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**4-Year Strategic Plan for:**

***Child Protection***

**United Nations Country Programme**

**(2012-2015)**

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# Executive Summary

The UN Task Team for Child Protection has a long history of close collaboration with government to advance the protection of children through UNICEF’s programme of support. Building on strong technical leadership and support, and upon the close collaboration with government partners and civil society, the Child Protection Programme has supported the Government of Papua New Guinea through the Department for Community Development, to build a holistic system of child protection that has as its central driving principle the best interests of children. Building a protective environment for children requires the active involvement of multiple layers of government, various line Ministries, and civil society, through faith based organizations and non-governmental organizations. The Government of PNG has risen to the challenge of engagement in the desire to produce better and more effective systems of protection and security for children, but in a development context and in a culturally complex nation, the challenge of delivering is yet to be realized.

Child protection systems represented by the Lukautim Pikinini Act 2009, have considerable work remaining to complete, particularly with regards to the rolling out of the National and Provincial Councils and the rolling out of the implementation capacity building through training. More significantly, sustained development budgetary allocations from the government have not yet been allocated, rendering the Department for Community Development dependent upon donor agencies. The Child Protection Task Team will continue to work with the Department to establish itself as the lead agency on child protection, through supporting the Lukautim Pikinini Office to develop various aspects of the child protection system, including development of best practice standards and research based programming.

Children in contact with the law, be it as victims, witnesses or offenders, too frequently do not enjoy the benefits of justice. As witnesses and victims, they face police and court processes that are not child-sensitive and which frequently ignore their rights. Children accused of offences too frequently become victims of violence at the hands of the police or in police custody, and too frequently are detained with adults in violation of the country’s laws and protocols. The Child Protection Task Team will continue to work with the various responsible agencies within the Department of Justice and Attorney General to improve the treatment of juveniles through capacity building, training and improved monitoring systems.

Services for preventing and responding to violence, exploitation and abuse are inadequate, both in terms of quality and availability and services for ensuring that the most vulnerable children (MVC) in communities are cared for and monitored are essential in the absence of parents or legal guardians. The Child Protection Task Team will continue to support the National Department of Health and civil society to develop capacity to provide psychosocial and paralegal support for survivors of violence, through the Family Support Centres, through the Community Advocates programme, and through the psychosocial networks, as well as to continue to look for innovative ways to ensure that MVC are provided for.

The Child Protection Task Team will continue to work with the Government and key implementing partners to find innovative and effective ways to protect children from violence, exploitation and abuse, and to be lead advocates for the realization of children’s rights. This encompasses the challenge of transforming social attitudes that condone harmful practices, including violence.

# Introduction

The UN Development Assistance Framework (UNDAF) in Papua New Guinea provides a holistic overview of all UN programme interventions[[1]](#footnote-1) in country over the period 2012-2015, under the overarching theme: “Supporting PNG to accelerate MDG Achievement”[[2]](#footnote-2). The UNDAF is fully aligned with the government of PNG’s Medium Term Development Plan 2011-2015 and outlines the support of the UN to the national development priorities grouped in four broad thematic support areas (“clusterclusters”), supported by more specific programmatic outcomes that focus the UNs’ contribution over these 4 years:



Child Protection falls within the Social Justice, Protection and Gender Equality cluster. This 4 year strategy reflects the situation analysis for this particular programme area, the comparative advantage analysis for the UN in PNG and the resulting results matrix outlining the UNs programme interventions in support of the national development strategies.

In relation to the UNDAF, ‘Supporting PNG to accelerate MDG Achievement’ for child protection involves supporting the attainment of the MTDS 3.2; 5.2; 5.3; 5.5, MDGs 4 and 6 and the Government’s Vision 2050 through:

* Identifying, amplifying and developing common values, aspirations and mutual responsibility;
* Linking communities and sectors of society;
* Strengthening the relationships between State duty bearers and civil society with communities and families to improve children’s lives; and
* Guided by the National Goals, Directive Principles of the National Constitution and the Millennium Declaration.

The UNDAF’s Child Protection Programme demonstrates a targeted approach to programming by defining where the UN System has comparative advantages and in what ways these advantages could best contribute to the national development vision and goals as set out in Vision 2050 and the Medium Term Development Strategy (MTDS), as well as those set out in the Department for Community Development Corporate Plan, the National Lukautim Pikinini Plan 2011-2015, and the Department of Justice and Attorney General’s operational and strategic plans. This UN Country Programme is built on these comparative advantages and aims to create synergies between the different Agencies which form this Country Programme in order to support the Government in delivering a holistic and integrate approach to meeting their responsibilities to children.

The key strategies on which the Country Programme is founded are capacity development, promotion of children and women’s rights and the application of the human rights approach to programming, strengthening of civil society, promoting evidence-based monitoring systems, the mainstreaming of child protection, gender equality and opportunities for women.

The (Intermediate Outcome) Action Plan supports the roll out of the Government’s implementation plans and will assist the Government and civil society in ensuring the protection of children and establishing the basis for quality data collection systems which will inform and support future programming.

# Part 1. Situation Analysis

## 1.1 Situation analysis

Papua New Guinea has achieved progress in ensuring that some important legislation and regulations are in place for the protection of children from violence, exploitation and abuse; although many laws, such as the Acts regarding Marriage, Adoption, Victims Protection, Maintenance and Employment require revision by the Law Review Commission to bring them in line with CRC commitments. Dissemination of these laws is needed to ensure communities are aware of them. Likewise, while policies have been developed for Law and Justice, Integrated Communities and Disability, other policies to support the implementation of the law are still absent or inadequate. Capacity for enforcement and implementation of the legislation still requires considerable investment. This capacity gap encompasses attitudes, knowledge and skills to be able to understand the issues, have the technical capacity to address them, and the human and financial resources to be able to intervene at the preventative, response or rehabilitative levels.

Quality data continues to be elusive in Papua New Guinea as standardised data collection systems are not yet in place. Some promising initiatives do exist, including standardized data collection within the Child Protection Officers training, and including the baseline data collection study and situational analyses that are described below. In addition, some provincial juvenile justice working groups are creating standard agenda items that will review the monthly data collection of member agencies.

A number of harmful traditional practices have been identified in many parts of the country. Forms of sexual exploitation, such as early marriage, polygamy, compensation payments, and the payment of bride price remain legal, and are commonly practiced in many communities, with some girls being married as young as 12 years of age[[3]](#footnote-3). The social contracts that develop out of these practices have been linked with a heightened vulnerability of girls and women to violence and abuse, as some families reportedly condone or ignore the perpetration of violence to avoid inter-clan conflict, the repayment of bride price and custodial issues that would arise in relation to children. Shame, sex-based discrimination and family and community pressure to maintain family units promotes a culture of silence around sexual violence. As poverty deepens in parts of the country increased numbers of women and children are being forced to exchange sex for money.

Despite the existence of a rights-based legislative and policy framework, which specifies that detention of juveniles should only occur for three categories of serious and violence offences, few children have access to diversionary alternatives to arrest, remand and detention sentences. Correctional Services’ statistics suggest that 49 per cent of all juvenile inmates are detained at the pre-trial stage.

The enforcement of protective legislation for child victims and witnesses of violence, exploitation and abuse is inadequate[[4]](#footnote-4). Children rarely have access to legal support when giving evidence, and many legal professionals lack sufficient knowledge on the existing amendments or recognise their value. The enforcement of protective legislations to safeguard the rights of children requires increased capacity at the community level to both identify the rights violations and the respective legislative provisions that make recourse available.

