

**Yumi Evriwan i Protektem ol
Pikinini Tool Review
Save the Children - Vanuatu**

Evaluation Report

March 2014

Yumi Evriwan i Protektem ol Pikinini Tool Review

Save the Children - Vanuatu

Evaluation Report – Executive Summary

Background

The Australian Aid Program-funded Stretem Rod Blong Jastis/Vanuatu Law and Justice Partnership (VLJP) has provided support to the sector priorities of Vanuatu's Ministry of Justice and Community Services (MoJCS) since 2012. Part of this support includes the provision of a grant to Save the Children – Vanuatu (SCV) to implement a child protection pilot program. The VLJP provided funding of VUV 55,000,000 for the eighteen-month pilot phase of a multi-year program that was designed to run from 2012 to 2016. The current contract between SCV and VLJP began in July 2012 and finished in December 2013, with a six-month extension provided to support the evaluation of programming and approaches. To date, the YEPP tool has been piloted in more than 40 communities in three provinces in Vanuatu. As an integral part of SCV's broader Child Protection Program (CPP), the YEPP tool was envisioned as a more intensive and pragmatic community based pilot approach that would support greater collaboration across all stakeholders, and ultimately inform and improve child protection practice in Vanuatu.

The YEPP tool evaluation was carried out through a document review, followed by interviews with key stakeholders in Port Vila as well as on Ambae and Tanna. For logistical and cultural reasons, purposeful sampling procedures were used, and SCV was asked to select the communities, provincial stakeholders and facilitators for the reviewer to speak with on the islands. The review included both quantitative and qualitative questions, with more qualitative questions used in communities. In total, seven communities were visited (four on Ambae and three on Tanna), and small group or individual interviews were held with a total of 26 women and 19 men. In addition, 12 YEPP facilitators (three women and nine men) were interviewed, along with a small number of provincial stakeholders who had some involvement with child protection issues and/or some experience with the YEPP tool and SCV. In Port Vila, interviews were held with 16 people including donors, SCV staff and management, individuals involved in the YEPP tool development and representatives of the MoJCS.

Findings and Analysis

The review was tasked with looking at the relevance, effectiveness, efficiency and sustainability of the YEPP tool in order to evaluate the tool's appropriateness for use in Vanuatu around child protection issues, and to identify strengths and weaknesses in order to improve practice into the future. The first two criteria – the YEPP tool's relevance and effectiveness – are treated as higher priority issues in the review.

Relevance

The findings around relevance can be summarized as follows:

- The original objectives for the YEPP tool were still generally seen to be relevant to a community engagement approach around child protection by all stakeholders, and in particular the objectives of supporting the utilization of community based child protection systems, and addressing gaps and needs at the community level.
- The objectives of the YEPP tool have changed through the 18-month pilot. The change in objectives may represent a crucial shift in the underlying theory of change that has informed the YEPP tool implementation, from a more 'testing theories and learning' approach to more of an 'empowerment' and awareness-raising approach. This change has resulted in differences in understanding and a significant discrepancy between donor and SCV perceptions around the relevance, effectiveness, efficiency and sustainability of the tool.
- The activities and outputs of the YEPP tool (as it was designed and implemented through the pilot phase) are not consistent with the original objectives of the YEPP tool, and are most consistent with the new objective of 'empowerment'. Questions around the relevance of the new objective of 'empowerment' were raised, however, relating to the sense that it encourages communities to deal with situations that are very complex and sensitive, may

have legal implications, and have already been identified as not being handled appropriately or well at the community level, on their own.

- The relevance (and appropriateness) of the use of a PHAST-based (participatory water, sanitation and hygiene) approach for child protection is questionable given the special ethical considerations and sensitivity required to deal with the very difficult, complex, and often highly culturally and emotionally charged issues surrounding child protection. In several ways, and particularly around the handling of child sexual abuse and the possibility that the community's values, interests and desires may not be in alignment with the values, interests and desires of the sponsoring organization, a PHAST-based approach may not be a good fit.
- The relevance (and appropriateness) of the use of a Training of Trainers approach to implement the YEPP tool is also questionable, particularly in light of the more intensive and reflective style of community engagement articulated in the original objectives, and the need for highly skilled and ongoing facilitation. Some of the key issues with the use of a Training of Trainers approach include the potential to reinforce unhealthy norms, issues around quality control and the tendency to focus on a more one off approach to training.

Effectiveness

Findings in the area of effectiveness were mixed, with donors generally seeing the YEPP tool as less effective than SCV. In many cases this related to the issues around the changed objectives. The new objective of 'empowerment' (identified as somewhat problematic) was seen as the objective that was the most effectively achieved through the pilot phase. Donor partners said that the YEPP tool had not delivered what they had expected, SCV said that it both had and had not delivered what they had expected and the majority of stakeholders felt that the YEPP tool had not met other stakeholders' expectations. Most stakeholders felt that the original objectives would not be achieved as the YEPP tool was currently being implemented. Communities typically had positive things to say about their experience of YEPP, with several community members stating that it had changed behavior towards children in their community.

In considering some of the successes of the YEPP tool at the community level, as well as the perception that at least one of the YEPP tool objectives - 'empowerment' – had been somewhat achieved, a number of influential factors emerged through the review, including:

- The YEPP tool, and particularly the first two activities, delivered new information and raised awareness in communities around child protection issues.
- There seemed to be a significant focus on the physical needs of children including health, hygiene, nutrition and physical safety in the village perhaps indicating that the tool had greater traction with these 'easier', less complex issues.
- The use of simple and accessible tools and activities was generally seen to be helpful.
- YEPP received 'back up', from other programming approaches offered by SCV (e.g. community-based child and youth programming around sports, health and livelihoods).
- Several communities visited appeared to be well resourced, and many were strong church communities with existing programming and engagement around child protection.
- Some excellent, experienced, and well-respected community leaders have been selected to act as local YEPP facilitators, and YEPP was a compliment to their skills and experience.
- The exceptional talent, experience and insight of the local SCV staff who were able to provide very nuanced facilitation of sensitive and complex topics was consistently identified.

In considering not only the poor achievement of the original objectives, but also taking a closer look at the partial achievement of the new objective of 'empowerment', a number of weaknesses emerged at the community level, including:

- Significant lack of quality control - partly based on the Training of Trainers approach - resulting in confused and inconsistent information and messaging (e.g. significant issues around when and how to refer matters to police in one community)
- Missed opportunities relating to a lack of substantial input from local staff, a commitment to 'form over function', and a lack of engagement with the legal context for child protection and

issues around child rights - even when communities themselves requested this - given SCV's decision to move away from using a rights based approach.

- An oversimplification of issues - in an effort to be 'accessible' - resulting in a lack of more nuanced and sophisticated engagement at the conceptual level resulting in a very 'black' and 'white' and often simplistic treatment of complex issues and even a sense of alienation, along with confused and problematic messaging.
- The use of culturally and ethically problematic tools to deal with issues around sexual abuse. In particular the use of picture cards with graphic depictions of child sexual abuse, and public questioning around personal and confidential experiences of sexual abuse through the pocket chart, were identified as problematic by a range of stakeholders. While some stakeholders identified the utility of the use of picture cards as an entry point for the discussion of sensitive topics, a number of people questioned their use in mixed groups of men and women (because of cultural issues) and with children. It is also unclear if these pictures comply with the ethical and policy guidelines of SCV, VLJP, MoJCS and the AAP.
- Cultivating a sense of disempowerment given the YEPP tool's focus on what not to do, with very few alternatives and little to no follow up. Several stakeholders identified this as particularly problematic for women, and suggested that the tool engage more carefully around gender issues and the realities of women's lives including more complex and mindful messaging (e.g. of children participating in household chores as a form of abuse).
- Several issues around monitoring and evaluation relating to the lack of effective baseline information (due to the implementation method and the failure of the tool to provide an integrated baseline), and major issues involving the use of largely anecdotal and unreliable information around highly sensitive topics derived from the pocket charts as 'research'.

Efficiency and Sustainability

Efficiency and sustainability were treated as lesser priorities in the review. In both cost-effectiveness and adequacy of progress towards objectives, the collective quantitative results were average. Some SCV staff felt that given that the YEPP tool was delivered to a relatively high number of communities this had increased cost effectiveness. Several areas of inefficiency were identified by stakeholders, however, including the inordinate amount of time donors felt they had spent overseeing the work of SCV in the YEPP pilot, in light of the fact that SCV is a well-resourced, experienced, international organization.

Results in efficiency and sustainability were also impacted by the issue of the changed objectives. Donors and SCV both suggested that adequacy of progress would have increased if SCV had carried out YEPP as the more intensive community based and very limited pilot that was originally envisioned in the proposal. Sustainability, based on the use of learning derived from the YEPP tool by others including government and NGOs, was rated as very low by all stakeholders, again linked to the shift in objectives. Significant issues were also raised, including by communities themselves, relating to the way that YEPP was delivered through the pilot as more of a standalone, one off training approach, without any follow up.

Discussion and Conclusions

Given the importance of the change in objectives to the overall success of the YEPP tool through the pilot, why this might have happened was explored in greater depth. A simple explanation has to do with the significant change in key players through the 18-month pilot, including the involvement of a number of different consultants in discrete aspects of the program, leading to an inconsistent understanding of the objectives. SCV was found to have a management level responsibility to ensure that objectives were pursued mindfully and within the broader guidelines and interests of all stakeholders through any changes, however, and this was therefore identified as reflective of a failure in management at SCV.

Some local staff were involved through the development of the YEPP tool, but described themselves as implementers of a program designed by others. All local staff were unfamiliar with the objectives in the original proposal, raising significant issues around lack of effective staff consultation and engagement resulting in further confusion around the intended objectives.

Issues were also raised around the notion of behavior change, with several stakeholders pointing out the difference between reported and actual change, and the idea that adults will often ‘tell you what you want to hear’. While not dismissing the validity of some of the claims about the YEPP tool’s successes, this points to the necessity for a deeper and more complex understanding of any results, given the complexity of the issues and the nature of change.

In conclusion, there was an overall sense that the YEPP tool had not progressed understanding and knowledge around child protection at the community level substantially through the 18-month pilot. This refers not only to failures in meeting donor expectations in several areas, but even more importantly to the shift away from a more intensive, testing theories, learning oriented pilot, to a largely discussion-based information and awareness exercise delivered through a Training of Trainers approach. Substantial weaknesses relating to the design, implementation and monitoring of the YEPP tool were also raised that must be addressed moving forward. The recommendation was made to return to the YEPP tool’s original promise as a learning tool, and the original theory of change and approach, but with the understanding that SCV must be very clear on its role in influencing change, and engage in any future community engagement work around child protection in a very mindful, complex, respectful, measured and highly reflective way.

Recommendations

1. **SCV should not continue to use the YEPP Tool in its current form.**

- Picture cards depicting acts of sexual abuse should be removed from circulation.
- Results of the pocket chart should not be construed as research findings, and any reports based on these ‘findings’, including SCV’s recent baseline report, should not be circulated.
- Communities that have experienced a YEPP session and YEPP facilitators in the provinces should ideally be considered for follow up in any future programming approaches.

2. **SCV should engage in an assessment of its broader child protection toolkit (e.g. Basic Child Protection Training, YEPP, previous Pacific Children’s Program and Child Rights training, Positive Discipline, etc.) and seek a new way forward.**

- All activities should be assessed to ensure that they are in line with broader child protection programming objectives, needs and directions and broadly appropriate to the local context.
- Activities targeting sexual abuse in particular should be reviewed and assessed for appropriateness and used in a very measured and highly monitored way.

3. **SCV’s approach to community engagement around child protection should be redesigned with consideration of the following:**

- More intensive community work should be carried out as an actual pilot with a select/small number of communities and delivered by SCV staff.
- Should be part of an integrated approach to programming at SCV.
- Should ensure general coherence in messaging with other key stakeholder groups.
- Should consider the use of good values in *kastom* as an entry point, and begin to engage in more complex discussions about other issues in *kastom* (e.g. circumcision).
- Should be cognizant of the practical realities of people lives and avoid simple messaging.
- Should engage in a proper baseline before work is carried out, and should include ongoing monitoring of appropriateness, effectiveness and progress.
- Should be framed within a rights based approach.
- Should be framed within the context of Vanuatu law and include clear and consistent messaging about referral and reporting.
- Should take the complexities of women’s lives and gender into account in an active way.
- Should ideally include a suite of varied/different approaches for different groups.
- Should involve ongoing, and significantly more engaged, management oversight by SCV at all levels.

