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DEVELOPING AN INVESTMENT CASE FOR A STRONGER SOCIAL SERVICE WORKFORCE FOR CHILD PROTECTION IN KENYA AND ZAMBIA

SYNTHESIS REPORT

GUIDE TO DEVELOPING AN INVESTMENT CASE FOR STRENGTHENING THE SOCIAL SERVICE WORKFORCE FOR CHILD PROTECTION

February 2025

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We take full responsibility for the analysis, conclusions and recommendations set out in this paper. They should not be attributed to UNICEF, the Government of Kenya or the Government of Zambia or any of their employees or representatives.

February 2025

LIST OF PROJECT REPORTS

DEVELOPING AN INVESTMENT CASE FOR A STRONGER SOCIAL SERVICE WORKFORCE FOR CHILD PROTECTION IN KENYA AND ZAMBIA

UNICEF ESARO, with support from the USAID Displaced Children and Orphans Fund and in collaboration with UNICEF Kenya and UNICEF Zambia, commissioned Cornerstone Economic Research and Maestral International to develop and test a methodology for building an investment case to advocate for governments, particularly in eastern and southern Africa, to increase budget funding for the recruitment, deployment, retention and professional development of the social service workforce. The methodology is described in the ***Guide to Developing an Investment Case for a Stronger Social Services Workforce for Child Protection*** issued by UNICEF ESARO in 2024. The methodology involves conducting five different studies to gather and produce the information required to build a persuasive investment case. The information from these reports is then summarized in an investment case report and other advocacy materials.

The methodology was tested in two case studies in Kenya and Zambia. The reports produced by these case studies have been published in two series:

The Kenya Investment Case Report Series consists of:

Report 1: A landscape analysis of the social service workforce context – Kenya
Report 2: A mapping of the social service workforce for child protection – Kenya
Report 3: An analysis of budget and expenditures on the social service workforce – Kenya
Report 4: Costing scenarios to strengthen the social service workforce for child protection – Kenya
Report 5: The socio-economic costs of underfunding the social service workforce for child protection – Kenya
Report 6: An investment case for strengthening the social service workforce for child protection – Kenya

The Zambia investment case report series consists of:
Report 1: A landscape analysis of the SSW context – Zambia
Report 2: A mapping of the SSW for child protection – Zambia
Report 3: An analysis of budget and expenditures on the SSW – Zambia
Report 4: Costing scenarios to strengthen the SSW for child protection – Zambia
Report 5: The socio-economic costs of underfunding the SSW for child protection – Zambia
Report 6: An investment case for strengthening the SSW for child protection – Zambia

All these reports are available on the UNICEF ESARO website: https://www.unicef.org/esa/reports

BACKGROUND

Children in eastern and southern Africa continue to experience various forms of violence, abuse, neglect and exploitation. For countries to prevent and respond to child protection issues including harmful practices such as child marriage and female genital mutilation (FGM), a well-qualified social service workforce (SSW) is required to deliver a continuum of child protection services.

A strong SSW helps promote social justice, reduce discrimination, challenge and change harmful behaviours and social norms, prevent and respond to violence, abuse, neglect, exploitation and harmful practices and address family separation. It plays a pivotal role in providing child protection services and access to justice for child survivors/witnesses. The SSW is the backbone of a robust child protection system.

Child protection is inherently cross-sectoral involving multiple cadres including government and non-government workers-paid and unpaid-and professionals and paraprofessionals. All these groups must work together to ensure the protection and well-being of children and their families. Practitioners who constitute the SSW vary from country to country depending on the design of the child protection system and other aspects such as financial constraints and different levels of qualifications required. The nature of the SSW and degree to which it is planned, developed and supported has a direct bearing on the efficient and effective delivery of child protection services.