At the community level, there are low levels of rights literacy amongst village and community leaders, and many of the decisions made in the 3,000 village courts throughout Papua New Guinea discriminate against women and children[[5]](#footnote-5). Reports also suggest that many community leaders, including police, pastors and teachers, are some of the most common perpetrators of violence[[6]](#footnote-6) and sexual exploitation[[7]](#footnote-7), continuing to expose children to a generation of role models that promote these rights violations as acceptable forms of behaviour. Communities have a right to demand high standards of integrity, consistency and protection from people who work with or for children and at present, there are no existing codes of conduct to enable communities to hold these people accountable to the delivery of appropriate and protective standards of service.

Widespread and pervasive discriminatory attitudes and practices also give rise to some of the highest rates of violence and abuse of both children and women in the world. Over 1,300,000 children live with violence in their homes, including 75 per cent of children reporting physical abuse and around 80 per cent experiencing verbal abuse. General lawlessness has also contributed to around 50 per cent of children feeling unsafe in their communities at night[[8]](#footnote-8). Many more children are made vulnerable through the endemic rates of violence perpetrated against women. Sixty seven per cent of women report experiencing family violence, and in some remote highlands communities, this figure rises to a staggering 90 per cent[[9]](#footnote-9). Much of this violence may be attributable to increased alcohol and drug abuse and rapid urbanization, which are linked to lack of employment, vocational training or basic educational opportunities and early school leaving due to school fees. A credible and comprehensive government-led household survey on violence against children is essential for engaging government and community resources in addressing this serious issue.

Ongoing tribal conflict in the Highlands is increasingly exposing women and children to harm. Where traditionally women were not targeted in the violence, increasingly they are now being raped or killed. Anecdotal reports indicate that some tribal leaders are demanding money from people, and where they have no money, demanding that they exchange sexual favours for guns. Women are also vulnerable to charges of sorcery, which are often made in an effort to deprive them of property and to expel them and their children from communities where they may have been widowed.

The worst forms of child labour, including the commercial sexual exploitation and trafficking of children, children in illicit activities and hazardous work, is identified as an emerging, significant problem. The problem will be accelerated as rapid social transition experienced in urban communities undermines social cohesion, mobile telecommunications and internet enable criminal actions, and the large resource projects put large amounts of money into the hands of men. The issues surrounding commercial sexual exploitation are relatively new and Government and communities are yet to develop the capacity to identify risks and implement protective strategies in these areas of rapid transition. The key protective actors, such as teachers, health professionals and the law and justice sector are yet to receive training in the identification of risks or to develop the specialized skills necessary to provide child-friendly interventions.

Efforts to bolster family and community capacity have focused on strengthening networks. Over 160 counsellors have been trained around the country and the resultant network has boosted the capacity of communities to respond to the psychosocial needs of women and children[[10]](#footnote-10). However, the capacity of family and communities to take preventative and proactive measures to address child protection risks remains vastly under-developed.

In addition to the widespread poverty, isolation and limited access to information and services, communities are at increasing risk from the escalating HIV epidemic. Around 1.8 per cent of the population is believed to be living with HIV/AIDS, and an increasing number of children are at risk of mother to child transmission as the infected populations become the next generation of parents. The population of single parent and child headed households will continue to grow as will the population of orphans. Informal adoption and fostering is commonplace, with around 22.4 per cent of children residing away from their biological parents. Traditional community safety nets are under enormous pressure, placing children who rely on these safety nets at greater risk of abuse, violence, exploitation and discrimination. In addition, there are a rapidly growing number of children who live or work on the streets in Port Moresby and other urban centres, who are outside of traditional safety nets and face many dangers trying to survive. There remains an absence of family support services, and Provincial Administrations are yet to develop and resource a strategy to address these burgeoning problems. These vulnerable children need care and support and monitoring of their care.

Birth registration is an important protection mechanism but around 90 per cent of the population is yet to have their births registered[[11]](#footnote-11). This places Papua New Guinea in the unenviable position as one of the countries with the lowest number of registered births in the world. The Civil Registry Office has registered 75 per cent of children in the National Capital District, but centralisation and a general lack of knowledge and understanding on the importance of birth registration amongst communities have contributed to the low level of registration. The Civil Registry Office is testing a new, more decentralized method for birth registration.

The Government has overall responsibility to provide the basic and specialised services necessary to protect children that have their rights violated; however it is widely recognised that the overall capacity of Government to develop, deliver and monitor such services to meet this duty is inadequate. The inadequacy of the education system in terms of accessibility heightens the problem as schools are usually considered places of safety for children in violent homes. The Government’s capacity is further complicated by poor communication and coordination mechanisms between national and sub national governments and by inadequate infrastructure for transportation. With all of these challenges, the reality of risk facing children in the context of emergencies, where infrastructure and resources are challenged to breaking points, becomes even greater as vulnerabilities and threats increase.

## 1.2 Analysis of relevant policy frameworks

### National policy frameworks

The Government of PNG’s main documents guiding the development of the nation, providing economic development frameworks and performance indicators are: the **Vision 2050**, which includes measures for child protection, which should position child protection efforts for budgetary consideration in future. The PNG **Development Strategic Plan** (PNGDSP) 2010-2030, emphases child protection and further articulates the Nation’s 20 year plan to reach the MDGs. The key government’s instrument to implement the PNGDSP and the Vision 2050 and to guide the development of sector policies, plans and strategies is the **Medium Term Development Plan** (MTDP) 2011-2015.

Within these broader development frameworks, Papua New Guinea has the basis for strong legislative and policy frameworks for child protection. While the Government is two years delayed in submitting its Periodic Report to the CRC Committee, it has indicated a priority to submit this year. Contemporary child protection legislation (the Lukautim Pikinini Act) was passed in 2009, focusing national child protection priorities on the Convention on the Rights of the Child obligations, increasing the emphasis on prevention and family strengthening, and legislating a move away from institutional care. This Act is complemented by a range of policies that aim to protect children, including the National Strategy for the Protection, Care and Support of Children Vulnerable to Violence, Abuse, Exploitation and Neglect in the Context of the HIV Epidemic in Papua New Guinea, the National Disability Policy and the Early Childhood Care and Development Policy. The Office of Lukautim Pikinini has articulated its strategic plans in the Department for Community Development’s Corporate Plan and in the National Lukautim Pikinini (Child Protection) Plan 2011-2015.

Similar frameworks have been developed to support children who come into contact with the law, such as through the National Juvenile Justice Committee’s Operational Plan. Under amendments to the Evidence Act (2002), children who are victims and witnesses are now entitled to give evidence to Court under child friendly conditions (using special measures orders), including giving evidence directly to a magistrate or in the absence of the alleged perpetrator. Amendments to the Criminal Code (2002) now explicitly criminalize sexual offences against women and children and have raised the penalties for such offences. Parliament passed a new Juvenile Court Act in 1991, which was fully enacted 11 years later in 2003. This Act makes provision for diversionary alternatives to detention and has enabled the Magisterial Services to establish specialized Juvenile Courts to hear all matters concerning children under the age of 18. This Act is currently under review and a Bill placing a greater emphasis on diversion and raising the age of criminal responsibility to 10 years of age instead of 7 is expected to be presented to Parliament in 2011. These Acts are complemented by a National Juvenile Justice Policy that reiterates the Government’s commitment to prevention, diversion and the protection of the rights of children who come into conflict with the law. A National Police Juvenile Policy and Protocols, a Juvenile Court Protocol and Minimum Standards for Institutions have been endorsed to provide specific guidance to stakeholders and actors on how to implement the Act and the National Policy.