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Evaluation Report

Background Summary

The Australian Aid Program-funded Stretem Rod Blong Jastis/Vanuatu Law and Justice Partnership (VLJP) has been providing support to the sector priorities of Vanuatu's Ministry of Justice and Community Services (MoJCS) since 2012. Part of this support includes the provision of a grant to Save the Children – Vanuatu (SCV) to implement a child protection pilot program. SCV's Child Protection Program (CPP) was developed in collaboration with the MoJCS and is described in the original project proposal as being: *"In line with MoJCS research, strategy and priorities...[and adopting] an approach that strengthens and builds on existing systems and structures at national, provincial and community levels."*¹ The project proposal also stated an intention to move SCV's child protection programming *"...away from predominantly awareness-raising interventions towards more practical and pragmatic programming that will build towards a continuum of care for children in Vanuatu."*²

The VLJP provided funding of VUV 55,000,000 for an eighteen-month pilot phase. This was intended to be the first phase of a multi-year program from 2012 to 2016. The more general aim of the first phase of the child protection approach at SCV, as articulated in the original one-year project proposal, was to pilot a range of approaches and to build relationships in order to provide *"...a platform for the design phase of Stretem Rod Blong Jastis"*, as well as to inform SCV's ongoing child protection work. With the assistance of an external consultant, the Yumi Evriwan i Protektem ol Pikinini (YEPP) tool was developed by SCV as one of the approaches to be piloted in order to assist SCV in their efforts to meet several of the key objectives of the planned one-year pilot phase within the context of their broader CPP.

The current contract between SCV and VLJP began in July 2012 and finished in December 2013. An extension of six months was provided to SCV to support the evaluation of programming and approaches undertaken in the first 18 months, in order to assess and ultimately enhance the program's effectiveness and to build findings and learning into the next phase. To date, the YEPP tool has been piloted in more than 40 communities in three provinces in Vanuatu - Sanma, Penama and Tafea – with more focused monitoring work carried out with 15 of these communities (five in each province) in the latter part of 2013³. SCV produced two reports in December 2013, the *Pilot Project Baseline Report*, focusing mainly on the YEPP tool implementation, and the *Pilot Project Completion Report*, focusing on the broader range of child protection activities that were carried out over the first 18 months.

Purpose

The overall purpose of the YEPP tool evaluation is to:

1. Evaluate whether the YEPP tool is an appropriate tool for Vanuatu for:
 - Collecting data on child protection knowledge, attitude and practices;
 - Advancing education about child protection; and
 - Strategizing community responses to child protection.
2. Evaluate the strengths and weaknesses of the implementation of the YEPP tool including ongoing adaptation.
3. Suggest improvements to the YEPP tool that will feed into the broader Child Protection Program design and strengthen the tool for future use.

Key Stakeholders and Intended Users

The YEPP tool evaluation was governed by a Steering Group with representatives from the key

¹ *Vanuatu Child Protection Governance Project 2012-2013*, May 2012. Page 7.

² Ibid.

³ *Yumi Evriwan I Protektem [sic] ol Pikinini (YEPP) Pilot Baseline Report*, December 2013. Page 4

stakeholder groups in the evaluation including: VLJP (Natalie David, Partnership Coordinator and Bu Wilson, Monitoring and Evaluation Specialist), SCV (Joanna Spencer, Child Protection Program Manager and Elizabeth Emil, Child Protection Program Assistant Manager), and the AAP (Helen Corrigan, Senior Program Manager – Law and Justice). This Steering Group represents the primary intended users of the YEPP Tool Evaluation Report.

Methodology

The YEPP tool evaluation was carried out through a review and analysis of key documents (see Appendix 2), and through semi-structured interviews with stakeholders in Port Vila, as well as on Ambae and Tanna (see Appendix 4). The majority of interviews took place from Monday February 10 to Friday February 28, 2014 (see Appendix 3). Guiding questions (see Appendix 1) were developed to focus the evaluation, and were agreed to by the Steering Group in the Final YEPP Tool Evaluation Plan. The guiding questions were used to construct interview guides for various stakeholders, including SCV staff, donor partners, YEPP facilitators and other individuals and organizations that were interviewed.

As the YEPP tool evaluation was conducted in a reasonably short timeframe, purposeful sampling procedures were used⁴. The YEPP tool evaluation sought to interview all of the SCV CPP management and staff, key donor and government partners, as well as stakeholders in Port Vila, and on Ambae and Tanna. Notes were kept on the key documents utilized, and the responses to all interview questions were organized and systematically processed. Interviews were recorded for note taking purposes only, and information was checked for accuracy where necessary. All stakeholders were informed about the purpose of the evaluation, and were asked for their consent to be recorded before interviews were carried out.

The interview guides contained questions that were adapted to each stakeholder. A limited number of quantitative questions were used with donor and SCV partners in Port Vila. On Ambae and Tanna, more qualitative questions were used, with the exception of a limited number of questions requiring a 'YES' or 'NO' answer. Given the reasonably small data set, data was processed by reading qualitative interview responses, listening to recordings, and through analysis of the information gathered. More quantitative interview questions were entered into a spreadsheet. Unusual or contradictory information is noted in the body of the report, and priority issues are brought to the reader's attention in the report.

Independence

This review, including the recommendations, reflects the reviewer's professional opinion based on more than six years of experience carrying out research and community engagement in Vanuatu, as well as over 15 years working in Pacific focused academic and civil society organizations. An Aide Memoire, including preliminary findings and draft recommendations were presented to the Steering Group and several key stakeholders (including the SCV Child Protection Team, and the SCV Acting Country Director) on Tuesday March 11, 2014. All feedback provided in this session, as well as comments provided by email following the session were taken into consideration in the drafting of the report. The Steering Group was also given an opportunity to provide feedback on the Draft Evaluation Report. Ultimately, however, the YEPP Tool Evaluation Report reflects the evaluator's independent professional judgment.

Limitations

The YEPP tool has been piloted by SCV in more than 40 communities on four islands in three provinces, involving more than sixty community facilitators, and several hundred community members. Given the limited number of days available for this review, and the remote location of several pilot communities on Erromango and on Santo, it was agreed that the reviewer would travel only to Ambae and Tanna for the purposes of this review. Given the time limitations and logistics, as well as cultural considerations, SCV was asked to select the communities and

⁴ The SCV Child Protection Team in Port Vila were asked to select three communities on each island, and to provide the names of trained facilitators and community members for the reviewer to speak with.

facilitators for the reviewer to speak with, and to organize these visits. While every effort was made to ensure the validity and independence of the review within this context, the selection of communities and respondents was not randomized. As a result, there may be some bias reflected in responses from community members and provincial stakeholders.

The sensitivity of the subject matter and ethical considerations involved in working with children, as well as the limitations in time and scope already outlined, made it possible to gather the perspective of a more limited number of individuals, particularly at the provincial level. In total, seven communities were visited (four on Ambae and three on Tanna), and small group or individual interviews were held with a total of 26 women and 19 men⁵. In addition, 12 YEPP facilitators (three women and nine men) were interviewed, along with a small number of provincial stakeholders who had some involvement with child protection issues and/or some experience with the YEPP tool and SCV. In Port Vila, interviews were held with 16 people including donors, SCV staff and management, individuals involved in the YEPP tool development and representatives of the MoJCS.

To increase validity, findings were triangulated by asking a similar set of questions across the various stakeholders, and by weighing findings with information in the document review. A number of emerging issues in the review, including findings from the communities, were also discussed with key stakeholders to check credibility and to gather further thoughts and insights. Given that this is a formative review, and that all findings are intended to feed into the ongoing refinement of the YEPP tool and SCV's broader Child Protection programming, these limitations should not pose a barrier to the ultimate utility and validity of the evaluation process. Wherever limitations may be of relevance, however, this is documented clearly in the report.

Findings and Analysis

Overview

Overall a somewhat mixed picture emerged through the YEPP tool evaluation. The quantitative results highlighted some areas of success but also included some more average and sometimes even poor results in key areas. In several places there was a significant difference in donor and SCV expectations and perceptions of success and progress. The qualitative findings helped to sketch out why this might be the case, and provided further nuance and context. While the review was tasked with examining the YEPP tool in terms of its broader relevance, effectiveness, efficiency and sustainability, key issues emerged through the review that related specifically to the relevance and the effectiveness of the YEPP tool. These criteria represent the two broader areas that warrant closer scrutiny by stakeholders and will, therefore, be treated as higher priority issues in the review, and in the conclusions and recommendations.

It is worth stating that the YEPP tool was developed with the intention of improving the lives and circumstances of children within the context of their families and their communities in Vanuatu society, and the review recognizes the collective good will and the good intentions of all parties involved in this process. The review also recognizes the sensitive and compelling nature of the set of issues surrounding child protection. For this reason the review will work from a perspective of shared interest, as well as a sense of shared responsibility, across all key stakeholders. While donor needs and interests, and accountability to those needs and interests, are obviously always a concern in any evaluation, the mutual and overriding goal of this review is to seek to identify places of strength and weakness in the YEPP tool and its implementation over the past 18 months in order to improve collective practice into the future, for the benefit of children, their families, and communities in Vanuatu.

Relevance

⁵ Despite a request to speak only with people who had experienced the YEPP tool, as some interviews progressed it became clear that a small number of women and men in two communities had not participated in a YEPP session. When this was the case, it was noted, and questions were directed to the people who had experience with YEPP.

The Relevance of the YEPP Tool Objectives for Community Engagement

The reviewer was guided in the first part of the review to examine three questions relating to relevance. The first question (see Appendix 1) was intended to examine the various objectives associated with the YEPP tool in order to gauge their ongoing relevance for a community engagement approach focusing on child protection issues in the context of Vanuatu. The quantitative results⁶ (see Appendix 5 - Table 1) identified two objectives, both from the original proposal, that were seen to be of greatest and ongoing relevance across the two stakeholder groups: supporting the utilization of community based child protection systems, and addressing gaps and needs at the community level. The objective of gathering baseline data on child abuse in Vanuatu was collectively seen as the least relevant. In addition to the listed objectives, testing theories for how to approach child protection at the community level was also raised as a relevant objective for carrying out community-based work on child protection in Vanuatu.

The Issue of the Changed Objectives

Two key issues emerged in the discussion of the ongoing relevance of the objectives that are worth exploring in more depth. The majority of stakeholders when asked if the objectives for the YEPP tool had changed through the 18-month pilot project said that they had. The exception to this was the group of local SCV staff members, who all responded that the objectives for the YEPP tool had not changed in their view (why this might be the case will be examined further below). In fact, the objectives of the YEPP tool did change significantly during the 18-month piloting period. The original set of objectives for the YEPP tool can be found in the original one-year proposal for SCV's Child Protection Governance Project (CPP). In this proposal, the CPP in general was identified as having three overarching objectives. The key objectives relating to the YEPP tool, as articulated in the original project proposal (and in no particular order), include:

- Supporting the development of a participatory approach to community planning around child protection issues, including the active participation of children in the development of their own communities' child safety plans.⁷
- Supporting the utilization of community-based child protection systems (including prevention, abuse identification and reporting and referral mechanisms) within communities through community developed and owned child protection mechanisms and building on *kastom* values.⁸
- Gathering simple and transparent, child-focused baseline data regarding the nature and prevalence of child abuse in Vanuatu⁹, as well as behavior change in relation to interventions around child protection at the community level.¹⁰
- Strengthening child protection practice at the community level, particularly through the analysis of community child safety plans, in order to identify and analyze issues, gaps, and resourcing needs.¹¹
- To contribute to area, provincial and national planning and policy development (including supporting the MoJCS in the development of Child Protection Guidelines).¹²

In some of the more recent project documents, however, the YEPP tool has been described as having only two objectives¹³:

- To empower communities to address their own child protection issues by promoting child protection awareness and understanding, which in turn leads to behavior change.

⁶ A select group of respondents, made up of donor partners and SCV staff and management in Port Vila were asked to rate relevance on a scale from 1 to 5 with 1 being not very relevant, and 5 being very relevant.

⁷ *Vanuatu Child Protection Governance Project 2012-2013*, May 2012. Outcome 1.3, Page 21.

⁸ *Ibid*, Outcome 2.2, Page 22.

⁹ The original proposal refers only to "child-focused baselines" (under Outcome 1.3 on page 21), however this was also interpreted over the 18-month as "baseline data on the nature and prevalence of child abuse in Vanuatu" as demonstrated in recent documents including the *YEPP Pilot Baseline Report*, December 2013.

¹⁰ *Vanuatu Child Protection Governance Project 2012-2013*, May 2012. Outcome 1.3, Page 21 and Outcome 2.3, Page 23.

¹¹ *Ibid*, Outcome 1.1, Page 20 and Outcome 2.3, Page 23.

¹² *Ibid*, Outcome 1.1, Page 20, Outcome 2.1, Page 21 and Outcome 2.3, Page 23.

¹³ *Yumi Evriwan I Protektem ol Pikinini Pilot Project Completion Report*, December 2013. Page 15.

- To enable the collection of information concerning current knowledge, attitudes and practices in communities about child protection issues in order to provide a baseline for monitoring and evaluating change as a result of the project intervention.