That said, across all countries in eastern and southern Africa, efforts to strengthen child protection systems face similar hinderances related to deficiencies in the size, competency and management of the SSW. On average, there are 58 social service workers for every 100,000 children in eastern and southern Africa.[1] Country workforce ratios range from 2.02 workers per 100,000 children in Zimbabwe to up to 23.26 in Namibia, 53.57 in Botswana and as high as 80 social services workers per 100,000 children in South Africa.[2] This ratio partly depends on how narrow or broad the definition of the SSW is in a particular country.

At the end of 2020, Kenya's ratio of social service workers was reported to be 14 per 100,000 children. This is based on the 4,181 social workers registered with the Kenya National Association of Social Workers and with active membership. However, not all members of the Association work on children's issues. In addition, children's officers under the Directorate of Children Services were not included unless they were active members of the Association.[3] According to data from the Directorate of Children Services, in July 2023, there were 4 social service workers per 100,000 children on the staff of the Directorate.

1 UNICEF database. ESA (i.e., across Angola, Botswana, Burundi, Comoros, Eritrea, Eswatini, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Rwanda, Somalia, South Africa, South Sudan, Tanzania, Uganda, Zambia and Zimbabwe). This needs to be read with a caution that these ratios are dependent on how narrow or broad the definition of the SSW is in a particular country. The purpose is to provide the best indicative figures that demonstrate the limited number of the workforce.

2 Dhemba, J., and Nhapi, T., (undated). 'Navigating towards social work desired outcomes in resource constrained environment: Some Zimbabwean and Eswatini experiences'; Mukaro, G. (2013) 'Social service delivery system in Zimbabwe: The role of social workers in support to OVCs'.

3 UNICEF database.

At the end of 2019, Zambia's ratio of social service workers was reported to be 54 per 100,000 children. This includes 1,620 government social workers, 130 employed in childcare facilities and 2,300 social workers registered with the Zambia Childcare Workers Association. Of the estimated total of 4,020 social workers in the country, 3,600 are registered with the Social Workers Association of Zambia.[4] Data collected in September 2023 shows that there were 17.5 social service workers per 100,000 children working for the Ministry of Community Development and Social Services.[5]

The ratios for both countries highlight the need to accurately define and count the SSW for child protection. Nevertheless, the recent data clearly shows that the size of the workforce for child protection in both countries is significantly constrained.

Strengthening the social service workforce for child protection

In all countries in eastern and southern Africa, strengthening the child protection system requires that more staff be employed within the SSW. In addition, there is a range of other issues that need to be addressed. Key findings from SSW mapping studies in Kenya and Zambia highlight the need to:

- Entrench professionalization of the SSW by providing clarity on the roles and responsibilities of different cadres in the workforce (and in relation to the social protection function); specifying the qualifications required to perform different functions; formalizing coordination mechanisms; putting management and supervisory arrangements in place; and providing induction and in-service training.
- Strengthen and standardize practice competencies and standards, which must include providing systematic supportive supervision to social service workers.
- Provide comprehensive preventive services based on the continuum of services approach and oriented to the need for prevention and early intervention. This is essential for supporting families and preventing issues such as child abuse, violence and other critical problems that negatively impact children and their families.
- Ensure social service workers have the office space, furniture, tools of trade (IT and communication equipment) and operational budgets to deliver high-quality services.
- Strengthen training for allied professionals.

It is anticipated that other countries in the region face similar challenges with regards to planning, developing and supporting their respective SSWs.

Initiatives to strengthen the social service workforce

Globally, UNICEF has reinforced its commitment to supporting countries to strengthen the SSW recognizing it as a critical element in enhancing child protection systems and improving the quality of services for vulnerable children. This is reflected in the focus and programming approaches outlined in the UNICEF *Child Protection Strategy 2021-2030*.[6]

4 UNICEF database.

5 DCS (2023). Staff registry and establishment SDSP; MS Excel worksheet provided by DCS in June 2023.

6 UNICEF (2021). UNICEF Child Protection Strategy 2021-2030. Retrieved from: https://www.unicef.org/media/104416/file/Child-Protection-Strategy-2021.pdf.