There is a national directive that requires all provincial hospitals to establish family support centres and incorporate centre operational costs into their budgets. These centres are a ‘one-stop shop’ coordination and support service, providing women and children victims of violence with psychosocial, paralegal and case management support, in addition to the medical services provided by the accident and emergency units. There is also a national directive to remove fees for survivors of violence and sexual assault seeking medical assistance, for the provision of medical services or reports to support their legal proceedings.

However, there are still many laws requiring revision to bring them into compliance with the CRC and the updated laws, for example, the Adoption Act, the Infant Act, the Marriage Act, Maintenance laws, and the Victims Protection Act. The National Law and Justice policy, the Integrated Community Development policy, behaviour management policy, and the policy on disability are in their implementing stages, and the Early Childhood policy is due to be reviewed in 2011 .

### Regional policy frameworks

The child protection programme is informed by regional policy frameworks for addressing gender-based violence, such as the Pacific Forum Leaders’ Communiqué of 2009 which recognises sexual and gender-based violence (SGBV) as a risk to human security and a potential destabilising factor for communities and societies alike. It highlights the urgent need to acknowledge the prevalence of SGBV in the Pacific at all levels of the community, whether occurring in the domestic context or during conflict and post-conflict situations.

### Global policy frameworks

Papua New Guinea ratified the Convention on the Rights of the Child (CRC) in 1993. The first country report to the CRC Committee was late and child rights monitoring capacity within Government remains weak[[12]](#footnote-12). The second report to the Committee is now two years overdue; it should be noted that the government is not reluctant to submit a report, but is hampered by resource limitations. PNG ratified the Child Labour Conventions on Minimum Age (of admission to employment) and Worst Forms of Child Labour in 2000, and is a signatory to other important international covenants including the Convention on the Elimination of All Forms of Discrimination Against Women, the Convention on the Elimination of All Forms of Racial Discrimination and the Stockholm Agenda for Action. Preliminary discussions with the Department of Foreign Affairs, the Department of Justice and Attorney General and the Department for Community Development indicate that the Government is willing to move to ratify the Optional Convention on the Rights of the Child Protocols. The Millennium Development Statement is firmly grounded in child protection although no goals or indictors for child protection were established.

## 1.3 Current Partnerships and Programming

The relationship that the UN Child Protection Task Team enjoys with Government and civil society reflects the horizontal and vertical relationships needed within communities for a protective environment for children to exist. All Government and civil society have a responsibility to ensure that children are protected and that existing programmes do no harm to children, and no one organization can protect children in isolation.

The **Department for Community Development** has made considerable progress in raising the profile of children in leadership circles. The **National Lukautim Pikinini Council**[[13]](#footnote-13) under the new child protection legislation will coordinate Ministries and Departments in improved outcomes for children. A further demonstration of the Government’s increasing focus on child rights is the upgrading of the Department for Community Development to a mid-level department. The department is seeking budgetary allocations to increase the number of child protection officers to one per local level government. The statutory child protection system is currently overburdened by the demand for paralegal support for mothers who require a court to make a maintenance order, and is subsequently unable to focus on the preventative and intervention responses required to address the high levels of abuse and violence in their communities.

The introduction of the Juvenile Court Act and establishment of services directed to Juveniles marked significant progress in the services directed to Juveniles. Under the auspices of the **Department of Justice and Attorney General**, the **National Juvenile Justice Committee** (NJJC) provides a venue for collaboration among all Justice partners, and through the Justice Committees coordination has improved both at National and Provincial level. A priority for the NJJC is improved data collection from all its partners and from Provincial Juvenile Justice Working Groups, as an essential component of planning activities. The **Community Based Corrections** division has responsibility for training on the Juvenile Justice Act and ensuring juveniles are diverted according to the law through regular visits to police cells and work with communities; however, juveniles continue to be routinely detained with adults. Under the Correctional Services Act, District Court **Magistrates** have a legal duty to make monthly inspections to correctional facilities and police-lock ups.The **Village Courts and Land Mediation Secretariat** is reviewing ways in which the Village Courts can be mobilized in order to increase women and children’s access to justice.

The **Royal Papua New Guinea Constabulary** has been training officers on the Juvenile Justice Protocols to ensure that officers uphold their obligations to ensure children are treated according to the law; however, communities and children do not appear to be benefiting from these protocols and reception centres for juveniles go largely unutilised. The RPNGC face considerable challenges in ensuring that front line officers abide by the protocols, as police are identified as one of the most common perpetrators of family violence.

The Departments of Labour and Industrial Relations and Education have begun working with the PNG Trades Union Congress and Employers Federation of PNG to support a ‘compliance’ review of the legislative framework in regards to the child labour Conventions, undertake child labour research, identify and train officers as child labour focal points and to pilot initiatives to tackle child labour.

Children and women who are victims of violence or abuse have limited access to medical, psychosocial or legal support services, particularly in rural and remote areas. **Family and Sexual Violence Action Committee** (FSVAC) has been the key partner in building capacity for psychosocial support for survivors of violence. With links to grassroots organizations across the country, they are uniquely positioned to access communities and to deliver rights based education and intervention support. FSVAC have been leading the roll out of the Family Support Centre project in support of the **National Department of Health**. Over half of the provinces are yet to benefit from the establishment of these Centres. Faith based organizations, such as the **Catholic Diocese** and the **Council of Churches**, are also uniquely positioned to identify Most Vulnerable Children and deliver social support services to them and their families.

There remains considerable scope for enhancing the leadership for children, both nationally and at sub-national levels. Nationally, child protection continues to be perceived to be the primary responsibility of the Department for Community Development. Political discussions at the national level rarely relate directly to the protection of children and women. No departments specifically report how much of their budget is allocated to protecting the rights of children and there is little recognition that child rights violations have a considerable impact on economic development.

## 1.4 Description of National Counterpart Institutions

The **Department for Community Development** is tasked with child protection, birth registration, community development and human rights; they also have a key role in support for persons with disabilities, for people living with HIVAIDS, the elderly, as well as in promoting gender equality and ending gender based violence. The Department is committed to strengthening its overall performance and oversight of the various functions, activities and funds and is invested in developing a coherent Operational Plan inclusive of donor and partner contributions. Senior managers and directors have demonstrated commitment to transparency and ethical use of funds in compliance with government circulars.

The **Department of Justice and Attorney General** comprises the various agencies with responsibility for delivering justice: prosecutors, the Magisterial Service, Community Based Corrections (CBC) and the Village Courts and Land Mediation Secretariat. The **Village Courts** is the largest government service in PNG, delivering community based conflict mediation and restorative justice measures to every community in the country, however, they have been insufficiently trained to date and are unaware of many important laws and therefore attempt to handle cases that should be transferred to the District Courts and police. The **Community Based Corrections** service provides diversionary support to keep juveniles out of detention and they have a role to monitor jails and lock-ups to ensure that juveniles are treated according to the Juvenile Justice Protocols. The reliability of CBC staff to perform this function varies widely across the country, with many of them failing to perform their duties.