Several stakeholders raised concerns about the changing of the objectives in a way that seemed ‘after the fact’. Several issues were also raised about the relevance of the new objectives themselves¹⁴. The notion of empowering communities to ‘address their own issues’, in particular, elicited a number of comments from a range of stakeholders including donors, SCV staff and a key provincial stakeholder. The notion of empowerment was problematized by some of these stakeholders in the following way:

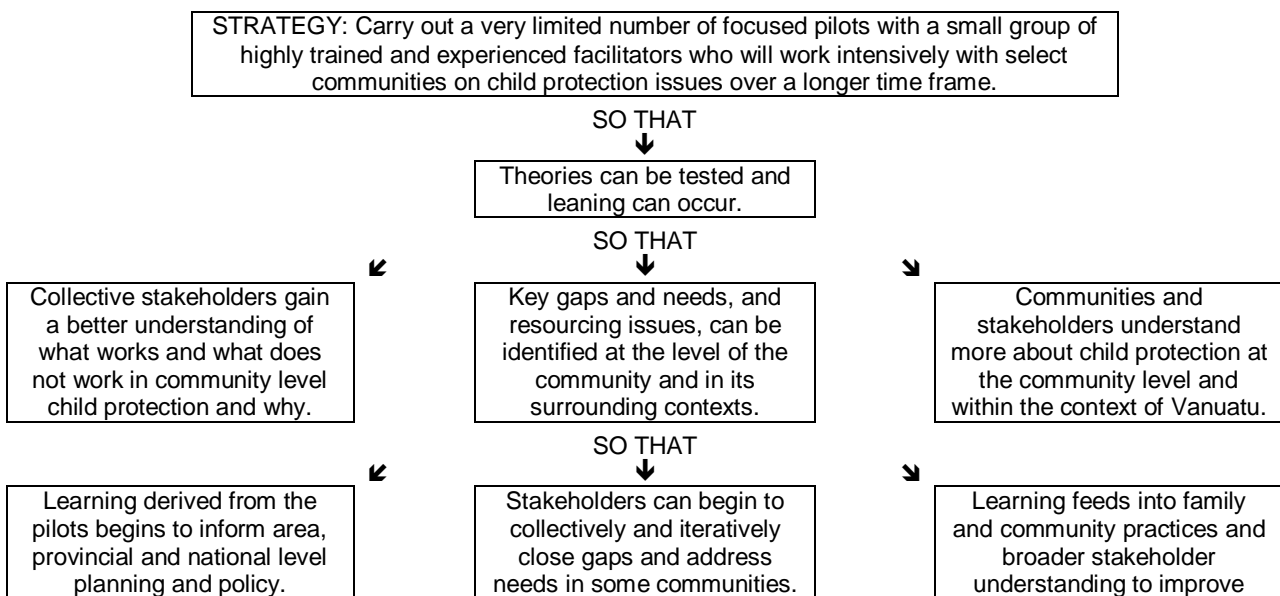
These are very hard issues to address alone, within communities anywhere. I think that there needs to be recognition that a lot of this needs to be supported by somebody, be that government or be that external programs...some of those sexual assault issues, how can they be dealt with by communities, without support?

If we leave it to the communities to deal with these issues, it won't help them to really deal with the problems. We need to work together to really deal with the problems – to look at who should deal with this kind of thing, and who should deal with that. It's also a way to hold hands with communities to reduce child abuse in the community. Communities and stakeholders should work together – hold hands together – for the children.

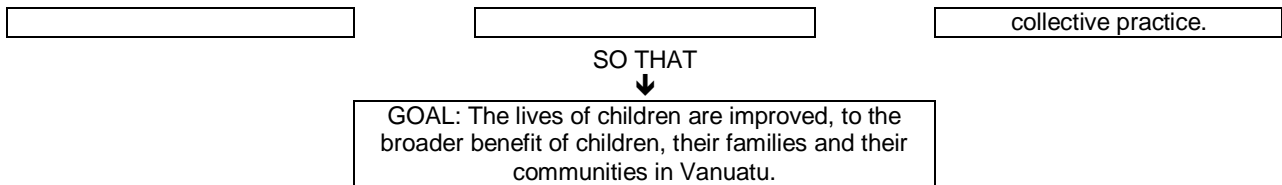
The relevance of the objective of empowerment was raised as an issue mainly because it emphasizes encouraging communities to deal with situations that are often extremely complex and sensitive, may have legal implications, and in the broader context of Vanuatu have already been identified as not being handled appropriately or well at the community level. The sense of shared responsibility and the need for a more linked and unified, whole of sector approach is also missed in this view.

A Shift in the Theory of Change

The changing of objectives through the past 18 months represents not simply a technical change or adjustment, however, but in many ways is indicative of what can be seen as a deeper modification to the theory of change that has guided the YEPP tool pilot. As this set of changes represents a crucial piece in understanding the relative successes or weaknesses of the YEPP tool through the pilot phase, it is worth exploring a little further. The theory of change that underpins the original proposal and the objectives for the YEPP tool could be imagined as:

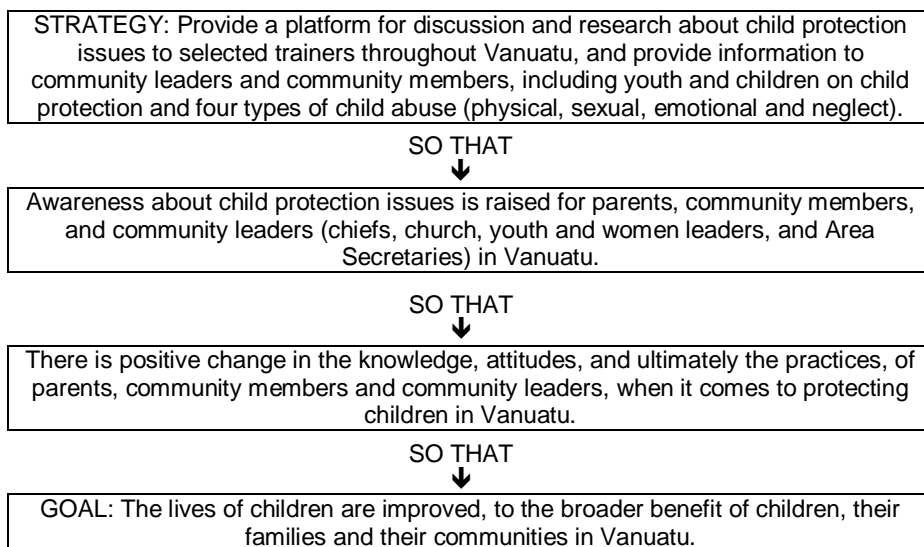


¹⁴ The second new objective should be part of the management approach and strategy, and not an objective.



As a very slow and focused, more mindful kind of ‘testing theories’, and intensively community based approach, this strategy is premised on very close quality control, ongoing reflection and learning, and active and iterative monitoring and evaluation (for SCV internal purposes as much as for donor purposes). It is also based on the understanding that deeper and better knowledge and improved collective practices across the broader sectors of engagement around child protection in Vanuatu will ultimately, and in a more sustainable way, improve outcomes for children, their families, their communities and society as a whole in Vanuatu.

On the other hand, the theory of change that seems to underpin the more recently articulated objectives for the YEPP tool could be imagined as:



As a more straightforward awareness raising approach, this theory of change is premised on the understanding that increasing information and awareness will lead to behavior change over the longer term. Monitoring and evaluation within this framework becomes more about reporting back to donors and looking to see if positive change in knowledge, attitudes and practice is actually occurring as anticipated.

There is no doubt that the original ‘testing theories’ approach and the more recent ‘empowerment’ approach are significantly different in their scope, intentionality, and in their assumptions around change. This adjustment to the deeper rationale for doing this community engagement work has also most likely resulted in the sense that donors and SCV are almost speaking a different language. This situation also accounts, in a substantial way, for the discrepancy between donor and SCV perceptions around the overall relevance, effectiveness, efficiency and sustainability of the YEPP tool. How this change might have impacted the piloting of the YEPP tool, and why this key change took place, will be explored in greater detail at various points throughout the review and in the concluding discussion.

The Relevance of the YEPP Tool, Activity and Outputs in Meeting Objectives

Under relevance, the review was also tasked with exploring two further questions (see Appendix 1) focusing on how the YEPP tool itself, and activities and outputs might be contributing to the attainment of the objectives, and consistent with its overall goals. Given the issues described above around the changes in the objectives and the underlying theory of change through the life of the project, it became clear in the review that many of the specific activities in the YEPP

approach, particularly as they were implemented, became primarily about awareness raising, and facilitating discussion around child sexual abuse for the purposes of awareness. For this reason, providing a detailed analysis of each of the eleven activities in the YEPP tool was identified to be less of a priority in the review. Comments and feedback on several activities in the YEPP tool (beyond those included below) can be provided to SCV and/or donors verbally.

Even more useful to the issue of the relevance of the YEPP tool in meeting objectives, however, is a closer examination of the tool itself, including its design and the choice of delivery method. Several issues emerge when the relevance of the tool and the methodology are examined more closely, particularly within the context of child protection. The YEPP tool is a community engagement approach that was modeled on an approach often used in public health called Participatory Hygiene and Sanitation Transformation (PHAST). SCV's documentation states that the YEPP tool is modeled on the SARAR approach, which is commonly viewed as the precursor to PHAST. PHAST and SARAR were developed by the World Health Organization and the World Bank, and have been used primarily in water, sanitation and hygiene projects.

In considering the relevance of the overall tool, the first issue worth exploring has to do with the choice of the PHAST approach for child protection. The developers suggested that, to the best of their knowledge, PHAST had not been used for this purpose before, and it was not clear that the appropriateness of using PHAST for child protection was considered very deeply. The process for adapting the PHAST approach was described as creating 'a child protection overlay' for PHAST. Many of the activities, including the use of picture cards and pocket charts come straight from PHAST, with a few activities added specifically for the purposes of child protection. In order to develop the YEPP tool, SCV brought in a PHAST specialist. This individual (who is a specialist in behavior change relating to hand washing) had no previous experience or involvement in child protection. The SCV management and staff who were involved in the development of the YEPP tool conversely had no previous experience or exposure to PHAST.

The first set of issues that comes up when looking more closely at the use of a PHAST approach in child protection is that dealing with water, sanitation and hygiene at the community level is very different than dealing with issues around children and the abuse of children. Child protection involves special ethical considerations and confidentiality issues, and requires particular sensitivity because it deals with very difficult, complex, and often highly culturally and emotionally charged issues. These issues not only have a direct impact on children, but on their families and their communities as well. The activities are usually carried out in a smaller community context where community members are often related, and in the YEPP articulation, there was a stated desire to involve children and youth in the sessions as well. It is unclear that the major differences in values, ethics, confidentiality and sensitivity, however, received more than a cursory look in the development of the YEPP tool.

To illustrate this point further, PHAST involves the use of picture cards depicting various kinds of activities associated with water, sanitation and hygiene, typically including images of things like people washing their clothes and their hands. The 'child protection overlay' developed for the YEPP tool includes, among other things, images of children being abused in various ways (e.g. "Father raping daughter", "Man touching the breast of a girl with disabilities in the bush", "Parents watching pornography with their children"). In PHAST, pocket charts (a simple tool using a wall chart with pockets and local materials like shells or stones to cast votes) are used to facilitate community members in stating preferences and sharing thoughts about things like the positioning and type of water and sanitation systems in their community. In the 'child protection overlay' developed for YEPP, the pocket chart is used to try to elicit very personal and often highly confidential and sensitive experiences of, and information about, abuse.

Another challenge with the use of PHAST in child protection also emerges from a closer look at the design of the tool itself. A key commitment in both PHAST and SARAR, and one that comes up repeatedly, revolves around the central tenet that the community must decide what is best. As a tool developed to support participatory, community-owned and led planning, in its ideal

form the community's values and decisions are paramount. In the context of the YEPP tool, this commitment to the primacy of the community's views and approaches is evident in a number of places. The YEPP Manual itself repeatedly states that facilitators are not to act as 'teachers', and regularly cautions facilitators about sharing their opinions and knowledge – encouraging them to go back to community members for all answers. In describing this aspect of the YEPP approach, the key developers said:

The whole idea of the [YEPP] methodology is that it is completely open...it's the community itself that identifies the issues, the solutions and what they need to start addressing those issues.

The priorities that the community comes up with don't necessarily align with the priorities of the organization or the Ministry. The idea is that knowledge is already within the community.

An issue with this more unilateral commitment to participatory, community-driven approaches, however, particularly in the more laden, complex and critical arena of child protection is that the desires, interests, and approaches of the community may not mesh with the interests and policies of SCV, donor partners, the priorities of the Vanuatu government, the laws of Vanuatu, and may not even be in the best interests of children. Interestingly, in speaking with PHAST experts in Vanuatu it is clear that even in the less laden terrain of water, sanitation and hygiene, sometimes what the community might want to do, (for example, installing a gravity fed water system), may not be the best fit for the community. In cases like this, even PHAST facilitators are expected to guide the community towards a 'better' decision.