In 2019, UNICEF and the Global Social Service Workforce Alliance (GSSWA)[7] issued *Guidelines to strengthen the social service workforce for child protection*,[8] and, in 2022, published the *Proposed guidance on developing minimum social service workforce ratios*[9] and the *Proposed guidance and tool for costing the social service workforce*.[10]

It is against this background that UNICEF Eastern and Southern Africa Regional Office (ESARO) is committed to supporting governments in eastern and southern Africa to strengthen their SSWs. Among other actions, UNICEF ESARO is engaged in advocacy for the recruitment of more practitioners, supporting the development of regional and national frameworks for the licensing and registering of SSW practitioners and strengthening the supervision and human resources management capacities of governments. UNICEF ESARO also seeks to assist governments to better define the workforce for child protection in each country to enable sound planning. Furthermore, UNICEF ESARO is engaging with regional bodies such as the African Union (AU), the East African Community (EAC), the Southern African Development Community (SADC) and the Intergovernmental Authority on Development (IGAD) to ensure their respective member states prioritize the recruitment, retention and continuous professional development of their SSW.

At the end of 2023, UNICEF ESARO, working with the UNICEF Kenya and UNICEF Zambia country offices, commissioned Cornerstone Economic Research and Maestral International to propose an approach for developing an investment case for strengthening the SSW for child protection and pilot the approach in Kenya and Zambia. This Synthesis Report provides an overview of the proposed approach for developing an investment case for strengthening the SSW for child protection illustrated with examples and lessons learned from the Kenya and Zambia investment case studies.

7 The Global Social Service Workforce Alliance (GSSWA) is a network of over 1,800 members in 125 countries, formed as a result of the Social Service Workforce Strengthening Summit held in 2010.

8 GSSWA/UNICEF (2019). Guidelines to strengthen the social service workforce for child protection. Retrieved from: https://www.unicef.org/sites/default/files/2019-05/Guidelines-to-strengthen-social-service-for-child-protection-2019.pdf.

9 See Proposed Guidance on developing Minimum Social Service Workforce Ratios | UNICEF.

10 See Proposed Guidance and Tool for Costing the Social Service Workforce | UNICEF.

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List of Acronyms

Acronym	Expanded form
ART	Anti-retroviral treatment
ASWEK	Association of Social Work Educators in Kenya
BASW	British Association of Social Workers
BSW	Bachelor of Social Work
CPD	Continuous professional development
CPI	Child Protection Index
CPV	Child protection volunteer
CSWE	Council of Social Work Education
CWAC	Community Welfare Assistance Committee
DALY	Disability-adjusted life year
DCDO	District Community Development Officer
DCS	Directorate of Children Services
DHS	Demographic and Health Survey
ECD	Early childhood development
ESARO	Eastern and Southern Africa Regional Office
FGM/C	Female genital mutilation/cutting
GBDS	Global Burden of Disease Study
GBV	Gender-based violence
GDP	Gross Domestic Product
GFS	Global Financial Statistics
GI	Geographic index
GNI	Gross national income
GSSWA	Global Social Service Workforce Alliance
HDI	Human Development Index
HIV	Human immunodeficiency virus
IASSW	International Association of Schools of Social Work
IFMIS	Integrated Financial Management Information System
KISWCD	Kenya Institute of Social Work and Community Development
KNASW	Kenya National Association of Social Workers
KNEC	Kenya National Examinations Council
KPI	Key performance indicator
KSG	Kenya School of Government