The **Royal Papua New Guinea Constabulary** has a key role in ensuring law and order within the country. While they have a number of protocols and policies in place, they lack adequate principled human resources, awareness, and appropriate responses and resources. Strong accountability mechanisms are not yet in place to ensure that they protect victims in accordance with the existing legislative framework[[14]](#footnote-14). The Internal Affairs Directorate has a memorandum of understanding with the Ombudsman Commission to allow the Ombudsman full access to information in any investigations involving police, but is yet to publicly report on any investigations into police violence against women or children. A recent fact-finding mission by the UN Special Rapporteur on Torture and Ill Treatment found widespread abuse of children in police detention, in contravention of the National Juvenile Justice Policy and Protocols.

Interagency networks are being established by Government to improve the protection of children who come into conflict with the law. The **National Juvenile Justice Committee** has been the driver behind the legislative and policy reform in this area, and has facilitated the establishment of provincial working groups in 75 per cent of provinces to coordinate more the effective delivery of justice for children. As noted, an overwhelming majority of children still experience rights violations when they come into conflict with the law and these working groups face similar challenges as their community development counterparts, including inadequate human and financial resource allocations, limited technical capacity and the lack of accountability mechanisms necessary to engender behavioural change in individual justice actors.

A considerable proportion of direct service delivery, such as support for the most vulnerable children and community advocacy and psychosocial support for survivors of violence is undertaken by faith based and other community based organisations, such as the **Council of Churches** and **Family and Sexual Violence Action Committee**. These organisations provide the strongest partners for many aspects of program implementation, but often lack the systematic financial controls that exist within Government. In addition, the relationships between line agencies and their civil society counterparts are often hampered by the same constraints encountered in the provision of support to sub national governments (such as travel, security and communication infrastructure) and occasional tension that results from perceived duplication of roles and a lack of acknowledgement for the efforts of both sides.

## 1.5 Past Cooperation and Lessons Learned

Previous partnerships for cooperation have been predominantly positive with all actors committed to improving conditions and services for children. The relationship between Government and the UN is cordial and friendly enough for candid discussions. The UN child protection programme has been developed in full partnership with the government and civil society. This approach has ensured that the assistance was on track to support the Government’s priorities in progressing child protection and justice for children. With 2010, the UN-GoPNG Annual Work Plan was merged into the Department for Community Development’s Corporate Plan, ensuring transparency and clarity.

There are a number of lessons learned that could inform the new Strategic Plan. These include:

1) UN systems for accounting need further explanation for financial officers within partner agencies, as too frequently it is programme officers who are handing the funds, whereas financial officers would have stronger capacity to ensure expenditures are conducted within the Government and UN’s requirements.

2) Over ambition of the Annual Work Plan: The Child Protection Annual Work Plans were, on reflection, not fully achieved as they comprised what needed to happen as opposed to what was within the limited capacity of the UN- GoPNG partnership. The Comparative Advantage process is essential to focus the capacity of the partnership.

3) Increased involvement of provincial and district level authorities in programmed planning could improve outcomes, as they have control over financial allocations to line ministry positions at provincial and district levels.

# Part 2. Comparative Advantage Analysis

The UN’s added value in the child protection and justice for children response, vis-à-vis other actors in PNG and in the response landscape regionally and globally is underpinned by the core value of neutrality and the recognized attributes of; independence; being non-denominational; focusing on evidence based strategies and as a champion of human rights and vulnerable people.

The UN Task Team on Child Protection in PNG has a comparative advantage in:

* Specialised technical support to the child protection sector in developing ideas into reality, through knowledge and experience in various aspects of child protection, from social work systems, justice for children, protective interventions, psychosocial support of children and child protection in emergencies, which positions the UN to support the various government agencies and partners to develop and implement systems that work in Papua New Guinea.
* Partnerships with national level government departments is complemented with partnerships at provincial and district level governments, as well as with community based organizations and Faith Based Organizations give access to knowledge of how national policies and programmes are impacting women and children in communities.
* Delivery of capacity building support for government and civil society and Faith Based Organizations on the range of child protection and psychosocial support topics.
* Large network of policy and technical assistance in particular in the area of Child Protection, and the linkages to the broader Social Protection agenda.

Key to the analysis of comparative advantage has been a pragmatic understanding that the UN’s role is not one of donor, but one of a friend in development, supporting the government in meeting its obligations to children in the next programme cycle and a need to use the comparative advantages identified to maximize efficiencies, reduce waste, incoherence and duplication by focusing on priorities highlighted in the lessons learned and expressed in the Results Matrix.

# Part 3. UN System Strategy

## 3.1 Programme strategy

The Child Protection Programme is guided by the UNICEF Protective Environment for Children Framework [[15]](#footnote-15). The Protective Environment Framework was developed out of a recognition that global child protection efforts continued to have limited effect on the long term protection of vulnerable children largely due to a focus on palliative, issue-based interventions, rather than a holistic preventative approach.

The Protective Environment Framework proposes that 8 elements must be addressed simultaneously, and that when these elements are functioning effectively, communities will maximise the prevention of abuse and exploitation of their children. It is a long-term approach to preventing abuse and exploitation for all children as well as addressing the rehabilitation and recovery of those who have been abused. The 8 elements are Government Commitment and Capacity, Legislation and Enforcement, Culture and Customs, Open Discussion, Children’s Life Skills, Knowledge, and Participation, Capacity of Families and Communities**,** availability ofEssential Services, and Protective Monitoring, Reporting, and Oversight**.** Details on the Protective Environment Framework can be found in the attached Annex.

In line with global best practice, the Child Protection Programme adopts a systems-building approach to child protection. The view is that child protection systems are embedded in the political, cultural and socio-economic contexts in which children live. These contexts vary and evolve as a function of their available resources; values and norms; and the degree to which they recognise and acknowledge child protection risks. Within this context, there are three broad systems that interact with each other and the broader political, cultural and socio-economic contexts to create a child protection system. These systems are the Social Welfare System, the Legal and Regulatory System, and the Social Behaviour Change System. These systems are also described in the Annex.

Under the overarching goals set out in Vision 2050, the UN’s child protection programme strategy will also be closely aligned with the MTDP 2011-2015, contributing to the outcomes and strategies of various sectors outlined in that planning framework, namely:

MTDP 3.2: Law, order and justice: ‘Provide a safe, secure and stable environment for all citizens, visitors, communities, and businesses to conduct their affairs freely’ through:

* Improve access to law and justice services;
* Effective use of restorative justice, early dispute resolution and crime prevention to minimise the incidence and seriousness of crime;
* Public made aware of rights and responsibilities in all spheres of society.

MTDP 5.2: Youth: ‘A vibrant and productive youth population that has career opportunities, skills, good education, moral values and respect’ through:

* Increase programmes to nurture and develop youths to become effective and become agents of change;

MTDP 5.3: Gender: ‘All citizens irrespective of gender will have equal opportunity to participate in and benefit from development of the country’ through:

* Gender mainstreaming in the bureaucracy, legislation and judicial system;
* Ensure equal access to and full participation in power structure and decision-making;
* Prevent and eliminate violence against women and children by strengthening legislation on family welfare, child and women protection.

MTDP 5.5: Vulnerable and disadvantaged groups: ‘Vulnerable and disadvantaged people will have the support that they require from the Government, service providers and the general public for meeting their right to a minimum standard of living’ through:

* Development of a social care and protection system
* Education and awareness;
* Policy and legislation formulation;
* Improvement in infrastructure;
* Strengthened partnerships with community based organizations and donors.