When asked how SCV might deal with the potential 'misalignment of values' that could emerge from an overly rigid adherence to the ideal of participation, or, in other words, the potential conflict between what communities might want not aligning with SCV goals, policy, ethical standpoint, or commitment to human rights as an organization, one SCV manager replied:

It's very confusing and very difficult. What is our role in influencing change? Is it appropriate, is it expected?...I don't see our role as telling people 'That's right or wrong' or 'That's definitely abuse and this is illegal'. But talking with them and giving them advice that it potentially could be considered inhumane or not appropriate, or too young, that's a conversation that that community has to have themselves. Because if we're going back to the crux of the methodology of the YEPP, it has to be community-led.

While navigating these issues is certainly complex, it is worth remembering that the main reason for engaging with communities around child protection issues in Vanuatu is the fact that the collectivity of stakeholders involved in child protection have identified that 1) significant issues around child protection and child abuse are taking place at the community level in Vanuatu, 2) these issues are not always being handled effectively at the community level and 3) communities need help in addressing these issues more effectively¹⁵.

At a basic level, it is clear that any approach to child protection should aim, at the very least, to 'do no harm' to children. While PHAST projects may also be motivated by similar interests, what is at stake and the potential for real harm to vulnerable members of society, and the associated moral and legal issues, are very different in child protection. Some of these key differences were recognized early in the development of the YEPP tool, as illustrated in the following quote:

There was a danger about some of those unhealthy norms just being reaffirmed. With any strengths based, participatory, approach, it has to be done in a way - which is the difference with PHAST - where you also have some key messages and facilitators are

¹⁵ See, for example, Michael Copeland, *Mapping Report: Informal and Formal Systems to Protect Children in Vanuatu*, October 2011.

able to understand some of those key messages, and they are able to say, 'Well actually, its illegal and there is rule of law in the country' for example, or challenge - particularly around gender - to be able to challenge some of those norms.

While this crucial issue with using the PHAST approach for child protection was recognized early on, the necessity for a very particular type of facilitation and the need to really guide and mindfully navigate the community process in the context of child protection seems to have been lost or at least de-prioritized in the implementation of the YEPP tool through the pilot phase. And a number of stakeholders, as demonstrated in the quotation at the top of the page, seemed to struggle with the tension implicit in the commitment to participation and a community-led process, even when it potentially diverged from the interests of protecting children.

In a related vein, several issues also emerge when the choice of implementation method for the YEPP tool is examined more closely. In the early stages, a decision was made to use a Training of Trainers approach in the delivery of the YEPP tool. It was unclear why this decision was made¹⁶, but it is referenced in the original proposal. In a Training of Trainers approach, a group of trainers (or in the case of YEPP, facilitators), train other people, who in turn go out to deliver the approach at the community level. In the case of the YEPP tool, the highly skilled and experienced CPP staff at SCV trained community level YEPP facilitators, who were then required to team up, and go out to deliver YEPP sessions in two different communities each. As a result, none of SCV's CPP staff actually delivered the YEPP tool at the community level.

As illustrated above, however, there is a real danger of reaffirming unhealthy norms in this approach, unless there is a very particular, informed and skilled type of facilitation. This is not only a necessity in the context of child protection, as indicated above, but it is also a clear message that comes through from experiences of using PHAST in communities in Vanuatu¹⁷. The point of PHAST is to work in close partnership with communities, in a much more iterative and long term way. In fact, one PHAST expert said unequivocally, "*Training of Trainers is not PHAST.*" The need for highly skilled and engaged facilitation, and ongoing involvement and follow up is clearly expressed here:

PHAST is vulnerable to facilitation. If you've got a good facilitator – which Training of Trainers weakens, it can really weaken that process [and] you have no idea if they are really good facilitators, and you leave them with a document that is quite sophisticated. The methodology is wrong. It's really wrong. If you were going to [use] Training of Trainers you would need the human resources to support it. It would require enormous resources.

The relevance of the implementation methodology to the achievement of objectives, therefore, also emerges as problematic. The choice of the Training of Trainers approach meant that more than sixty YEPP facilitators were trained and the YEPP tool was delivered in over 40 communities. A number of other issues were raised around the use of the Training of Trainers methodology that have to do with quality control, and the tendency of the approach to focus on one off training. Since these issues relate to effectiveness and sustainability specifically, they will be addressed in the relevant sections below.

Effectiveness

General Quantitative Responses Regarding YEPP Tool Effectiveness

The reviewer was guided in this part of the review to examine several questions relating to effectiveness. For several of these questions stakeholders were asked to provide quantitative responses¹⁸ or 'YES' or 'NO' answers. The quantitative responses will be considered first, before moving onto a broader discussion of the findings that will include the qualitative

¹⁶ One stakeholder suggested that a Training of Trainers approach was seen to be more appealing to donors.

¹⁷ For example, World Vision has been using PHAST in a number of communities in Vanuatu.

¹⁸ Again a select group of respondents, made up of donor partners and SCV staff and management in Port Vila were asked to rate the effectiveness of the YEPP tool in various ways using a scale from 1 to 5 with 1 being the lowest response and 5 being the highest.

responses and a more thorough examination of findings around the YEPP tool's outputs and preliminary outcomes. The issue around the change in objectives and the underlying theory of change from the original 'testing theories' approach to the newer 'empowerment' approach also plays a key role here. And again, through this section, the discrepancy between donor and SCV perceptions and ratings of effectiveness is most likely also based in large part on this issue, as will be discussed in greater detail below.

The first question (see Appendix 1) sought to look at the effectiveness of the YEPP tool in meeting objectives. The results (see Appendix 5 - Table 2) identified empowering communities to address their own issues (a new objective) as the objective that was most effectively achieved through the 18-month pilot. Contributing to policy development (an original objective) was identified as the least effectively achieved. When stakeholders were subsequently asked to rate the overall effectiveness of the YEPP tool SCV rated the overall effectiveness of the YEPP tool at a 3 out of 5, and donors rated it at a 1. When asked if the objectives were likely to be achieved as it is currently being implemented, the majority of stakeholders felt that the objectives were not likely to be achieved as it is currently being implemented, and a small number expressed more mixed views.

The review was also tasked with looking at whether the YEPP tool had delivered what key stakeholders (SCV, donor partners, community partners, government partners) expected through the 18-month pilot. In answering this question, donor partners said that the YEPP tool had not delivered what they had expected, while SCV said that it both had and had not delivered what they had expected. The majority of stakeholders expressed the opinion that the YEPP tool had not delivered what other key stakeholders expected. The review also looked at the extent to which key stakeholders felt that the YEPP tool was serving its intended users (including SCA staff, YEPP facilitators, community leaders, community members, and provincial and national government partners). In response to this question, all stakeholders identified SCV staff as being best served by the YEPP tool, and national government partners as least served.

While the majority of the questions that were asked at the community level were more qualitative¹⁹, a limited number of 'YES' or 'NO' questions were asked in communities in order to consider how people in communities perceived the YEPP tool. As will be explored further below, all community members, community leaders and YEPP facilitators interviewed, when asked if the YEPP session had helped to improve or change how children were treated in their communities, answered 'YES'. The final set of quantitative questions relating to effectiveness had to do with whether monitoring of YEPP tool activities and outputs had been effective in strengthening the tool to achieve its objectives. In response to this question, donors identified that in their view monitoring of YEPP tool activities and outputs had not been effective in strengthening the tool to achieve objectives, while the majority at SCV felt that it had. Why this is the case, will be explored more deeply in the following sections.

In What Ways Was the YEPP Tool Most Effective and Why

As emerged in the discussion of the quantitative findings above, the feedback about the YEPP training session was generally, and in most aspects, positive at the community level. All communities visited had experienced one YEPP session that had been delivered by a small team of local facilitators²⁰, and several of the communities had also experienced a YEPP tool monitoring session²¹. The review revealed significant local level appreciation for the YEPP session among community members and community leaders interviewed²², and communities visited consistently expressed gratitude to SCV and to their donors for the YEPP session, with

¹⁹ This was due to the fact that quantitative rating scales are often difficult to use in small group interviews and at the community level. The reviewer also opted to use the limited time available with community members to try to get beyond simple answers wherever possible, and to find out more about why and how they felt that the YEPP tool had served them.

²⁰ For a more detailed profile of the YEPP facilitators interviewed, please see Appendix 4.

²¹ SCV carried out monitoring visits in 15 of the more than 40 communities where the YEPP tool was delivered.

²² For a more detailed profile of the community members interviewed, please see Appendix 4.

several communities stating that it was the 'first training' that had been held in their community. As outlined above, community members and leaders interviewed also consistently reported that the YEPP session had changed how children were treated in their community²³.

Facilitators often identified their own personal learning as a benefit of undergoing the YEPP training. They also expressed finding the YEPP tool approach and materials easy to use at the community level, because they are in Bislama and because the activities were seen to be fairly straightforward to use. At least two facilitators stated that they liked the YEPP tool for its ability to assist them in doing research, and both of these facilitators were using the 'findings' from the pocket chart in particular to compare communities, and to gauge and compare levels of sexual abuse in communities over time and by type of abuse²⁴. Several facilitators also expressed the idea that the information about emotional abuse and neglect was typically new information for communities, and they found the YEPP tool particularly helpful in that respect as well.

In considering some of the successes of the YEPP tool at the community level, as well as the perception that at least one of the YEPP tool objectives - 'empowerment' – had been reasonably well achieved, a number of influential factors emerged through the review, including:

Information and Awareness Raising: The information in the first YEPP tool activity, which provides an overview of the concept of child protection, and outlines the four different kinds of child abuse (physical, sexual, emotional and neglect) as defined by SCV, provided new information and raised awareness. The second activity, involving community members acting out four stories that are provided to them in order to illustrate the four types of abuse, was also seen as an effective and compelling way of reinforcing the new information.

Focus on Less Complex and Controversial Issues: Often when communities elaborated on their experiences of the YEPP tool, a significant focus was on the physical needs of children including health, hygiene, nutrition and children's physical safety in the village around wells and roads. For this reason, it seems possible that the tool found more traction, and was particularly successful, around these less complex, controversial and less potentially intractable issues.

Simple and Accessible Tools: As identified by local facilitators, the use of simple and accessible tools and activities that were conducted in Bislama and/or the local language was generally seen to be helpful.

Integrated Programming: It was clear during the review that some communities had also experienced significant SCV support and involvement through other programming, and that this had influenced the community's experience of YEPP²⁵.

Community Resourcing: Several of the communities visited in the review were noticeably well resourced²⁶, and many were strong church communities with existing programming and engagement around child protection. For example, when one set of community members were asked what their most pressing issues regarding children were in their community, after several prompts they finally stated that they did not really have problems with children in their community because of the strong influence and teachings of their church. The YEPP session

²³ Although this was expressed in quite different ways - for example, some communities stated that before the YEPP session there was some abuse and now there was none, while others stated that while before you did not hear about abuse, now the number of cases was rising, partly because of the awareness through YEPP.

²⁴ Issues and concerns around the use of the pocket chart and the use of 'findings' from the YEPP tool as 'research' will be discussed in greater detail below.

²⁵ In particular, several communities on Ambae had substantial experience, and had incurred substantial benefits, including the financing of a new community building, from other SCV programming including STARS (a youth focused reproductive and sexual health program that also supported youth in livelihood initiatives) and Nabanga Sport (a program encouraging child and youth participation in sports). One community consistently expressed appreciation for 'YEPP' because it got youth involved in sports. As this is not part of the YEPP tool, it was clear that these community members were expressing appreciation for the other SCV programming and initiatives in their community.

²⁶ One community in particular was the most well resourced community that the reviewer had ever visited in Vanuatu.

was seen to be mutually supportive in this regard²⁷.

Skill of Local YEPP Facilitators Interviewed: SCV, with the assistance of provincial stakeholders, have selected some excellent community leaders to act as YEPP facilitators. A number of these facilitators were already actively involved in their communities, have the community's respect, and the YEPP training was clearly an effective complement to their existing knowledge and training.

Skill of SCV CPP Local Staff: The exceptional talent, experience and insight of the local SCV staff who were able to provide very nuanced facilitation of sensitive and complex topics was identified consistently and unanimously by all stakeholders.

Communities and facilitators interviewed also expressed their feeling that knowledge and attitudes had changed as a result of the YEPP session, and it was often asserted that changes in behavior had taken place as well. One donor recognized the power of what was referred to as the 'Aha moment', and it seemed clear that a number of facilitators and community members, through their involvement with the YEPP tool, had experienced this specifically in activities like the role-playing activity. Several people shared experiences of community members, and especially older mothers, breaking down and crying after the second activity, as they came to the realization that they had 'treated their own children badly', particularly around issues of physical and emotional abuse, and neglect.

As well, several responses about the purpose of the YEPP tool illustrated the fact that a substantial number of the community members who participated in the review were able to talk about child protection in fairly consistently knowledgeable, complex and insightful ways. In a significant number of communities, people also cited the rights of children in a positive and supportive way in their responses²⁸. It is difficult to gauge whether this knowledge and these attitudes were present before the YEPP training, however, as the YEPP tool does not provide any real way of measuring knowledge, attitudes and practices before the training takes place²⁹. Whether this level of awareness arose directly as a result of the YEPP session, or whether existing information was simply reinforced or supplemented, it seems probable that some awareness and knowledge about child protection issues was expanded through community experiences of the YEPP tool. In what ways and to what ends will be explored further below.