LFS	Labour Force Survey
LMIC	Lower- and middle-income country
M&E	Monitoring and evaluation
MCDSS	Ministry of Community Development and Social Services
MDAs	Ministries, departments and agencies
MIDSS	Multivariable Index of the Demand for Social Services
MoLSP	Ministry of Labour and Social Protection
NCCS	National Council for Children Services
NGAO	National Government Administration Officers
NGO	Non-governmental organization
NHA	National Health Accounts
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
OVC	Orphans and vulnerable children
PAF	Population attributable fraction
SACSSP	South African Council for Social Service Professions
SDG	Sustainable Development Goal
SEI	Socio-economic index
SFRTF	Street Families Rehabilitation Trust Fund
SOP	Standard operating procedure
SSW	Social service workforce
STI	Sexually-transmitted infection
SWAZ	Social Welfare Association of Zambia
SWO	Social welfare officer
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAC	Violence against children
VACS	Violence Against Children and Youth Survey
VSL	Value of a statistical life
VSLY	Value of a statistical life-year
VSU	Victim Support Unit
WAP	Working-age population
WHO	World Health Organization
YLD	Years lived with disability
YLL	Years of life lost (due to premature mortality)
ZAQA	Zambia Qualifications Authority

1. Introduction

In 2022, UNICEF and Global Social Service Workforce Alliance (GSSWA) published two guidance documents aimed at supporting initiatives to strengthen the social service workforce (SSW) namely the *Proposed guidance on developing minimum social service workforce ratios*[11] and the *Proposed guidance and tool for costing the socials service workforce*.[12]

It is in this context that, at the end of 2023, UNICEF ESARO, working with the UNICEF Kenya and UNICEF Zambia country offices, commissioned Cornerstone Economic Research and Maestral International to propose an approach for developing an investment case for strengthening the SSW for child protection and to pilot the approach in Kenya and Zambia. A key element of the assignment was to explore how minimum SSW ratios can be used to determine the required size of the workforce and how to cost it.

1.1 The purpose of this report

This Synthesis Report provides an overview of the proposed approach for developing an investment case for strengthening the SSW for child protection illustrated with examples and lessons learned from the Kenya and Zambia investment case pilot studies. It is aimed at encouraging other countries in the region to conduct similar investment case studies and support initiatives to strengthen the SSW and provide practical guidance for doing so.

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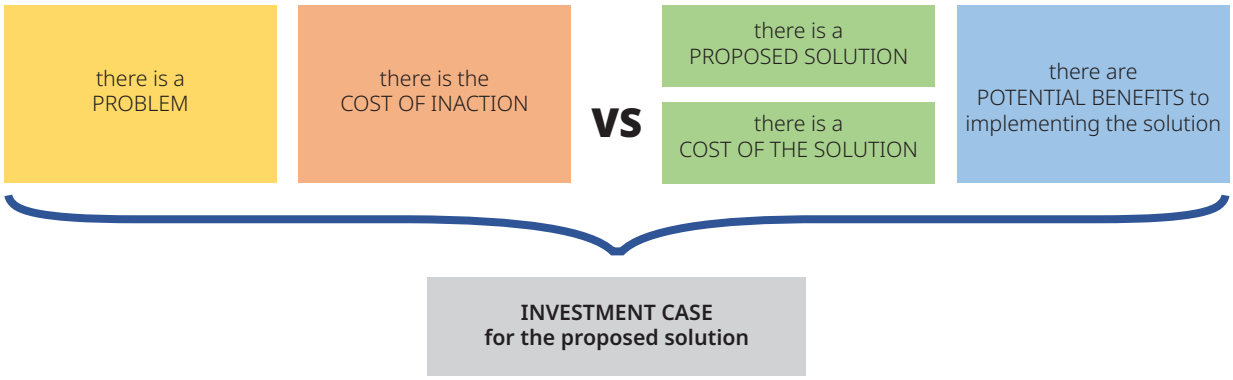
11 See Proposed Guidance on developing Minimum Social Service Workforce Ratios | UNICEF.
12 See Proposed Guidance and Tool for Costing the Social Service Workforce | UNICEF.

1.2 Proposed elements of an investment case

The proposed approach for developing an investment case envisages the kinds of information that will be required for advocates to persuade the Ministry of Finance to increase budget allocations for SSW and child protection services. Figure 1 shows the different types of information used to build a coherent, evidence-based investment case and the sections in the report where this information is discussed.