## 3.2 Partnership Strategy

The Office of Lukautim Pikinini and the soon to be launched National Lukautim Pikinini Council are the government’s lead agency for convening and coordinating matters related to child wellbeing and child protection. The Department of Justice and Attorney General brings its expertise and mandate for improving judicial and community based justice for children to the child protection partnership. National Planning and the line Ministries for Education, Health are also key partners in development for children as providers of social protection measures, health and psychosocial support and safe spaces for vulnerable children. Civil society represents community based support for children.

The Child Protection Programme is designed to facilitate stronger vertical and horizontal partnerships across Government and civil society. Bridging the disconnect between National and Sub-national governments is a critical undertaking that is addressed programmatically by supporting dialogue to delineate roles and responsibilities. Support is provided to national partners to disseminate national policy and regulatory instruments implementing partners. Emphasis is also given to supporting national bodies to gather and utilise information from sub-national levels to inform policy directions. A cross-sectoral and holistic approach to child protection systems building is adopted, supporting interagency initiatives such as the development of interagency guidelines and a whole-of-Government action plan for the implementation of the Lukautim Pikinini Act and the establishment of national and provincial interagency juvenile justice working groups.

Specific partnership strategies for each output of the Child Protection Programme are detailed below:

**Output 1: Protective Environment:** By 2015, children at risk of violence, exploitation and abuse will access prevention and intervention services for protection and justice to allow them to access their rights and are supported by protective legislation and policy frameworks.

*Prevention of and Response to Violence, Exploitation and Abuse*

* Capacity building of the Office of the Director of Lukautim Pikinini to coordinate, regulate and monitor implementation of the Lukautim Pikinini Act
* Support to the Office of Lukautim Pikinini to strengthen the evidence-base for development of best practice standards and research based programming, and for development of advocacy strategies
* Support for the completion of a national population-based baseline survey on violence against children
* Technical support to child protection partners in focal provinces to develop and implement costed provincial child protection plans that articulate a cross-sectoral systems building approach
* Improved policies and standards related to the care of children outside of parental care, including those imprisoned with mothers, as well as related to harmful traditional customs and employment practices affecting boys and girls.
* Communication for Development strategy support for disseminating the LP Act.

*Social Protection*

* Technical support and facilitation of exposure to global best practice for the Government’s Social Protection Task Force to ensure that the country’s emergent social protection policy framework is child-sensitive

**Output 2: Psychosocial Supports:** By 2015, civil society organizations, the FSC Programme and psychosocial support networks have the increased capacity to provide preventative and tertiary protection services to children and women vulnerable to violence, abuse and exploitation.

* Strengthening of the family support centre programme in partnership with the National Department of Health and Family and Sexual Violence Action Committee.
* Systems strengthening of the Family and Sexual Violence Action Committee’s community advocate network to deliver advocacy for community-based protection of children and to provide psychosocial support, crisis communication and case management support to children in need of protection
* Technical support to the Department for Community Development, the National AIDS Council Secretariat and the PNG Council of Churches to jointly coordinate delivery of competency-based training to faith-based leaders to provide protection, care and support to the most vulnerable children
* Facilitation of a partnership between the Family and Sexual Violence Action Committee and the National Lukautim Pikinini Council to design and implement a long-tem societal behaviour change campaign to reduce social acceptance of violence.

**Output 3: Justice for Children:** By 2015, the Law and Justice sector has the capacity to improve access to justice for child survivors, child witnesses and juvenile offenders.

* Technical support to the National Juvenile Justice Committee to implement their Operational Plan
* Technical support to relevant justice actors (DJAG, Royal PNG Constabulary, Magisterial Services, Community-Based Corrections) to progress juvenile justice reforms within their agencies
* Implement changes based on the outcome of the evidence-based situation analysis on the rights of child survivors and witnesses to enable the Law and Justice Sector to accelerate programming in this area
* Technical support to the Village Courts Secretariat of the Department of Justice and Attorney General to coordinate the village courts women and children’s access to justice (child protection) programme

# 3.3 Child Protection UN programme (Result matrix)

|  |
| --- |
| Name of Intermediate Outcome |
| **National Goal** | The Objective is to increase access for all children to quality early childhood development support and a strong protective environment. (Vision 2050: Cluster 6)Vulnerable and disadvantaged people will have the support that they require from the Government, service providers and the general public for meeting their right to a minimum standard of living (MTDP 2011-2015: 5.5) |
| **Source of National Goal / Priority**  | Vision 2050: Cluster 6 Child Development and Protection; MTDP 3.2; 5.2; 5.3; and 5.5. |
| **Relevant MDG(s)** | MDG 3 Promote Gender Equality and Empower Women; MDG 4 Reduce Child Mortality; also contributes towards Achieving Universal Primary Education  |
| **UNDAF Outcome** | Social Justice, Protection and Gender Equality |
| **UN Agency of Task Team Leader** | UNICEF |
| **Donor Partners** | One UN Fund; National Committees for UNICEF; UNICEF global thematic funds. |
| **Coordination Mechanisms** | National Lukautim Pikinini Council when launched, AWP Steering Committee, UN Child Protection Task Team |
|  |   |   |   |   |   |   |   |   |   |   |
| **Intermediate Outcome 1** | By 2015, children at risk of violence, exploitation and abuse will have increased access to prevention and intervention services for protection and justice to allow them to access their rights and to be supported by protective legislation and policy frameworks. |
| **Intermediate outcome indicators** | **National Indicator** | **Source of Data** | **Baseline** | **Target 2012** | **Target 2013** | **Target 2014** | **Target 2015** | **Risk and Assumption**  |
| % of children accessing protective services | None | DfCD reports | 2% | 5% | 10% | 20% |  30% | Assumes all levels of government allocate sufficient human and financial resources. |
| # of provinces providing preventative and treatment services for children | None | Civil society, FSC reports | 3% | 5% | 10% | 15% | 20% |
| # of children accessing psychosocial support programs | None | FSC / FSVAC reports | 2% | 5% | 8% | 14% | 20% |
| % of children diverted from detention | None | CBC reports | 48% | 50% | 55% | 65% | 75% |
| % of children exposed to violence | None | Surveys | 75% | 75% | 70%  | 65% | 60% |
| # campaigns targeting ending violence | None |  | 0 | 1 | 2 | 3 |   4 |
|   |
| **Human Rights Based approach indicators** | **UNDAF principle** | **Source of Data** | **Baseline** | **Target 2012** | **Target 2013** | **Target 2014** | **Target 2015** |  **Risk and Assumption** |
| *CRC Report submitted to CRC Committee**CRC Alternative report submitted* | Increase accountability for provision and protection of human rights | Gov’tCivil Society | NoNo | YesYes | N/AN/A | N/AN/A | N/AN/A |  |
|  |
|   |
| **Output 1.1** | By 2015, the child welfare sector has the capacity to manage and improve national and community child protection systems. |
| **Output indicators** | **National Indicator** | **Source of Data** | **Baseline** | **Target 2012** | **Target 2013** | **Target 2014** | **Target 2015** |  | **Risk and Assumption**  |
| # provinces with the technical capacity to implement the LPA | ***Office of Lukautim Pikinini Strategic Plan******Vision 2050*** | Office of LP | 14 | 16 | 18 | 20 | 22 | Assumes governments allocate sufficient human & financial resources |
| # key child protection policy and planning initiatives submitted for endorsement to relevant agencies | None | Policies and initiatives | 2 per year | 2 | 4 | 6 | 8 |
| # key child protection studies completed | None |  | 2 per year | 2 | 4 | 6 | 8 |
| % children who receive DfCD protection services | None | ReportsDfCD data system | 5% | 10% | 15% | 20% | 25% |
| # children benefiting from social protection cash transfers | None | ReportsDfCD data system | 0 | N/A | N/A | N/A | 10,000,000 |
|   |
| **Output 1.2** | By 2015, civil society organizations, the FSC Programme and psychosocial support networks have the increased capacity to provide preventative and tertiary protection services to children and women vulnerable to violence, abuse and exploitation. |
| **Output indicators** | **National Indicator** | **Source of Data** | **Baseline** | **Target 2012** | **Target 2013** | **Target 2014** | **Target 2015** | **Risk and Assumption**  |
| # of women and children accessing family support centres | ***MTDP 2011-2015*** | Hospital records | 10,000 | 15,000 | 20,000 | 25,000 | 30,000 | Assumes NDoH allocates sufficient resources to the FSC  |
| # districts with 10 trained counselors | None | Training records | 13 | 18 | 20 | 25 | 30 |
| # districts with at least one trained FBO that identifies and monitors vulnerable children | None |  | 18 | 19 | 20 | 21 | 22 |
|  |  |  |  |  |  |  |  |  |  |  |
| **Output 1.3** | By 2015, the Law and Justice sector has the capacity to improve children’s access to justice, as survivors, witnesses and offenders. |
| **Output indicators** | **National Indicator** | **Source of Data** | **Baseline** | **Target 2012** | **Target 2013** | **Target 2014** | **Target 2015** | **Risk and Assumption**  |
| % of children diverted from courts | ***MTDP 2011-2015*** | CBC reports | 48% | 55% | 60% | 70% | 75% | Assumes provinces allocate sufficient human and financial resources. |
| -degree of police correctly diverting youth | None | Gov’t and civil society reports | Very low | Low | Medium | Medium | high |
| -degree to which courts screen child victims and witnesses during testimony | None | Magistrate reports | Very low  | Low | Medium | Medium | high |
| # of Provinces with Village Courts Technical Officers supporting women and children’s protection | None | Government reports | 4 | 10 | 14 | 18 | 22 |
| % children, as per eligibility criteria, accessing special measures orders | None | Government reports | None | 50% | 60% | 70% | 80% |

