability of the national child protection system:
- It is clear what is included in the child protection budget: expenditures, infrastructure and services spread across a range of agencies and tiers of government including social welfare, justice, security, health, labour, social protection and early childhood development
  - There is a single source that provides complete and accountable information relating to the budget and the budgetary process to identify child protection resources
  - It is clear whether funding for services funded by different ministries are classified under the child protection budget or other budget
  - It is clear whether funding for specific issues (e.g. child trafficking or child labour) are classified under the child protection or other budget
  - Within child protection expenditure, disaggregation shows allocation to salaries, training, infrastructure, administration, residential care, and direct welfare and protection services to children and families

### Public expenditure on social welfare

87. There is a target to increase spending on social welfare to meet national and sub-national child protection resource needs
88. Formal child-sensitive social protection mechanisms address gaps caused by the demise of traditional community-based social protection systems and community networks due to e.g. increased urbanisation and other dynamic context changes
89. The cost-effectiveness of investing in early prevention through strengthening of child and family welfare systems is calculated

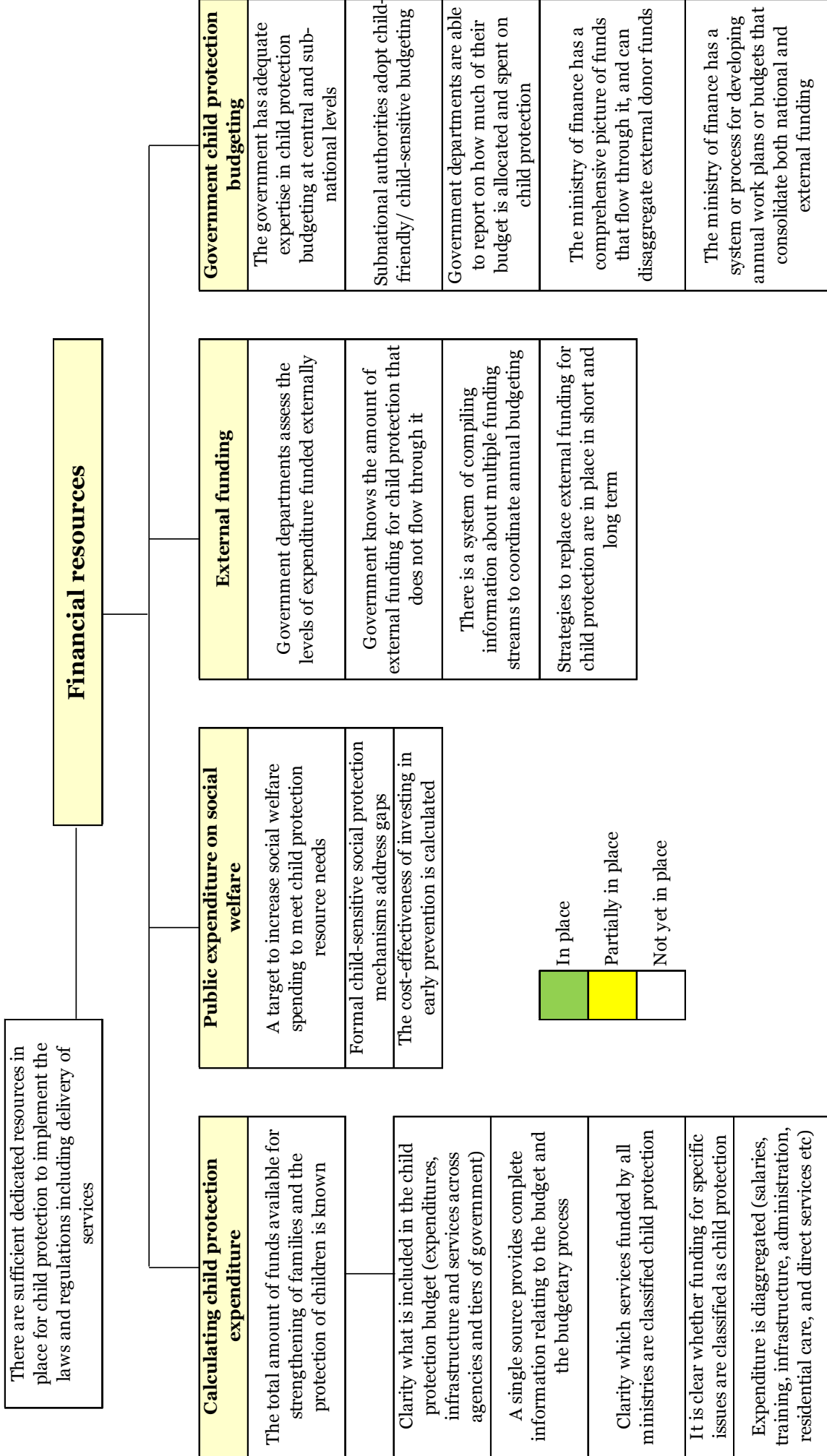
### External funding

90. Government departments assess the levels of external funding they receive for child protection and identify the types of activities that are reliant on donor contributions to identify dependency risks and uneven expenditure

91. The government is able to assess the level of external funding for child protection that does not flow through it i.e. services and support provided by NGOs or private institutions
92. There is a system of compiling information about multiple funding streams supporting different programmes implemented by government departments and NGOs in order to coordinate annual budgeting
93. External funding for child protection is clearly tracked with strategies in place to mitigate the risk of a sudden withdrawal of finance and reduce dependence in the long term

### Government child protection budgeting

94. The government has adequate expertise in child protection budgeting at central and sub-national levels as appropriate