Figure 1: Elements of an investment case



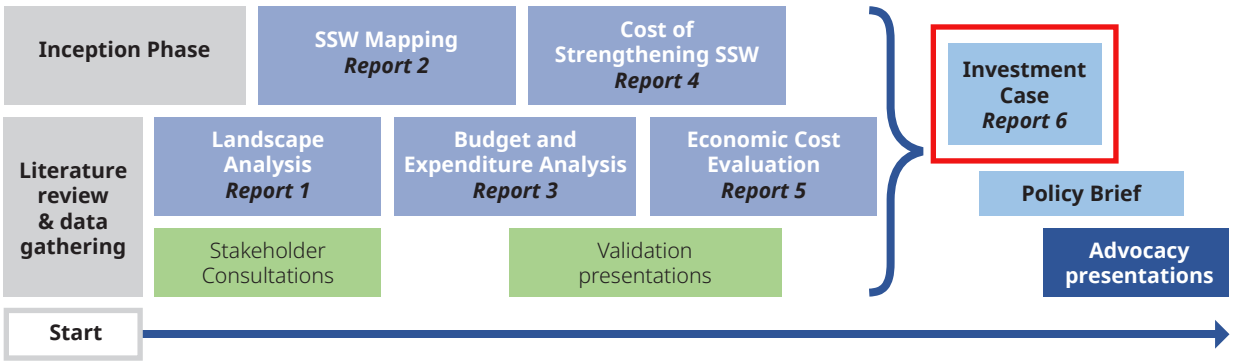
Source: Cornerstone Economic Research, 2023. Inception Report: Developing an investment case for strengthening the social service workforce for child protection in Kenya and Zambia.

1.3 Overview of the proposed approach to developing an investment case

Developing a good investment case for strengthening the SSW for child protection requires a significant amount of research-five separate studies that collectively generate the information required. This is not a small undertaking typically taking between 18 and 36 months depending on the size of the research team.

Figure 2 shows the process and sequence of the studies undertaken in the course of developing the investment cases for Kenya and Zambia.

Figure 2: Process for developing this investment case



Source: Cornerstone Economic Research, 2023. Inception Report: Developing an investment case for strengthening the social service workforce for child protection in Kenya and Zambia.

Each of these studies used methodologies appropriate to their specific areas of focus, which are described in the body of the report and Annexes. The overall exercise was data-intensive utilizing information from a range of national surveys and administrative sources. A full set of reports were generated for the Kenya and Zambia SSW investment case studies.

The Kenya investment case report series consists of:
Report 1: A landscape analysis of the social service workforce context – Kenya
Report 2: A mapping of the social service workforce for child protection – Kenya
Report 3: An analysis of budget and expenditures on the social service workforce – Kenya
Report 4: Costing scenarios to strengthen the social service workforce for child protection – Kenya
Report 5: The socio-economic costs of underfunding the social service workforce for child protection – Kenya
Report 6: An investment case for strengthening the social service workforce for child protection – Kenya
Policy Brief: The case for investing in strengthening the social services workforce for child protection

The Zambia investment case report series consists of:
Report 1: A landscape analysis of the SSW context – Zambia
Report 2: A mapping of the SSW for child protection – Zambia
Report 3: An analysis of budget and expenditures on the SSW – Zambia
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Report 5: The socio-economic costs of underfunding the SSW for child protection – Zambia
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All these reports are available on the UNICEF ESARO website: https://www.unicef.org/esa/reports