## 3.4 Narrative for each outcome

**Output 1:** By 2015, children at risk of violence, exploitation and abuse will access prevention and intervention services for protection and justice to allow them to access their rights and are supported by protective legislation and policy frameworks.

Building the protective environment, where services for the prevention of and response to violence, exploitation and abuse are available and utilized, will increase the protection of children and ensure that they have access to prevention and response services critical to their well being. In this, the capacity Office of the Director of Lukautim Pikinini to coordinate, regulate and monitor implementation of the Lukautim Pikinini Act will continue to be developed. The launching of the National Lukautim Pikinini Council will open the way for the provincial councils to begin operating, with both overseeing the quality of services available. Implementation of the Lukautim Pikinini Act requires ongoing rolling out of the technical training on the Act and further development of National Standards on a variety of issues, such as Harmful Customary Practices and Employment. Sub national governments need to have developed provincial implementation plans that support a cross-sectoral systems building approach. Further strategies for achieving this outcome include establishing good quality data collection and reporting systems, so that programming is targeted on credible evidence, and dissemination of the new LP Act to the community level to support changing attitudes towards violence against children. Supporting a more accessible process for Birth Registration remains a critical area for children’s access to rights. As the Government plans to roll out a Social Protection program in 2012, ensuring that the program is supporting children universally will be a key feature of the broader social safety net for vulnerable children.

**Output 2:** By 2015, civil society organizations, the FSC Programme and psychosocial support networks have the increased capacity to provide preventative and tertiary protection services to children and women vulnerable to violence, abuse and exploitation.

Increasing the capacity of communities to provide for the emotional and psychological needs of its population will strengthen the resilience of children and women survivors of violence. Strengthening the Family Support Centre programme in partnership with the National Department of Health and Family and Sexual Violence Action Committee and other partners will allow women and children to receive immediate support at hospital, to address their safety, health, legal and psychosocial needs, and give women the support they need to make informed choices for protecting themselves and their families from further violence. Strengthening the community child protection advocate network to deliver advocacy for community-based protection of children and to provide psychosocial support, crisis communication and case management support will increase the ability of communities to support children within their communities. Coordination and capacity building between the National Aids Council Secretariat, the PNG Council of Churches and the Department for Community Development will ensure the delivery of protection, care and support to the most vulnerable children and supporting the partnership between the civil society and the National Lukautim Pikinini Council to design and implement a long-tem societal behaviour change campaign will help to reduce social acceptance of violence.

**Output 3: Justice for Children:** By 2015, the Law and Justice sector has the capacity to improve access to justice for child survivors, child witnesses and juvenile offenders.

Building on the recommendations of a number of studies and evaluations completed in 2010 and 2011, technical and capacity development support to the National Juvenile Justice Committee and to relevant justice actors (DJAG, Royal PNG Constabulary, Magisterial Services, Community-Based Corrections, Village Courts) will progress juvenile justice reforms within their agencies that should improve the delivery of justice for children and accelerate programming in this area.

## 3.5 Financial arrangements and Budgets

The financial arrangements will be based on the needs of government while:

* Reducing the transaction costs of the Government of Papua New Guinea,
* Establishing a clear internal accountability structures and,
* Ensuring efficient and effective UNDAF delivery.

At this stage, UNICEF is the only UN agency that contributes to child protection programming, but agencies such as UNDP, UNWomen, UNHCR, UNFPA and UNOHCHR contribute to the related programming issues of Gender Based Violence and Human Rights promotion. Assuming past annual funding levels are again made available from UNICEF core resources at $ 314,000 from regular resources and $ 600,000 from other UNICEF resources, there remains a funding gap of 3,656,000 over four years, with the largest gap occurring in 2012.

While UNICEF allocates resources from their core funds and from other resources in addition to allocations from the One UN Country Fund, there will be a need for a resource mobilization strategy to assist in reaching the resource mobilization target of US$ 7,800,000.

4 year projected budget:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|   | **Output 1** | **Output 2** | **Output 3** | **Totals** |
| 2012 | 1,800,000 | 600,000 | 660,000 | **3,060,000** |
| 2013 | 720,000 | 240,000 | 660,000 | **1,620,000** |
| 2014 | 720,000 | 240,000 | 660,000 | **1,620,000** |
| 2015 | 600,000 | 240,000 | 660,000 | **1,500,000** |
| **totals** | **3,840,000** | **1,320,000** | **2,640,000** | **7,800,000** |

## 3.6 Programme Monitoring and Evaluation

The UN in PNG uses an integrated Monitoring and Evaluation System, developed to track and evaluate progress based on the outcomes identified in the UNDAF. This internal M&E system is supplemented by external systems such as government and partner M&E mechanisms.