In What Ways Was the YEPP Tool Least Effective and Why

It is clear from many of the findings cited in the first part of this section (see in particular Appendix 5 – Table 2) that several of the original objectives of the YEPP tool were not achieved or were poorly achieved. A key factor influencing the limited achievement or the non-achievement of several objectives on the one hand is the issue of the changed objectives. In many ways the most obvious and straightforward rationale for the tool's limited effectiveness in meeting objectives is simply that the objectives have changed. While it will be the contention of the review, as outlined above, that why this is the case requires further and deeper interrogation, even if the simple goal of awareness raising and 'empowerment' is considered, several issues and preliminary outcomes emerge that require further examination. In considering some of the weaknesses of the YEPP tool that arose through the review, including through discussions with stakeholders at the community level, as well as the possible reasons for why these weaknesses might exist, the following factors are the most influential:

Lack of Quality Control: Issues around quality control came up repeatedly through the review, and this is a key factor in a number of the other issues that follow in this section. Quality control issues arose in large part because of the choice to use a Training of Trainers approach in the implementation of the YEPP tool, as discussed above. A lack of effective monitoring and follow

²⁷ Although it was not clear in this community that the YEPP session had necessarily provided any new information.

²⁸ This finding is quite interesting given SCV's fairly unilateral commitment to no longer use any child rights language or discourse in their work, including in the YEPP tool. This will be explored further below.

²⁹ Significant challenges around the monitoring of the YEPP Tool will be explored in greater detail below as well.

up, as will be discussed further below, also contributed to this issue. Several facilitators raised this issue themselves, suggesting that some of the other facilitators were not as skilled at facilitation or as knowledgeable as they should be, impacting the quality of the YEPP sessions. Several stakeholders also questioned the use of youth as facilitators, including this facilitator (a youth himself) who said:

The 'Number 2 Mouth' is no good. Unless it is a really experienced person, who has experience in facilitating workshops, and someone who is very knowledgeable about the community and really understands the people, then the information that goes out to the people will be good. But if it's a shy youth, even if he has been trained by a very good facilitator, when the facilitator leaves, the youth will just go and make a mess of it on the other end. There is no way that he will be able to do anything good or useful.

A key issue arising from this lack of quality control is that what happens 'out there' can result in significant confusion, as well as misinterpretation and inconsistency in messaging, even with more experienced facilitators. This situation was particularly evident on one island where there was substantial confusion around the issue of referral to police for serious matters as a result of the YEPP training. One facilitator said that the purpose of the tool was to stop people from 'running to the Police' all the time, and said that the tool's value was in having issues dealt with more at the community level by chiefs and church leaders, even though this facilitator also pointed out that these people can also be perpetrators. In a separate interview a community member described being disempowered to take very serious matters to the police as a result of the YEPP training in the following way:

We have been told that we can't do any work or report any cases until they have given us a license. Since then they haven't given us a license. Now there are some cases, and we know they are wrong, but we can't report any of these cases, or take any of the cases to court, because we don't have a license. (See Appendix 6 - Transcript 1)

Missed Opportunities and Form Over Function: There were several examples of missed opportunities that were raised in the process of the review, often relating to the lack of space for substantial input from staff, as will be discussed further in the conclusions. For example, staff described some community requests, and their own desire, to incorporate discussion about the root causes of child abuse into YEPP sessions, but they expressed feeling as if this was not supported by management, and the sense that sticking to the existing form and activities was of greater importance. Interestingly a key stakeholder identified the lack of focus on 'root causes' resulting in more of a 'mopping the floor' approach as a key weakness of the tool.

Staff also described the experience of having discussions cut off because of time keeping issues, and the pressure to move through activities, despite the fact that discussion is a crucial element in the approach. In the words of one developer, "*Its all about the discussion rather than the activities.*" The issue of how SCV has chosen to handle rights also created confusion and a sense of missed opportunities. One aspect of this relates to the lack of clarity arising from the often rigid adherence to a community-led process, potentially even at the expense of rights as a guiding principle, as described in the misalignment of values discussion above.

The other aspect, however, relates to SCV's policy around the use of rights language. Following a review³⁰ that informed their new phase of child protection work, talking about rights has become taboo, to the extent that staff described being asked to talk about rights by community members in the context of YEPP sessions and not being allowed to do so. Interestingly, as mentioned above, several communities mentioned rights in their own descriptions of the purpose of the YEPP tool. On a related note, the lack of engagement with the legal context for

³⁰ See Michael Copeland's *Child Protection Program Review*, May 2011. Although interestingly the review does not say that rights should be removed completely. Several SCV staff members expressed being in disagreement about the removal of any discussion of rights from their work, and expressed that it was not only important but that there were successful and more complex ways of doing it that were effective at the community level.

child protection issues in the YEPP tool was also identified as a weakness, and as a missed opportunity, and most likely led to some of the confusion around referrals outlined above.

Oversimplification of Issues: The YEPP tool in some ways seems to represent a problematic understanding of the purpose and necessity for simplification. While easy to use and accessible tools are helpful in a context where there are lower levels of literacy, or at least in multi-lingual and less written-word based environments, this does not imply that either the issues surrounding child protection, or the thinking around these issues at the community level in Vanuatu is simple or should be simplified. In many ways, the YEPP tool, in an effort to be accessible, seems to involve a simplification of issues to the point that it is almost working at cross-purposes to its intentions.

This lack of complexity and more nuanced and sophisticated engagement at the conceptual level creates a number of issues. The messaging around child protection in YEPP is simplified to the extent that things are often seen quite literally in black and white terms, with YEPP often located as something from outside, despite its participatory intentions. This issue is compounded by the fact that there is very little engagement around *kastom* in the YEPP tool, including the values that might be more protective to children. Unfortunately, this lack of complex and more sophisticated engagement at the conceptual level with the realities and meaning of peoples' lives in Vanuatu may represent one of the greatest weaknesses of the tool. This is a summary of how one community framed this issue:

The simple message about education that is delivered in YEPP is to send your children to school (or, as is inferred by the language and the approach, you are treating them abusively). But even when school is accessible, it often fails children, their families and their communities. It not only treats children as if they are 'dumb', because they are required to work in English or French which represents a third or fourth language for many village children, but it also sets them up to fail (because there are not enough spaces in higher education or in white collar jobs). While children are in school they miss out on crucial learning in their own communities, and they are taught from a curriculum that is not based in any local values or knowledge, and that does not relate to, or prepare them for, their lives in the village context.

One person described this as resulting in children who are 'half baked', or in the words of this community, young people with 'mindset' problems who are equally unable to function and succeed in the village, as they are unable to successfully pursue opportunities outside of the village. At the same time, the education process that they do go through serves to alienate children from their parents (many of whom have not gone to school themselves). School, in many ways, represents losing your children to an alien - 'waet man' - system. For several people, this more complex set of realities about education in Vanuatu caused many problems relating to child protection, including the very common issues relating to 'stronghed' youth.

Within this more complex context, it seems clear that simply telling people to send their children to school, at risk of being labeled abusive parents, is problematic. It may be that the way to support the rights and interests of children in this respect is to find more successful ways of integrating the education system more effectively with peoples' lives and realities. In many ways, this simplification of messaging, even as it is based in a frame of a 'participatory' and 'community-led' approach, risks losing the opportunity to really build and work from a place of mutual understanding, and shared values and meaning which is the most powerful way to internalize learning and motivate real change. While skilled facilitators may be able to navigate this complexity to some extent, without the time and follow up, and without the best people at the front lines, the approach runs the risk of alienating communities and being seen as another thing that is from outside, and may not contribute to sustained and meaningful change.

Use of Culturally and Ethically Inappropriate Tools: Several concerns were raised around the appropriateness of how issues surrounding sexual abuse are handled in the YEPP approach. While the majority of these concerns arose in relation to the set of picture cards that

contain graphic depictions of children being sexually abused, issues were also raised about public questioning and disclosure of experiences of sexual abuse that is part of the pocket chart activity, as well as the acting out of a sexual abuse scenario. While SCV has stated that the pictures were 'field tested', several stakeholders who were involved in this process said that this was simply to ask 'What does this card say?', and not, 'Is this picture appropriate?'. Where the intended messaging was unclear, the picture was modified to reflect a more accurate depiction.

When asked for feedback on the activities, several community stakeholders raised the issue of the picture cards on their own. In the words of one facilitator, "...lots of people questioned [us] about sexual abuse, in terms of the pictures. Lots of people questioned us. They said 'Why are you telling us this is no good, but then you are showing it to us.'" This concern, while not held universally (some people, including some SCV staff members, pointed to the utility of using the cards as an entry point for broaching more difficult conversations) was a common issue. Several community members suggested that the sexual abuse pictures acted to 'educate' children, but not in a 'good' way, and there was a sense that this issue put facilitators and communities in a difficult position. SCV staff members raised concerns about the sexual abuse picture cards and the issue was also raised by senior members of the MoJCS.

The main way that the picture card issue was raised in communities was through the assertion that they were not appropriate in *kastom*. One stakeholder said, "*Pictures are easy things for people to get messages from. But in kastom, we can't use these kinds of pictures...*" Another trained facilitator said that by the end of the training she knew that using the picture cards would not be appropriate, particularly in mixed groups of men and women, and so she removed them and several other activities. Even when people thought that the picture cards were okay to use with adults, there was general agreement that they were inappropriate for use with and around children. Several people said that it would be more appropriate just to talk about these issues, and suggested that there were appropriate and effective ways of doing this.

In many ways, the use of the picture cards also represents a kind of oversimplification resulting in another problematic firming up of the divide between 'waet man fasin' and 'blak man fasin'. Communities seemed to almost see these images as representative of something that was okay 'outside', and seemed to be doing their best to try to take it on. In this way, the issue around the picture cards also has to do with respect, which is not simply about modesty, or censorship, or authority in this sense, but really about understanding the complexities of peoples' relationships with each other, their values in a deeper sense, and the meanings ascribed to certain kinds of behaviors and being very careful – respectful - about how these are approached. Ironically, many communities seemed to be trying to approach the use of the cards with this kind of respect when broaching their concerns to the reviewer.

Beyond the cultural issues that arise with the use of these picture cards, and any difference of opinion among individuals, communities or stakeholders about the utility of the cards versus their appropriateness, however, there are also ethical issues that are raised by their use. The cards are being used in a context that involves children and youth (even if children and youth are not in the YEPP sessions, the cards are still accessible in the communities), and are being used without any warning and without seeking prior consent. Even with consent, however, it is not clear if graphic depictions of children being sexually abused are appropriate for use in any communities, or if they even meet a very basic commitment to 'do no harm'. As representations of the AAP and the VLJP, as well as the MoJCS and SCV, it is unclear if these images actually meet these organizations' various ethical and policy guidelines as well³¹.

Disempowerment and Gender: A number of stakeholders raised a concern that community

³¹ Save the Children's *Child Protection Policy & Code of Conduct* dated August 2010 includes the agreement not to "Access or create sexually abusive images of children" and also has specific wording around the 'Use of children's images' that includes the following: "Ensure that photographs, films, videos and DVDs present children in a dignified and respectful manner and not in a vulnerable or submissive manner. Children should be adequately clothed and not in poses that could be perceived as sexually suggestive." Hand drawn images would most likely also be included.

members often left the YEPP session feeling disempowered. One facilitator expressed this by saying that YEPP was only the roof of the house, but it needed a floor and walls too. One SCV staff member raised this issue in the following way:

...they have received YEPP training, but there hasn't been any follow up training on how to deal with children more effectively. The training says, 'This is no good, this is no good, and this is no good', but we haven't given them alternatives. Helping people in communities with how to treat their children and how to talk to them, that just isn't there. YEPP says, 'No, that's not good, and that's not good', but after that, there is nothing.

Particular issues around gender also came up around this notion of disempowerment. One stakeholder who observed a YEPP session said that it had seemed to serve in some key ways to increase women's sense of guilt as mothers. This was reinforced by stories of women crying about how they had treated their children after the second activity. This gendered dimension of YEPP was also raised by a number of people, including men. One chief suggested that it would be helpful to have a follow up session specifically for men focusing on their roles and responsibilities. The issue of some of the messaging in YEPP potentially increasing women's guilt and the burden of women's lives is also illustrated by what this young mother had to say:

After they ran the workshop, now we know that when we have work for our children to do, we are abusing them...For example, when they come home from school – because when they go to school, they are already doing work. And then we give them more work on top of that. Or we don't let them play. We give them work and that makes them feel bad. When they go to school, their brains are already working in school. When they come home, they want to rest. But at home, we need their help – they must help us...But when they told us we were abusing them by making them work, now we don't really know what to do. Fathers don't really help mothers that much. (See Appendix 6 - Transcript 2)

Beyond the problems of simple messaging that are raised again by this quote, it also suggests that it would be worthwhile to look at issues of child protection through a more gender sensitive lens that considers the burden of women's lives', and men's roles and responsibilities.