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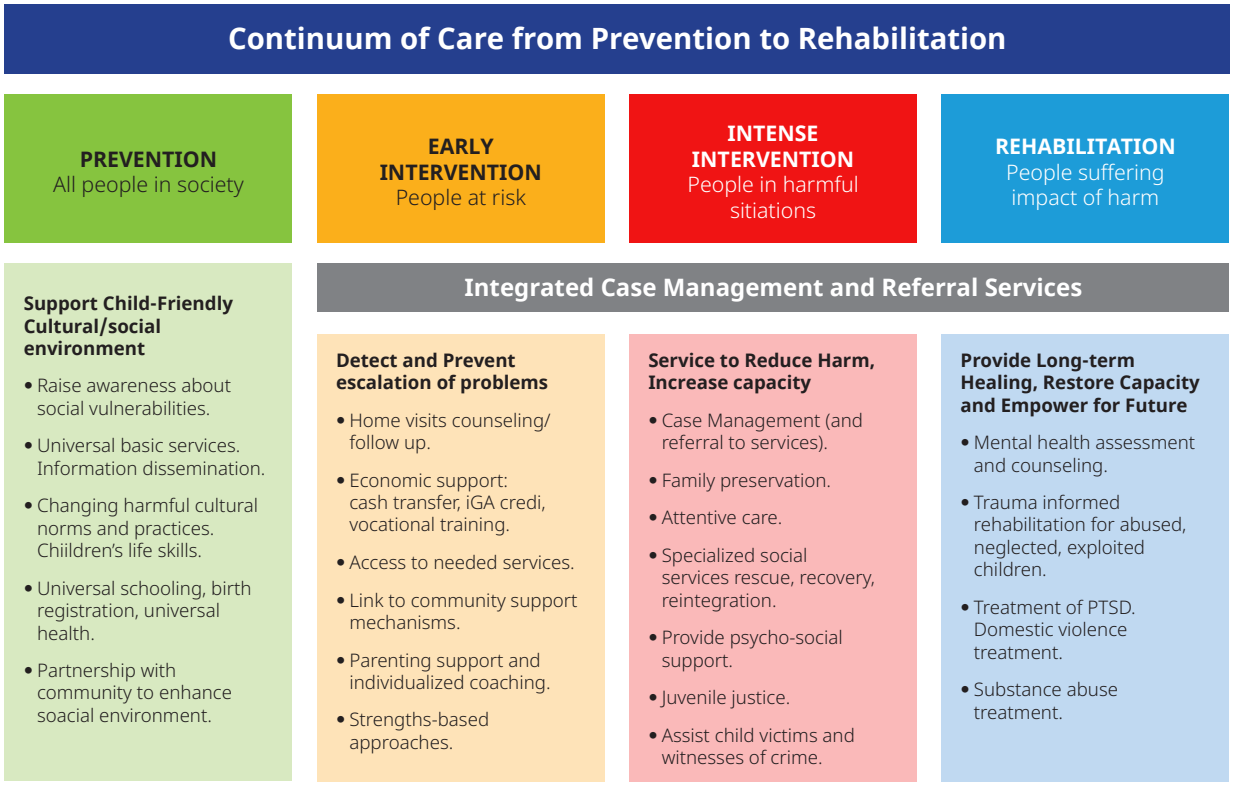
2. Describing the problem

Developing a robust investment case for strengthening the SSW to prevent and respond to child protection issues in a country requires a **comprehensive situation analysis**. The situation analysis must describe the current situation regarding the nature and prevalence of key child protection issues, the stakeholders involved, existing initiatives to prevent and respond to child protection concerns, existing child protection services and the mechanisms for funding these initiatives, realistic opportunities for strengthening existing interventions and what this means practically in terms of budgets, personnel and processes.

This preparatory research is critical to the credibility of an investment case as it ensures the study is grounded in the country context and based on robust information. The situational analysis should provide a **description of the context and summarize key child indicators** in areas such as child poverty, child development, health, education and the status and prevalence of key child protection concerns in the country. The purpose is to highlight the extent of the problem and thus underscore the need for urgent action for policymakers.

The situational analysis should describe the **nature of child protection services**, who is delivering them, key processes, their extent and coverage and how they are funded. The review should use the ***continuum of services framework*** as a basis for this description.