For the UN Monitoring and Evaluation, the UN Task Teams that are responsible for the development of this 4 year strategic plan and the subsequent Joint Annual Work Plans follow the following M&E and reporting arrangements:

Monitoring

* The programme has been developed using the principles and methods of Results-Based Management. The UNDAF Results and Resources Framework and the UNMCH Results and Resources Framework will provide the foundation for the Monitoring and Evaluation System. The UNMCH Results and Resources Framework will be the primary basis on which the achievement of results at various levels will be measured.
* The UNDAF M&E framework will be aligned with the Performance Management Framework which will be established in DNPM, and will include MDG monitoring. The UN will support Government efforts to utilize national systems and procedures and will align the UN M&E efforts with the government’s efforts to avoid the creation of a parallel system of M& E.
* UNDAF / UNDAF Action Plan: The UNCT will monitor the UNDAF and UNDAF Action Plan through reviews of quarterly progress reports from the Team Leaders in relation to the progress achieved against the joint Annual Work Plan.
* Joint Annual Work Plans: The primary tool for Intermediate Outcome monitoring will be the Joint Annual Work Plans, and the responsibility for monitoring lies with the Task Team Leader and Task Team members who will receive guidance from the UNCT and technical support from the Results Based Management Committee and the UN Resident Coordinator’s Office.
* Individual Staff Members: Monitoring of an individual’s input into the Annual Work Plan is a shared responsibility between the Team Leader, the Team and the individual’s agency supervisor.
* The individual work plans and goals of the staff member will be depicted in their respective agencies performance measurement system (RCA for UNDP, PER for UNICEF, etc).
* Implementing partners will be required to agree to cooperate with UN for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by UN according to the agreed cash transfer modality. To that effect, implementing partners will agree to the following:
* Periodic on-site reviews and spot checks of their financial records by UN agencies or its representatives,
* Programmatic monitoring of activities following UN’s standards and guidance for site visits and field monitoring,
* Special or scheduled audits. UN agencies and in consultation with the MOFEP will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by each UN agencies and One UN Fund those whose financial management capacity needs strengthening.

Evaluation

* The UNDAF will be subject to a Mid Term Review (end 2013) and an End Term Review (end 2015) to establish the impact of the programme interventions outlines in the different results frameworks
* The Task Teams will receive guidance from the UNCT and technical support from the Results Based Management Committee and the UN Resident Coordinator’s Office.
* The UNDAF Evaluations are supplemented by agency evaluations of specific programmes , as per agency HQ requirements
* The UNDAF evaluations will leverage government and sector evaluations

Reporting

* M&E is executed jointly based on the outcomes outlined in the UNDAF 2012-2015 and the outputs and activities outlined in the Joint Annual Work Plans
* Regular Reporting by the Task Teams to the UNCT on programme implementation progress
* Joint Annual reporting through the single UN Annual Progress report to donors and government
* As for now, agencies still have to report to their own Boards separately (double reporting issue)
* The UN will provide M&E data to DNPM to be included in national reporting processes, in line with the national M&E plan for the MTDP 2011-2015
* The Task Teams will receive guidance from the UNCT and technical support from the Results Based Management Committee and the UN Resident Coordinator’s Office.

## 3.7 Management Arrangements

The 4 year Environmental Management and Climate Change Strategy will follow the UN management arrangements as they were designed under the Delivering as One mechanism:

* The **Joint Steering Committee** (JSC) chaired by GoPNG and the UN Resident Coordinator oversees programme design and implementation, and approves resource allocations from the UN Country Fund. The JSC meets annually.

*For further details, please refer to the ToR of the Joint UN Steering Committee.*

* The UN Country Team (UNCT) consists of UN Heads of Agencies and provides strategic guidance to the UN System in PNG and manages the individual agencies on a day-to-day basis. The UNCT meets monthly.

*For further details, please refer to the ToR of the UN Country Team.*

* The **Programme Steering Committee** (PCC) consists of the senior programme managers in the UN and oversees and coordinates programme implementation as well as advises the UNCT on programme related matters. The PCC meets monthly.

*For further details, please refer to the ToR of the Programme Steering Committee.*

* **Task Team**: Under the Delivering as One approach in PNG, the UN agencies have pooled their thematic programme specialists in Task Teams (TT). The Task Team is responsible for day to day UN programming and planning, implementation, monitoring and evaluation, reporting and resource mobilization. The Task Team meets 1-2 each month.

*For further details, please refer to the ToR of the Task Teams.*

* The **Annual Work Plan Steering Committee** (AWP-SC) consists of Government line Ministries, partners and donors and reviews and approves individual sectoral Joint Annual Work Plans. The AWP SC meets annually.

*For further details, please refer to the ToR of the AWP Steering Committee.*

* The **inter-partner Technical Working Groups (TWG)** inform the UN Task Teams Annual Work Plans and form the platforms for broader Aid Coordination and policy dialogue for various sectors;
* **Implementing Partners** are in most cases government line ministries or civil society organizations who have partnered with the UN with the aim to implement the various activities outlined in the UNDAF 2012-2015 and the Joint Annual Work Plans.

In the case of Child Protection, the Child Protection Task Team (CP TT – Head UNICEF) will be responsible for the delivery of the outcome as per the Annual Work Plans (AWPs are developed on a yearly basis and adjusted to progress in the different areas). The main government counterparts of the TT are: Department for Community Development, Department of Justice and Attorney General (Magisterial Services, Village Courts and Land Mediation Secretariat, Royal Papua New Guinea Constabulary, Community Based Corrections). They are all active representatives at planning meetings and at the Annual Work Plan meetings which are co-chaired by DfCD and the UN (UNICEF) which provides the overall management and oversight structure. In the addition, the CP TT works closely with the Office of Lukautim Pikinini which resides within DfCD and the Juvenile Justice Committee which is comprised of Department for Justice& Attorney General agencies. Representatives from the National Departments of Education and Health and National Planning contribute to the planning process.

Overall, the CP TT will work closely with Steering Committee representatives to ensure UN programming at the Intermediate Outcome and Output level is in line with Government policies and planning instruments but also to benefit from other national and international stakeholders.

# Annex 1 – Child Protection Programme Strategy

# Protective Environment Framework

The Child Protection Programme is guided by the UNICEF Protective Environment for Children Framework (Langdren, 2005) [[16]](#footnote-16). The Protective Environment Framework was developed out of a recognition that global child protection efforts continued to have limited effect on the long term protection of vulnerable children. Langdren noted that this was largely due to a focus on palliative interventions, rather than a holistic preventative approach.

The Protective Environment Framework proposes that 8 elements must be addressed simultaneously, and that when these elements are functioning effectively, communities will maximise the prevention of abuse and exploitation of their children. It is a long-term approach to preventing abuse and exploitation for all children as well as addressing the rehabilitation and recovery of those who have been abused.