Substantial Confusion around Monitoring and Evaluation, Baselines and Research: The review revealed substantial and ongoing confusion around monitoring and evaluation, baselines and research through the pilot phase. As it was designed, the YEPP tool was meant to include what was referred to as a 'simple built in baseline' that would allow ongoing monitoring through particular activities. The very fact that the first activity involves telling communities about child protection and four different types of child abuse, however, confounds any attempt to determine levels of knowledge before the YEPP session. Beyond this, very few activities actually lend themselves to meaningfully tracking change over time. Interestingly, local staff also expressed being puzzled about the rationale and the process around the built in baseline and noted that baselines are usually done before you begin to do any work in a community.

The use of the Training of Trainers approach also meant that monitoring was much harder to do. Some YEPP facilitators expressed not being told that they needed to return information to SCV, and the information that was collected in the original YEPP sessions was described as uneven and incomplete. As a result, the decision was made to conduct more focused follow up monitoring visits in 15 of the communities that had experienced a YEPP session. In this session participants were asked, among other things, to identify their own level of behavior change as a result of going through the YEPP session. Apart from the challenges of self-reporting on progress and change, another issue arose around the fact that some people in the monitoring session had not attended a YEPP session.

Issues were also identified in a number of other areas, including some confusion around mid-term evaluation of the tool and progress reporting, and the value of ongoing monitoring for SCV itself, with the overwhelming sense that several opportunities for learning and meaningful

reflection were lost. In the words of one stakeholder:

The baseline was retrofitted. So they are not actually telling us what they think, they are telling us what they think we want to [hear], because it is in the contract. So what have they learned from it? That's what I don't get a sense of.

This sense of lost opportunities for learning that emerges here also relates to the changes in the underlying theory of change. Interestingly, and perhaps in an attempt to derive some learning from the implementation of the YEPP tool through the pilot phase, at some point the tool started to engage in what began to be treated as research. This issue of research arises particularly around the use of the pocket chart and the 'findings' from this activity as was illustrated above in the use of the tool for 'research' purposes by at least two facilitators.

There are several substantial problems in treating any information derived from the YEPP tool as research, however. According to the developers, both PHAST and YEPP are neither reliable nor are they appropriate tools for research. In the words of one person, "*The data is useless to extrapolate across the board.*" Another said, "*It was never meant to function as research...it's a community based child protection mechanism. Issues can be raised [only] as points of intervention with others.*" In this light, findings are not only anecdotal at best, but as several community members, facilitators, and SCV staff pointed out, people do not answer truthfully in this kind of public forum, particularly around the more sensitive issues³². SCV's own reporting points to significant issues with the reliability of the pocket chart results in particular.

Efficiency

Efficiency of the YEPP Tool Implementation Towards Meeting the Objectives

The reviewer was guided in this part of the review to examine two questions relating to efficiency (see Appendix 1). The first question looked at the overall cost effectiveness of the YEPP tool implementation, including monitoring, through the 18-month pilot. The quantitative results³³ (see Appendix 5 - Table 4) showed that while SCV identified the implementation of the YEPP tool as more cost effective than donors did, the overall rating was 2.2 out of 5. The second question looked more at whether the objectives of the YEPP tool were achieved in a timely and efficient manner, as was appropriate to the inputs. In terms of the quantitative results³⁴ (see Appendix 5 - Table 4), SCV was also more positive about adequacy of progress toward objectives than donors were, and the overall rating was 2.3 out of 5.

In the more qualitative responses there was general recognition, across all stakeholders, of the relatively high cost of activities in Vanuatu, as well as the high level of initial investment required for 'pilot' approaches and community engagement activities. Specific concerns around cost effectiveness were raised by some stakeholders, however, that related to excess staffing for community visits, as well as some of the expenses associated with carrying out the 'retrofitted' monitoring visits. Donors also expressed significant concern about the inordinate amount of time they have been using to oversee the work of SCV in relation to the YEPP pilot, particularly given that SCV is an experienced, international organization with dedicated management and significant monitoring and evaluation capacity and staff.

It was clear in a number of the responses from SCV that the fact that the YEPP tool had been delivered to a relatively high number of communities through the Training of Trainers approach increased efficiency in their view. In the words of one staff member, "*A small group, in a limited time frame, went to a bigger group and then they went to a bigger group. So it was a good use*

³² While it is beyond the scope of this review to comment further on this matter, and this matter has also already received substantial attention from donors, a key concern arose from SCV's treatment of largely anecdotal and unreliable 'findings' from the pocket charts as research in the *YEPP Tool Baseline Report*, December 2013.

³³ A select group of respondents, made up of donor partners and SCV staff and management in Port Vila were asked to rate cost-effectiveness on a scale from 1 to 5 with 1 being not very cost effective, and 5 being very cost effective.

³⁴ Again, the same group of respondents were asked to rate adequacy of progress towards objectives on a scale from 1 to 5 with 1 being inadequate progress, and 5 being excellent progress.

of funds and time.” This difference in the sense of adequacy of progress, however, also relates back to the issue of the changed objectives. Interestingly, a donor and an SCV staff member both expressed the issue around the changed objectives as it relates to adequacy of progress and cost effectiveness in quite a similar and nuanced way. In their words:

Community engagement is expensive in this country, so I don't want to pretend that that's a cheap option. And that's why we were prepared to spend significant money on it. My view is, had it produced what it was intended to produce, even if it was in far fewer communities, it would have been money well spent. But given that it didn't, and its something else, I think that the cost-benefit analysis goes down. I think the investment was valid, if it had produced the links with national government and the kind of sensitive piloting, then it could have been an opportunity.

I think that the way that we have run it was good in one way, but I think that if we had kept it small, following the straight idea of a pilot, it would have been better. But we made it too big, and it wasn't a real pilot. So it didn't really capture the results...there were results, but they aren't really up to the level we expected. If we had actually gone out to the communities ourselves, and we had to go back over and over, it would have cost the same. We would have kept it small but it would have been the right way to do it.

Sustainability

Sustainability of the YEPP Tool Outputs and Outcomes to Date

The reviewer was guided in this final part of the review to explore one question (see Appendix 1) that probed the extent to which key partners (including government and civil society) were using information and learning derived from the YEPP tool implementation to develop and inform their own practice. It was clear that this was a difficult question on the one hand, given the relatively short timeframe involved in even the 18-month pilot phase. Other challenges also arose around the fact that national bodies like the Child Protection Working Group have not been functioning through much of the pilot phase. As a result, both SCV and donors identified the extent to which key partners were using learning derived from the YEPP tool implementation to develop and inform their own practice as very low, with an overall rating of 0.9 out of 5³⁵.

In many ways, this issue of sustainability also relates directly to the change in objectives and underlying theory of change that took place in the YEPP tool pilot, from the 'testing theories' approach with its much broader focus on informing and working with a range of stakeholders through a continuum of care, to the 'empowerment approach' that really shifts the focus, in large part, to the communities. Interestingly, community level stakeholders, including community members, leaders, and YEPP facilitators consistently raised issues around sustainability themselves through the review. While a range of different comments were made about this, they were mainly along the lines of: *"If you just give the information out once and then you go, the people in the communities will forget about it."*

This issue relates directly to the decision to use a Training of Trainers approach, given the tendency for it to result in more standalone training sessions. While SCV has stated that follow up activities were potentially going to be on offer in the next phase of the CPP, they did approach the YEPP delivery through the pilot phase more as a collection of one offs. It is clear given the logistics of doing the kind of engaged and ongoing follow up that is necessary to even a PHAST approach³⁶, that this was not possible through the pilot phase because of the way the pilot was implemented. With more than 40 communities, it is unclear how feasible it will be to do meaningful follow up in every community in any future phase as well. Research indicates that

³⁵ A select group of respondents, made up of donor partners and SCV staff and management in Port Vila were asked to rate the extent to which key partners were using learning derived from the YEPP tool on a scale from 1 to 5 with 1 being very little, and 5 being to a great extent.

³⁶ World Vision typically works in a very small number of communities (for example, they are working in just three communities on Tanna), over an extended period of time, using highly skilled and trained facilitators, who work intensively with the communities on an ongoing basis.

the use of standalone training approaches in community engagement is not ideal, however, as recognized by the community members referenced above, and as demonstrated in the following quote about some of the potential weaknesses with the SARAR approach:

...problems have arisen when the use of SARAR techniques has been considered an end in itself, rather than a means to support the development and implementation of project activities. This problem can occur when SARAR activities are not linked to concrete follow-up activities, such as the construction of water points or the start-up of health education efforts. In such cases communities eventually see no benefit in being involved in the SARAR sessions and the whole process begins to break down.³⁷

Discussion

A number of issues require further exploration at this point. The change in objectives, for example, is a central and persistent issue, but the reasons why the objectives changed are still unexamined. One donor who expressed the feeling that the original idea for the pilot had been lost, offered up the possible explanation that perhaps the original objectives were not valid or possible. Before drawing any such conclusions, however, this needs to be looked at more deeply. According to SCV management, the necessity for the change in objectives arose from their understanding that the original objectives related to the whole CPP, and to a longer five-year approach³⁸. Their understanding is that the objectives needed to be simplified and adjusted to be more appropriate to a one-year pilot of this specific community engagement tool. In actuality, the original objectives were identified as objectives for the YEPP tool specifically in the proposal, and related only to the one-year pilot phase. So the question still remains of why what was planned and collectively committed to - and is still seen to be relevant to the broader context of community engagement around child protection in Vanuatu - was not carried out.

One simple explanation has to do with more operational issues. Even in the short timeframe of the YEPP tool's development and implementation over the past 18 months there has been substantial change in key actors. One developer, who was meant to be involved in an ongoing way to provide regular feedback and support around the tool's implementation, ended her involvement just after the basic tool was developed. The SCV manager who participated in the development phase of the YEPP tool (and who developed the original proposal) also left SCV soon after that. The new CPP Manager took over at the early implementation stage after a number of key decisions had already been made. Various consultants and advisors have had a hand in diverse aspects of the YEPP tool development and implementation, including translation, progress reporting, and monitoring and evaluation. There have also been changes in the monitoring and evaluation teams at SCV and in VLJP. These all most likely contributed to at least an inconsistent understanding of the YEPP tools intended objectives.

There are two constants that are worth exploring in this context of substantial change, however. The first is the overriding management-level responsibility of SCV as an organization to ensure that their work, from the perspective of communities, donors, and in pursuit of their own broader goals and values, is consistent even through changes in personnel. In this way, management at SCV had a responsibility to ensure that they knew and understood the objectives and the rationale for this work, and they had a responsibility to ensure that these objectives were pursued mindfully and within the broader guidelines and interests of all stakeholders. Where this was not possible, why this was the case should have been fully explored and identified to key stakeholders in a proactive and consultative way. In this way, the situation of the changed objectives can also be seen, at least in part, as a failure in management at SCV.

The second constant is the involvement of local SCV staff. Local staff members have been at the frontlines of the implementation of the YEPP tool, and represent a level of continuity in that two members of the current team were also present through the development of the tool. The

³⁷ Rietbergen-McCracken, Jennifer and Deepa Narayan. *Participation and Social Assessment: Tools and Techniques*, 1998. Page 301.

³⁸ This was expressed in SCV's comments provided to the reviewer in relation to the Aide Memoire.

fact that the local SCV staff members were the only stakeholders who said that the objectives of the YEPP tool had not changed, however, is worth examining a bit more deeply here. While several stakeholders stated that the YEPP tool, and key project documents, were the result of a highly collaborative process with local staff, SCV local staff expressed having little to no engagement or input into key project documents including proposals and reports. In fact, one staff member described the consultative process from their perspective in the following way:

We provided our thoughts, but we weren't told that it was for the purpose of a proposal and that we were contributing to that. It wasn't clear to us. The questions came and we answered them, but you know, if you don't really know the purpose of something, you can give some ideas, but its not the really critical thinking, and it may not be something that really suits the broader purpose.

Given these circumstances, the local staff who were present through the development phase were most likely not aware of the intended objectives for their work. Newer staff members who have subsequently been engaged in the implementation of the YEPP tool through the pilot phase had never seen the proposal, and they were not familiar with the objectives either.

A similar theme emerged through discussions around the design of the YEPP tool and the choice of implementation method. In large part the local staff expressed seeing themselves as implementers of a program that others came up with. For example, they were told that they would stop using all of the other tools, and that they would now use the PHAST-based YEPP tool, delivered through a Training of Trainers approach. The rationale and necessity for this was not clear to them, and local staff members described their involvement in this process as, “*They gave us a skeleton and we were just asked to provide some of the meat*”. At several points in the review other stakeholders also raised this theme of a lack of substantive and effective consultation with local staff, and the resulting sense of confusion and missed opportunities. Along with the circumstances around management outlined above, these issues begin to point to some of the key contributing factors for why the objectives of the YEPP tool might have changed through the implementation stage.