Figure 3: Continuum of services framework



Source: UNICEF, 2022. Draft strategic framework for strengthening the social service workforce for child protection in Kenya.

This framework recognizes that services span different levels starting with prevention and early intervention and progressing to response including statutory services, residential care and other alternative care options to end with rehabilitation and after-care services. Globally, there is a move to adopt this classification of levels of intervention in designing strategies to address violence against children (VAC). This service model also recognizes that while responding to instances of abuse and violence against children is often urgent, prevention is more cost-effective in the long term.[13]

The situation analysis should provide a **mapping of the stakeholders and role-players involved in managing and providing child protection services and interventions** in government and among development partners and civil society actors including NGOs and volunteer initiatives. The mapping should be tailored to the size of the country and the roles of the different levels of government and specifically recognize where budgets for addressing child protection are located.

2.1 Describe the nature and extent of child protection challenges

As noted above, the first element of an investment case strengthening the SSW for child protection needs to be a description of the problem. What is the nature and prevalence of child protection issues, specifically VAC, in the country?

The situation analysis should summarize the most recent data available on VAC and other child protection issues in the country. The purpose is to highlight the extent of the problem and thus underscore the need for urgent action for policymakers.

A key challenge is to ensure the **presentation of the data is accessible and memorable**. This involves using simple, understandable tables, charts and graphs. It also involves developing headline statements that readers will remember. If the data allows, the analysis should highlight trends over time, either indicating progress with prevention, or a worsening situation.

Examples of Memorable Headline Statements

"50 per cent of children experience violence prior to the age of 18"

"Teachers perpetrate 98 per cent of the violence against children at schools"

"2 out of 5 women aged 20–24 were first married before the age of 18"

"23 per cent of girls were sexually abused, but there were zero successful prosecutions"

Exactly what information is presented will depend on the focus of the investment case, the policy questions it aims to address and the availability of data.

13 GSSWA/UNICEF (2019). Guidelines to strengthen the social service workforce for child protection. Retrieved from: https://www.unicef.org/sites/default/files/2019-05/Guidelines-to-strengthen-social-service-for-child-protection-2019.pdf.

2.2 Mapping the current state of the Social Service Workforce

A well-developed, competent and adequate SSW is critical for strengthening the child protection system. Mapping the SSW therefore helps identify where the workforce needs to be strengthened. Doing so also provides an overview of the roles, qualifications, distribution and capacity gaps of the SSW, which is critical for effective planning and decision-making around it and the child protection system. Mapping identifies gaps in the coverage of human resources and capacity needs. Understanding the composition and capacities of the SSW is essential for improving the quality, type and coverage of child protection services. To enhance coordination, it is important to understand the roles and responsibilities of the SSW. It is also important to build up the recognition, status and professionalization of the SSW for child protection.

Data gathered through the mapping can inform policies and investment in the SSW and contribute to the case for greater investment ensuring that resources are strategically allocated to optimize the equitable delivery of services.

The mapping should apply a systems-strengthening approach which, in the context of child protection, involves enhancing the capacities of institutions and systems to protect and safeguard the rights of vulnerable populations including children. The systems-strengthening approach requires effective understanding of the roles and responsibilities within the system and of coordination and communication across sectors and services.

2.3 Defining the social service workforce in each country

The GSSWA defines the SSW as: paid and unpaid, governmental and non-governmental and professionals and paraprofessionals working to ensure the healthy development and well-being of children and families. The SSW focuses on preventive, responsive and promotive programmes that support families and children in communities by alleviating poverty, reducing discrimination, facilitating access to services, promoting social justice and preventing and responding to violence, abuse, exploitation, neglect and family separation. The allied SSW in child protection are professionals and paraprofessionals involved in sectors such as education, health or justice who have critical roles related to the care, support and empowerment of children and the protection and promotion of the rights of children. They work closely alongside the core SSW but are aligned with other professional groups such as doctors, nurses, lawyers, judges, teachers and police.[14]

The policy and legislative framework of a country should outline the roles and responsibilities of the SSW for child protection and provide the mandate to safeguard children and promote their well-being. The governments of Kenya and Zambia have made significant policy and legislative progress towards protecting children's rights and improving child protection and social services to vulnerable children and their families. However, there are gaps in defining the responsibilities, qualifications and mandates of the workforce responsible for implementing provisions in existing child protection policies and legislation.