95. Subnational authorities subscribe to the concept of child-friendly/ child-sensitive budgeting and channel resources to programmes targeting children, women and poor families
96. Government departments are able to report on how much of their budget is allocated and spent on child protection including within larger budgets for children, families and social welfare
97. The ministry of finance has a comprehensive picture of funds that flow through it, and can disaggregate external donor funds
98. The ministry of finance has a system or process for developing annual work plans or budgets that consolidate both national finances and those provided by development partners, allowing the ministry to identify potential funding overlaps or other inefficiencies



## E. Legal and regulatory frameworks

99. The legal framework (laws and policies) perform dual functions:

- Prohibits all forms of violence, abuse and exploitation of children
- Describes the delivery of prevention and response (welfare and justice) to children and families

100. Laws recognise children's rights to protection and contain detailed provisions on the authority for child protection and processes and procedures for intervening to protect a child

101. Laws are framed in rights-based language and include a statement of children's rights

102. Laws incorporate CRC guiding principles such as the best interests of the child, non-discrimination, child participation and respect for their views in decision making

103. Laws articulate the responsibility of parents in regard to the welfare of children and the State's obligation to protect children from all forms of violence, abuse, neglect and exploitation

104. Laws include statutory provisions making it mandatory to report any known or suspected incidents of child maltreatment to the police or child welfare authority

105. Laws outline the authority and procedures for intervention by the child protection authority to prevent or respond to children at risk, including emergency powers to take children into custody where they are in imminent risk as well as a process for investigation and decision making around care planning and protective interventions

106. Laws specify who is to take action and how decisions are to be made, including legislated procedures for receiving and responding to concerns about children at risk or in need of protection

107. Laws include clear, standardised procedures for a child's progress through the child protection system and detailed guidance on the criteria, procedures and minimum standards for locating, assessment, referral, care planning, monitoring and record keeping