Another issue that is worth exploring a little further at this point has to do with the seeming inconsistency between some of the fairly positive community statements about behavior change in particular, and the findings of the review that the YEPP tool was less effective in several key areas. One issue has to do with the nature of behavior change itself. For example, when statements about behavior were shared, a number of stakeholders pointed to the fact that people will often tell you what you want to hear. One stakeholder said that people in Vanuatu will often agree with you, but that they also have ‘deeper waters’, and suggested that changing behavior, and even attitudes, is a very different thing. One facilitator suggested that the only way to get an accurate picture of the situation in any community would be to go straight to the children, and suggested the use of an activity like the pocket chart in schools. While this would involve substantial ethical considerations and complex issues around consent and confidentiality, the point was that adults tell you everything is fine, even when it is not. In many ways this is not at all surprising, particularly around an issue as sensitive as child abuse.

In a similar vein, a number of stakeholders pointed out the difference between reported and actual practice. According to one respondent, “*People will take on board the knowledge, and the attitude, but when it comes to practice, you're just measuring reported practice.*” It was pointed out that in the much ‘easier’ context of hand washing, for example, while everyone says they do it (particularly after undergoing training), observation shows that less than 5% actually do wash their hands. Given that reported and actual practice is very difficult to assess through observation particularly for issues like sexual abuse, it clear that the statements around reported behavior change in communities can not be taken at face value, particularly for the more intractable issues. This is not to wholly dismiss the importance or validity of some of the claims about the YEPP tool and its successes. Rather it is to point out the necessity for a much deeper and more complex understanding of the results, given the complexity of the issues and the

nature of change. The uneven nature of some of the preliminary outcomes of the YEPP tool through the pilot phase identified above also support this understanding.

Conclusions

In summary, the key findings of the YEPP tool evaluation are that the YEPP tool design and the choice of implementation approach had substantial limitations that were compounded by issues around management and consultation. The changed objectives posed the greatest set of challenges, and substantial issues were raised about the limitations of the new 'empowerment' focused theory of change. Despite some limited success, given these issues, the objectives are not likely to be achieved if things remain as they are. While some positive outcomes for communities and YEPP facilitators were identified, a number of unintended and potentially negative outcomes also resulted directly from the delivery of the YEPP tool at the community level. While pilot approaches, and work in Vanuatu, are expensive, overall progress towards objectives, given the inputs, was largely seen to be inadequate. As delivered through the pilot stage, there is very little evidence that learning derived from the YEPP tool will be sustained over the longer term, either at the community level or within key stakeholder groups.

In the words of one stakeholder, *"We are not much further forward than we were a year and a half ago."* In terms of the more general purposes of the YEPP tool evaluation, then, the review found that the YEPP tool is not an appropriate tool for collecting data on child protection knowledge, attitude and practices in Vanuatu. While it may in some of its elements be useful for advancing education about child protection, and strategizing community responses to child protection issues, how this happens, and the results, reach and value of this are wholly dependent upon how the YEPP tool is implemented and managed through this process. Substantial weaknesses relating to the design, implementation and monitoring of the YEPP tool were raised through the review, and must be addressed in any future use of the YEPP tool or any parts of tool for child protection in Vanuatu.

To be clear, the weaknesses identified in the YEPP tool through this review, and outlined above, do not relate simply to a failure to meet donor expectations. On one level, yes, the objectives that were collectively committed to, and that donors signed up for, were not met. However, the weaknesses are much deeper than this. While it is true that a number of communities and individuals were provided with potentially new and useful information through the YEPP tool pilot that might have even resulted in changes in knowledge and attitude, and even some 'Aha' moments for a number of people, it is very unclear what ends this has and will ultimately serve. One SCV staff member located the issue with simple awareness raising with the statement, *"Awareness, awareness awareness – afta yumi ded from awareness"* implying that there is too much focus on awareness raising in a lot of community work, and with no sustained engagement and follow up it is unclear what difference this ultimately makes. Interestingly, similar issues were raised by the review³⁹ that framed the whole redesign of SCV's CPP, and informed the development of the YEPP tool itself.

Given the understanding derived through this review, therefore, there is a real need for stakeholders to return to the YEPP tool's original promise, particularly as a learning tool. While a tool to spark and frame discussion may be helpful, the questions need to be continually asked, 'For what purpose and to what end?'. Discussion as simply a more interesting way of creating awareness has substantial limitations. Guided and mindful discussion as a tool to engage in mutual learning and complex and nuanced exploration of issues impacting the welfare of children at the community level, which can then feed into a greater understanding of the needs, issues and gaps across a continuum of care, and even to policy, is an exciting and worthwhile pursuit. In order to do this, however, there needs to be a return to the original theory of change in any way forward. Local staff at SCV are well positioned to contribute substantially to this process if they are involved and consulted in an effective way. A key caution, however, is that SCV needs to be very clear on their answer to, *"What is our role in influencing change? Is it*

³⁹ See Michael Copeland's *Child Protection Program Review*, May 2011.

appropriate, is it expected?" The answers to both are yes, and the crucial thing is to engage in the change process in a very mindful, complex, respectful, measured and highly reflective way.

Recommendations

1. SCV should not continue to use the YEPP tool in its current form.

The use of the YEPP tool should be halted for the time being. Picture cards depicting graphic images of the sexual abuse of children should be recalled from provinces wherever possible by SCV with the assistance of provincial stakeholders and YEPP facilitators, and removed from circulation. Results of the pocket chart, and any other 'findings' derived from the YEPP tool should not be construed as research, and the baseline report should not be circulated by SCV. Ideally, communities that have experienced a YEPP session, and the trained YEPP facilitators in the provinces, should be considered for follow up in any future programming approaches that SCV and their donors collectively engage in.⁴⁰

2. SCV should engage in an assessment of its broader child protection toolkit (e.g. Basic Child Protection Training, YEPP, previous Pacific Children's Program and Child Rights training, Positive Discipline, etc.) and seek a new way forward.

SCV, with the assistance and engagement of donors and other stakeholders including the MoJCS as needed, should carry out a review and assessment of their broader toolkit to ensure that all elements are consistent with broader child protection programming objectives, needs and directions, and that they are appropriate to the community context in Vanuatu, as well as being in line with sectoral priorities at the MoJCS. Activities targeting sexual abuse in particular should be reviewed and assessed for appropriateness, by all stakeholders, and must be used in a very measured and highly monitored and careful way.

3. SCV's approach to community engagement around child protection should be redesigned with careful consideration of the issues raised through this review.

SCV, with the support of donors, should engage in more intensive community work as an actual pilot over a one year period, involving only a very small number of communities (fewer than five) and with ongoing engagement and follow up and proactive reflection and monitoring. Communities selected for these pilots should include some that are less resourced, as well as a mixture of 'church' and '*kastom*' communities. This intensive piloting work should be delivered at the community level by SCV local staff, with back up assistance from select YEPP facilitators and provincial stakeholders. SCV's broader community engagement work, beyond these focused pilots, should include a suite of varied approaches that can be used for different groups (working with children, young mamas, men, police, teachers, Area Secretaries, chiefs and community leaders, etc.). These can be drawn from their existing toolkit, after it undergoes the type of assessment recommended above.

All YEPP community engagement work should ensure that there is general coherence in messaging with other key stakeholder groups, and ideally should be part of an integrated approach to programming at SCV (e.g. Building Blocks for Child Health). *Kastom* should also be a more integral part of this work, including active use and support for some of the 'good' values in *kastom*, and more complex and mindful, more strategic discussions (for example with chiefs and other cultural authorities) around other issues in *kastom* that may not be compatible with child protection. This work should also be more actively cognizant of the practical realities of people lives, and should avoid simple messaging and the use of overly simplified ways of working in communities around complex issues. On a similar note, any approach must take the complexities of women's lives and gender into account in an active way.

Finally, any more intensive community engagement work at SCV should involve carrying out a proper baseline before work is done, and all programming should include ongoing monitoring of

⁴⁰ Follow up community sessions might include work on Positive Discipline, sessions on more clearly identifying community gaps and needs, sessions for young mothers, something on roles and responsibilities for men, etc.

appropriateness, effectiveness and progress for the benefit of donors and of SCV⁴¹. SCV's work in child protection, including any community engagement approaches, must be framed within a rights based approach - even if the work does not explicitly engage in issues around rights, rights must constitute the guiding principles for the work. All work should also be framed within the context of Vanuatu law and should include clear and consistent messaging around referral and reporting. There should be ongoing, and significantly more engaged, management oversight by SCV at all levels in any future community engagement work to ensure that the work is proceeding in a way that is in line with intended objectives, to the benefit of all stakeholders.

Acknowledgements

The reviewer would like to express a big and heartfelt thank you to the team at Save the Children Vanuatu. The management was always gracious and welcoming, and the local staff demonstrated exemplary patience, outstanding openness and insight, and a remarkable depth of talent, experience and commitment to the children and communities of Vanuatu. Thanks as well to the donors and national government partners who demonstrated an ongoing commitment to reflective practice, and strengthening our collective work for the benefit of all. And finally a very big thank you to the mamas, papas, youth, community leaders, YEPP facilitators, provincial Save the Children staff, and provincial actors and stakeholders who welcomed me with patience and kindness, and who took time from their busy lives to accommodate me and support this process.

⁴¹ Outcome mapping may provide a useful and accessible approach for planning and for monitoring, evaluation and learning around the complex change processes involved in community level child protection.

1. How relevant is the YEPP Tool?	
1.1	<p>To what extent are the objectives of the YEPP Tool still valid?</p> <p><i>To explore the ongoing relevance of the articulated objectives of the YEPP Tool including: supporting participatory community planning, supporting the utilization of community based child protection systems, gathering baseline data on child abuse, contributing to policy development, addressing gaps and needs at the community level, assisting in the development of National Child Protection Guidelines, and empowering communities to address their own issues. Also to explore whether there are any other, or any more relevant objectives for carrying out community engagement around child protection in rural Vanuatu.</i></p>
1.2	<p>How do the activities in the YEPP Tool contribute (or not) to the attainment of these objectives?</p> <p><i>To explore if and how the ten activities that make up the current YEPP Tool are relevant to achieving the objectives, and if not, how might they be made more relevant.</i></p>
1.3	<p>To what extent are the activities and outputs of the YEPP Tool consistent with the overall aims of the YEPP Tool and its intended uses and outcomes?</p> <p><i>To explore the purpose of each YEPP Tool activity and whether the outputs or resulting information from each activity are consistent with the aims of the YEPP Tool and how it was intended to be used.</i></p>
2. How effective is the YEPP Tool?	
2.1	<p>To what extent were the objectives of the YEPP Tool achieved or are they likely to be achieved as it is currently being implemented?</p> <p><i>To explore how effective the YEPP Tool has been in meeting the stated objectives in the first 18 month period.</i></p>
2.2	<p>Did the YEPP Tool deliver what key stakeholders (SCV, donor partners, community partners, government partners) expected? If so, why and in what way? And if not, why not?</p> <p><i>To determine what the YEPP Tool has delivered, according to key stakeholders (how many communities/where experienced a YEPP Facilitation, how many Facilitators were trained/where). Also to explore what key stakeholders including SCV, and donor, community and government partners hoped for in the YEPP Tool and whether or not the YEPP Tool has been effective in meeting these expectations.</i></p>
2.3	<p>What were the major factors influencing the achievement or non-achievement of the YEPP Tool objectives?</p> <p><i>To explore what the key strengths and weaknesses are in the YEPP Tool and in its implementation over the past 18 month, as well as the factors that have led to its effectiveness or lack of effectiveness.</i></p>

2.4	<p>To what extent is the YEPP Tool serving its intended users (SCA staff, YEPP facilitators, community leaders, community members, government partners)? How could this be improved? How do these intended users perceive the YEPP tool?</p> <p><i>To explore how the YEPP Tool is perceived, and how useful it has been to its various intended users from SCA staff, to YEPP facilitators, community leaders, community members and government partners). Also to explore any ways that this might be improved or strengthened.</i></p>
2.5	<p>Has monitoring of YEPP Tool activities and outputs been effective in strengthening the tool to achieve objectives? In what ways has it been successful and in what ways might it be strengthened?</p> <p><i>To explore how YEPP Tool monitoring has been carried out over the past 18 months, and whether this monitoring has been effective from the perspective of all key stakeholders. Also to explore how monitoring might be made more effective in strengthening the tool to achieve objectives, and strengthened for all parties, in the future.</i></p>
<h3>3. How efficient is the YEPP Tool?</h3>	
3.1	<p>Was the implementation of the range of activities associated with the YEPP Tool cost effective?</p> <p><i>To explore whether the process of carrying out and implementing YEPP Tool activities (including monitoring) has proceeded in the most cost effective way possible.</i></p>
3.2	<p>Was there adequacy of progress towards the YEPP Tool's objectives/proposed outcomes given the inputs (people, time and money)?</p> <p><i>To explore whether the objectives of the YEPP Tool were achieved in a timely and efficient manner, given the inputs in people, time and money.</i></p>
<h3>4. How sustainable is the YEPP Tool?</h3>	
4.1	<p>To what extent are key partners (including local, provincial and national government, other civil society organizations, the Child Protection Working Group members, etc.) using information and learning derived from the YEPP Tool implementation to develop and inform their own child protection practice? How might this be improved?</p> <p><i>To explore whether any learning and information from the YEPP Tool is being utilized by the broader community of child protection stakeholders to inform and improve their own approaches and practice.</i></p>