* **Government Commitment and Capacity:** Government interest in, recognition of and commitment to child protection is essential to creating a protective environment. At the national level this can include ratification of international conventions and the development of child protection policies and national action plans. At the provincial and district level this includes government implementation of action plans; making budgetary provisions for child protection activities; and strong public statements against violence, abuse and exploitation of children.
* **Legislation and Enforcement:** An adequate legislative framework and its consistent implementation will strengthen the protective environment. At the national level this refers to the incorporation of relevant international standards into existing legislation; and allowing children to have access to child friendly and confidential legal procedures. At the provincial and district level this means government and justice officers are aware of and understand child protection legislation e.g. Juvenile Justice Act, Lukautim Pikinini Act, and that such legislation is consistently implemented and enforced.
* **Culture and Customs:** In societies where attitudes or traditions permit various forms of abuse e.g. child marriage, the environment is not protective. Culture is not static and is under a continuous state of change, it is vital that cultures that harm children are challenged and those that protect children are promoted and enhanced. At the national level this can include public statements challenging harmful cultural practices, while at the provincial and district level this includes working with local communities to confront norms and practices that legitimise and perpetuate child abuse and family violence. The Village Court Secretariat, with the support of UNICEF is working with village court officials and community members to identify and challenge attitudes and practices harmful to children and women at the village level.
* **Open Discussion:** Communities and children need to be free to speak up about protection issues affecting them or other children. At the national and international level, media attention and civil society engagement with such issues contribute to child protection. At the provincial and district level this can be assessed by the ability of community members to refer to such issues at home, at work and school, and in public without threat or ostracism.
* **Children’s Life Skills, Knowledge, and Participation:** If children are aware of their rights and alert to possible dangers they will be less susceptible to abuse. Children need information and knowledge to protect themselves; they also need safe and protective channels through which they can express themselves. This involves widespread rights awareness, and education for children in problem solving and negotiating skills.
* **Capacity of Families and Communities:** Health workers, teachers, police officers, social workers and others who interact with children on a regular basis need to be equipped with the skills, knowledge and motivation to identify and respond to child protection problems. The capacity of families and communities to protect their children is also essential.
* **Essential Services:** Child victims of abuse are entitled to care and non-discriminatory access to basic social services. At the provincial level this includes a juvenile justice system and trained police force, functioning health and social welfare system and easy access to care and support when rights have been violated.
* **Protective Monitoring, Reporting, and Oversight:** A protective environment for children requires an effective monitoring system that records the incidence and nature of child protection abuses and allows for informed and strategic responses. At the national level this includes child rights monitoring mechanisms, and at the provincial level the establishment of systems to identify vulnerable children. The most basic information required is the registration of a child’s birth.



### *Figure 1: Protective Environment Framework*

# Systems Building

In line with global best practice, the Child Protection Programme adopts a systems-building approach to child protection. The UNICEF East Asia and Pacific Region Child Protection Strategy posits that child protection systems are embedded in the political, cultural and socio-economic contexts in which children live. These contexts vary and evolve as a function of their available resources; values and norms; and the degree to which they recognise and acknowledge child protection risks. Within this context, there are three broad systems that interact with each other and the broader political, cultural and socio-economic contexts to create a child protection system. These systems are described in more detail below.

**Social Welfare System**

The social welfare system is “the range of social services by which a country meets children’s basic needs and protects them from violence, abuse and exploitation (EAPRO, 2007, p.9)”.

This system reaches beyond the statutory child protection service to encompass a range of basic services including accessible and affordable education, nutrition and basic health services, employment and livelihood opportunities, and social work or other specialized services to provide support to survivors and at risk populations. It also recognises the necessary interplay and cooperation between the government and non-government and civil society sectors in ensuring equitable and accessible social protection for all children[[17]](#footnote-17).

In Papua New Guinea, the Office of Child Welfare within the Department for Community Development has lead responsibility for child protection. This agency is supported by the Child Welfare Council, a statutory body responsible for monitoring the implementation of the child protection legislation and providing government with ongoing technical and policy advice. A number of other agencies also have a clear responsibility for collectively providing a holistic social protection system, including (but by no means limited to) the Departments of Health, Education, Labour and Employment, the National Youth Commission, the National AIDS Council and the provincial, district and lower level governments. These agencies are supported by a range of community based service providers, including human service non-government agencies, church groups, charities and even individual volunteers.

As noted above, each system is interrelated and interdependent and as a consequence, law and justice agencies also play an integral role in the delivery of social protection, however, these are listed in the following section, Legal and Regulatory System.

**Legal and Regulatory System**

Each country has a “body of enabling policies, laws and regulations. In their totality, these comprise the legal and regulatory system of a society and provide the basis for official prevention and response (EAPRO, 2007, p.9). These frameworks embody the official government interest in, value of, and commitment to the protection of children.

The strategy also notes that the legal and regulatory system also encompasses the implementation and oversight bodies responsible for ensuring that these frameworks are enforced and that resources are allocated to enable full implementation. The Papua New Guinea Law and Justice Sector formally includes a number of government agencies, including the Royal Papua New Guinea Constabulary, the Department of Justice and Attorney General, the National Judicial Staff Services, Magisterial Service, Correctional Services and the Ombudsman Commission. Other government agencies that are directed by, or responsible for, the implementation of the legal and regulatory frameworks also fall within this system, and include many of the agencies listed in the social welfare system above. These agencies are also supported by a range of non-government and community based organisations.

**Social Behaviour Change System**

The action of communities and individuals is integral to the overall protection of children. The social behavior change system consists of all the “programmes seeking to change people’s values, knowledge, attitudes, beliefs and practices towards children (UNICEF EAPRO, 2007, p.8).” Often this entails awareness and education activities for government at all levels, communities, families and individuals and whilst the UNICEF strategy acknowledges that this system lacks “the cohesion and focus normally associated with the term system (p.8)”, it covers the relationships and transfer of ideas and information that is commonly associated with the activities of media and influential civil institutions. In Papua New Guinea, key players in this system would include the mass media (such as newspapers, radio and television networks), universities, advisory councils, peer education networks and village level decision-making mechanisms.

1. The development aspects of Humanitarian Response are reflected in the UNDAF, under Disaster Risk Management. However, the actual response in case of disaster is not reflected due to significant differences in cycle times, response times and funding mechanisms between structural development assistance and humanitarian response. [↑](#footnote-ref-1)
2. For further details, kindly refer to the UNDAF 2012-2015 document, which can be obtained from the UN PNG website [↑](#footnote-ref-2)
3. GoPNG & UNICEF. (draft). CSEC and CSA in Papua New Guinea. [↑](#footnote-ref-3)
4. To date, the Family and Sexual Violence Action Committee report that they are aware of only two special measures that have been granted since the gazettal of amendments to the Evidence and Sexual Offences Acts. [↑](#footnote-ref-4)
5. GoPNG. (2007). Village Courts Secretariat Operational Plan. [↑](#footnote-ref-5)
6. Amnesty International. (2006). Papua New Guinea: Violence Against Women – Not Inevitable, Never Acceptable [↑](#footnote-ref-6)
7. UNICEF. (2006). CSEC and CSA – A Regional Report. UNICEF EAPRO [↑](#footnote-ref-7)
8. UNICEF. (2001). Speaking Out – Voices of Children and Adolescents in East Asia and Pacific. UNICEF EAPRO. [↑](#footnote-ref-8)
9. Law Reform Commission. (1992). [↑](#footnote-ref-9)
10. Save the Children. (2007). Psychosocial Counselors Implementation Report. [↑](#footnote-ref-10)
11. Civil Registry – Official Statistics as at July 2007. [↑](#footnote-ref-11)
12. Committee on the Rights of the Child, *Concluding Observations of the Committee on the Rights of the Child: Papua New Guinea* (Unedited Version) CRC/C/Add.229 (30 January 2004). [↑](#footnote-ref-12)
13. Not yet proclaimed but anticipated to occur in 2011. [↑](#footnote-ref-13)
14. Amnesty International. (2006). Papua New Guinea: Violence Against Women – Not Inevitable, Never Acceptable. [↑](#footnote-ref-14)
15. Langdren, K. (2005). The protective environment: Development support for child protection. *Human Rights Quarterly, 27*, 214–248. [↑](#footnote-ref-15)
16. Langdren, K. (2005). The protective environment: Development support for child protection. *Human Rights Quarterly, 27*, 214–248. [↑](#footnote-ref-16)
17. UNICEF. (2007). Child Protection Programme Strategy and Programming Process. UNICEF EAPRO: Bangkok. [↑](#footnote-ref-17)