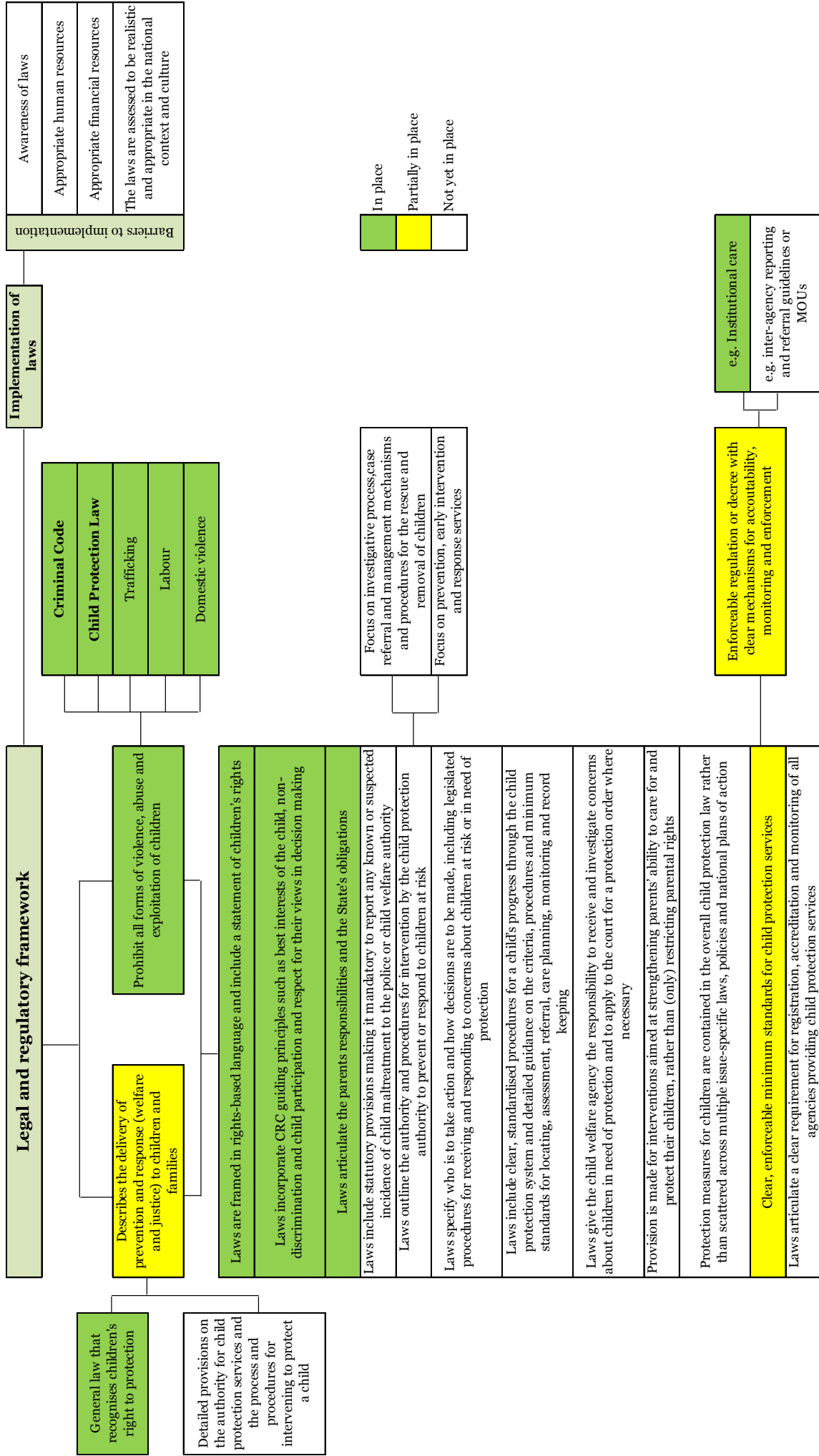
108. Laws give the child welfare agency the responsibility to receive and investigate concerns about children in need of protection and to apply to the court for a protection order where necessary

109. Laws that were founded on a model of crisis intervention and response, which limit parental rights under family or civil law are transposed from a response to parental misconduct to one that focusses on the needs of a child and is linked to the child protection laws or child protection agency policies; provision is made for less invasive interventions aimed at strengthening parents' ability to care for and protect their children

110. Protection measures for children are contained in the overall child protection law rather than scattered across multiple issue-specific laws, policies and national plans of action: if these laws require specific support services and protective measures only for children who fall within the category of harm that the law addresses.<sup>34</sup>
111. Minimum standards for child protection services are clear and enforceable, rather than non-binding
112. Laws articulate a clear requirement for registration, accreditation and monitoring of all agencies providing child protection services
113. There is sufficient awareness of the laws and policies among those required to implement or adhere to them
114. There are appropriate human resources in place to implement or adhere to laws and policies
115. There are appropriate financial resources in place to implement or adhere to laws and policies
116. The laws and policies are realistic and appropriate in the national context and culture

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<sup>34</sup> In Indonesia, physical or sexual violence suffered by a child perpetrated by a family member would fall under the Domestic Violence Law and the child would be entitled to specified services and protections. But those services would not be available to a child who had suffered physical or sexual violence by someone not related to him/her.





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