Documents Reviewed and Utilized Appendix 2

1. SCA Documents:	
1.1	<i>Mapping Report: Informal and Formal Systems to Protect Children in Vanuatu</i> , October 2011
1.2	<i>Child Protection Program Review, Save the Children</i> , Vanuatu, May 2011 (Carried out by Michael Copeland)
1.3	<i>Vanuatu Child Protection Governance Project 2012-2013 Yumi Evriwan i Protektem Pikinini</i> , May 2012
1.4	<i>Save the Children Vanuatu Child Protection Multi-Year Strategy 2012-2016</i>
1.5	<p><i>Yumi Evriwan i Protektem ol Pikinini Children Protection Training Manual/Jael Proteksen Trening Gaed:</i></p> <ul style="list-style-type: none"> • Undated (English) • August 2012 (English) • September 2012 (English) • October 2012 (Bislama) • November 2012 (Bislama) • January 2013 (Bislama) • March 2013 (Bislama) • May 2013 (Bislama) • August 2013 (Bislama)
1.6	<p>Other YEPP Guides and Tools:</p> <ul style="list-style-type: none"> • January 2013 (English) – <i>Facilitator’s Manual – Basic Child Protection Training</i> (for Chiefs on Tanna) • August 2013 (English) – <i>Facilitator’s Manual – Basic Child Protection Training</i> (Tafea Council) • Powerpoint Presentations on Basic Child Protection (Bislama) for Santo Area Secretaries • Ambae, September 2013 (Bislama) - <i>Gaed Blong Fasiliteta, YEPP Monitoring and Data Collection</i> • Santo, November 2013 (Bislama) - <i>Gaed Blong CP Trena, YEPP Monitoring and Data Collection</i> • Interview Guide for Facilitators • Case Study Interview Guide
1.7	<i>Yumi Evriwan i Protektem ol Pikinini: Pilot Baseline Report</i> , December 2013
1.8	<i>Yumi Evriwan i Protektem ol Pikinini: Project Completion Report</i> , December 2013
1.9	<p>Other Documents:</p> <ul style="list-style-type: none"> • Former DG of Ministry of Justice and Community Services, Mark Bebe’s Written Feedback from Ambae monitoring visit in 2013 • Brief Overview of YEPP Facilitator Training and Selection Process (provided by Save the Children – Vanuatu)

	<ul style="list-style-type: none"> • Stretem Rod Blong Jastis Monitoring Trip to Santo in November 2013 Written Feedback
2. Other Documents:	
2.1	<i>The DAC Principles for the Evaluation of Development Assistance</i>
2.2	<i>DAC Criteria for Evaluating Development Assistance</i>
2.3	<i>AusAID IET and Pacific Branches Evaluation Capacity Building Program Monitoring and Evaluation Standards 2013</i>
2.4	<i>AusAID Evaluation Capacity Building - An Integrated Approach: The Key Concepts, 2012</i>
2.5	<i>Protect Me with Love and Care: Key Findings, UNICEF, 2008</i>

Evaluation Schedule Appendix 3

Date	Task/Details
31 January	Contract signed
3 February	Document review completed
5 February	Circulation of Draft Evaluation Plan for review and feedback
10 February	Final Evaluation Plan completed and circulated
By 28 February	Interviews and consultations with all stakeholders completed (please see Appendix 3 for more details): <ul style="list-style-type: none"> • Week of February 10 – Interviews in Port Vila (three to four days) • Week of February 17 – Field visit to Ambae (three days)⁴² • Week of February 24 – Field visit to Tanna (three days)⁴³
11 March	Presentation of preliminary findings and Aide Memoire circulated
24 March	Draft Evaluation Report completed and circulated
28 March	All Steering Group comments on Draft Evaluation Report returned to consultant
31 March	Final Evaluation Report completed and circulated

⁴² The consultant travelled to Ambae independently for a period of three days, and was assisted by Ambae-based SCV staff with local travel and in arranging interviews with key stakeholders and community members.

⁴³ The consultant travelled to Tanna independently for a period of three days, and was assisted by Port Vila-based SCV staff in arranging interviews with key stakeholders and community members.

Stakeholders Consulted Appendix 4

Organization	Individuals Consulted
Save the Children - Vanuatu	<ul style="list-style-type: none"> • Nichola Krey, Former Country Director, Save the Children Vanuatu (in Port Vila in December) • Joanna Spencer, Child Protection Program Manager • Elizabeth Emil, Child Protection Program Assistant Manager • Annie Benua, Child Protection Senior Officer • Jack Nato, Child Protection Officer • James Anga, Child Protection Officer
Stretem Rod Blong Jastis/Vanuatu Law and Justice Partnership	<ul style="list-style-type: none"> • Natalie David, Partnership Coordinator • Bu Wilson, Monitoring and Evaluation Specialist • Josiana Jackson, Monitoring Officer
Ministry of Justice and Community Services ⁴⁴	<ul style="list-style-type: none"> • Mark Bebe, Former Director General, Ministry of Justice and Community Services • Doresday Kenneth, Director • Leias Kaltovei, Child Desk Officer
DFAT Australian Aid Program	<ul style="list-style-type: none"> • Helen Corrigan, Senior Program Manager – Law and Justice
Others	<ul style="list-style-type: none"> • Katy Southall, Former Acting Child Protection Program Manager, Save the Children, Vanuatu • Karen File, Consultant • Tracey Robinson, Consultant
Communities, Provincial Contacts and Stakeholders – Ambae and Tanna	<p>Communities: In total 45 community members (26 women/19 men) were spoken with representing four communities on Ambae, and three on Tanna. Community members ranged from youth and young parents to grandparents and elders. The groups of community members included teachers, chiefs, two local politicians, a former MP, health workers, diverse church leaders, youth and women’s leaders, and other community members.</p> <p>Facilitators: In total, 12 local YEPP facilitators (three women/nine men) were interviewed. This group included a police officer, a former police officer, a chief, various church leaders, a nurse, a teacher/Head Master, an SCV staff person, youth leaders and other community leaders, including two who had previously worked with the Vanuatu Women’s Centre.</p> <ul style="list-style-type: none"> • John Tabi, YEPP Facilitator/Primary School Head Master, Ambae • Nurse Rosinta, YEPP Facilitator/Nurse Midwife, Ambae • Alain Bovu, YEPP Facilitator/Religious Leader, Ambae • Keith Tari, YEPP Facilitator/Community Chairman, Ambae

⁴⁴ Only individuals who had some experience with the YEPP tool itself were interviewed in this review. For this reason, the current Director General of the Ministry of Justice and Community Services was not interviewed.

	<ul style="list-style-type: none"> • Basil Tari, YEPP Facilitator/Youth Leader, Ambae • Steward Natu, SCV Staff on Ambae/YEPP Facilitator, Ambae • Michael, YEPP Facilitator/Youth Leader, Ambae • Topy Namri, YEPP Facilitator/Chief, Tanna • Nos Wilfred, YEPP Facilitator/Police Officer, Tanna • Jack Roger, YEPP Facilitator, Tanna • Katanik Nase, YEPP Facilitator/SDA Children’s Ministry Coordinator, Tanna • Kaloka Wilfred, YEPP Facilitator (trained)/Child Protection Officer, Ministry of Justice and Community Services <p>Others:</p> <ul style="list-style-type: none"> • Amos Talou, SCV Penama Coordinator/Child Protection Focal Person • Hellen Vusi, Penama Provincial Education Officer • David Tovovor, Assistant Secretary General, Tafea Province • Lisa Thomas, Project Officer, Vanuatu Women’s Centre Tafea • Jacob Kapere, Chief and Manager/Head Curator, Tafea Kaljoral Senta
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Quantitative Results - Tables Appendix 5

Table 1: To what extent are the objectives of the YEPP Tool still relevant?			
Objective	SCV	Donor	Overall
Supporting participatory community planning	1.8	3.5	2.7
Supporting the utilization of community based child protection systems	3	4.5	3.8
Gathering baseline data on child abuse	2.8	1.8	2.3
Contributing to policy development	1.8	4.1	3.0
Addressing gaps and needs at the community level	3	4.6	3.8
Empowering communities to address their own issues	3	2.5	2.8

Table 2: To what extent were the objectives of the YEPP Tool achieved?			
Objective	SCV	Donor	Overall
Supporting participatory community planning	2	1	1.5
Supporting the utilization of community based child protection systems	2.6	1.5	2.1
Gathering baseline data on child abuse	2.4	.25	1.3
Contributing to policy development	1.2	.25	0.7
Addressing gaps and needs at the community level	2.4	1.5	1.95
Empowering communities to address their own issues	3.2	1.75	2.5

Table 3: To what extent is the YEPP Tool serving its intended users?			
Intended Users	SCV	Donor	Overall
SCV Staff	5	2	3.5
YEPP Facilitators	3.6	1.75	2.7
Community Leaders	3.2	1.5	2.4
Community Members	3.2	1	2.1
Government Partners (Local and Provincial)	3.2	2.5	2.9
Government Partners (National)	1.1	.5	0.8

Table 4: Was the implementation of the YEPP Tool efficient?			
Criteria	SCV	Donor	Overall
Was the implementation of the range of activities associated with the YEPP Tool (including monitoring) cost effective?	3.2	1.3	2.2
Was there adequacy of progress towards the YEPP Tool's objectives and proposed outcomes given the inputs (in people, time and money)?	3.4	1.3	2.3

Table 5: How sustainable is the YEPP Tool?			
Criteria	SCV	Donor	Overall
To what extent are key partners using information and learning derived from the YEPP Tool implementation to develop and inform their own child protection practice?	1.2	0.5	0.9

Transcript 1: The Issue of Licensing and Referrals

When asked about the effectiveness of the YEPP Tool in that community, the following discussion ensued with one community member who was the Chair of the newly formed Child Protection Committee:

Community Member: *We have been told that we can't do any work or report any cases until they have given us a license. Since then they haven't given us a license. Now there are some cases, and we know they are wrong, but we can't report any of these cases, or take any of the cases to court, because we don't have a license.*

Reviewer: *So, the facilitators told you that you can't bring any cases to court because you don't have a license to do that?*

Community Member: *Yes, not yet. Just last year, around November, a case came up in one of the nearby villages. There was an attempted sexual assault. The parents reported the case to us and then one Sunday, I went up and we had a meeting. I tried to explain that what that person what that person tried to do was attempted rape. I named it and told them it was an attempted rape, and I told them they could go to court for it, and that they could go to prison. And then, because we don't have a license, I just told them that they should tell the person that he must pay a fine. And if he doesn't pay the fine, then we will take the case further.*

Later in the Interview...

Reviewer: *Do you need any other support, apart from 'licensing'?*

Community Member: *No, if they could just give me the right – because now these cases are coming up regularly. If they could allow us to deal with them, especially with the issue of bringing cases forward to the police.*

Reviewer: *So now you don't feel as if you can bring any cases to the police?*

Community Member: *Now we just deal with them ourselves. If anyone does anything like this – like happened with the case last year - if they come to our house, we just have to tell them to wait until Sunday and then we can go to deal with it. That was a kind of attempted rape. If we were licenced, we would send them to the police. But we aren't yet, so we just ask the person involved to pay a fine, and then it will all be finished.*

Transcript 2: Chores as Abuse and Women's Lives:

When asked about the purpose of the YEPP Tool in their view, two young women responded:

Young Woman: *In my opinion, it's good, because it can help us to look after our children in the community. Because sometimes we treat them in a way but we don't know that we are abusing them. After they ran the workshop, now we know that when we have work for our children to do, we are abusing them.*

Reviewer: *Can you give me an example?*

Young Woman: *For example, when they come home from school – because when they go to school, they are already doing work. And then we give them more work on top of that. Or we*

don't let them play. We give them work and that makes them feel bad. When they go to school, their brains are already working in school. When they come home, they want to rest. But at home, we need their help – they must help us. So in that way, now we know that we are abusing them. We have to give them time to play.

When prompted further about women's work and women's busy lives they said:

Young Woman: *As we said, we were abusing our children. Us mothers, we work at home, we work in the gardens. We do everything. So when our children come home, we feel that they really need to help us. But when they told us we were abusing them by making them work, now we don't really know what to do. Fathers don't really help mothers that much. But when we're busy and tired, we want our children to help us. But when that issue of us abusing our children came up...sometimes we disobey the training that we went through. We can't let our children play too much, and we have to give them some work. Because us mothers, we work a lot. When we are tired, we feel that children need to help us. But is giving a bit of work to children okay? Because we do need their help – they have to help us!*