Determining the extent of the SSW for child protection is greatly complicated by the fact that workers are often distributed across a wide range of government institutions and non-government structures and operate at different administrative levels or levels of government. Getting credible and up-to-date staffing data and current schemes of service from institutions can be difficult due to bureaucratic hurdles or inadequate human resources management information systems.

14 GSSWA. Definition of the social service workforce. Retrieved from: https://www.socialserviceworkforce.org/sites/default/files/uploads/Definition-Social-Service-Workforce.pdf.

Further, certain cadres and categories of the SSW for child protection are not formalized or lack effective implementation. This applies particularly to child protection and social services paraprofessionals, volunteers and community structures-positions that are often unpaid or irregularly paid resulting in limited record-keeping of numbers. Consequently, information on volunteer numbers relies heavily on project and programme reports thus hindering an accurate depiction of child protection volunteers (CPVs) and lay volunteer counsellors in particular.

Kenya – Strengthening the management of child protection volunteers

It is estimated that about 500 CPVs are based at sub-county offices. Originally, these volunteers were recruited from the community and vetted by the former Area Advisory Councils, now known as County Children Advisory Committees. They were engaged for three years and received a stipend through the Directorate of Children Services. However, there is no longer a budget allocated for this so they no longer receive a stipend.

Incentives and formalization: CPVs play a crucial role at the community level but the lack of a stipend, formal appointment letters and ID badges has demotivated many of them. Without ID badges, they face challenges in identifying themselves during home visits. Formalizing CPVs by providing stipends, appointment letters and ID badges, as is currently being discussed, could enhance their effectiveness.

Supervision and training: CPVs are currently supervised by children's officers, either individually or in groups. While they receive guidance on handling child protection cases, CPVs have expressed a strong desire for further training, particularly in trauma-informed case management and other specialized areas. Continuous training is essential to keep CPVs updated with the evolving needs in child protection.

Normative framework: Including the CPV cadre in the National Child Protection Policy can offer an opportunity to formalize their roles and responsibilities. Once the Policy is finalized, it will serve as a first step toward establishing a normative framework that supports the effective integration and capacity-building of CPVs in the child protection system.

Resource allocation: The absence of a budget for CPV stipends highlights the need for consistent resource allocation. Reinstating financial support for CPVs will be critical to sustaining their engagement and ensuring the continuity of child protection services at the grassroots level.

Source: Report 2: A mapping of the social service workforce for child protection – Kenya

In general, the structure and roles of different cadres in the SSW differ from country to country. It is therefore necessary to define the SSW in each country. GSSWA offers a broad definition that is a useful starting point in countries with limited policy and legal frameworks governing the SSW. Where such frameworks exist, they should be the point of departure for defining the SSW in the country.

Table 1 sets out a set of principles for developing a working definition of the SSW for child protection. These principles were used in Kenya and Zambia to develop a working definition of the SSW as part of developing an investment case.

Table 1: Principles for developing a working definition of the Social Service Workforce for child protection

Organizing principle	Organizing results
Does the cadre work on child protection issues?	Yes part of the social service workforce No not part of the social service workforce
Does the cadre work on child protection issues more than 50% of their time?	Yes part of the core social service workforce No part of the allied social service workforce
Is a degree qualification required to be admitted to the cadre?	Yes part of the professional social service workforce No part of the non-professional social service workforce
Who employs the cadre? If employed by government, at what level do they work?	National government • National level • Regional level • County level • Sub-county level Province/county government NGO Volunteers (with or without stipends)

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Kenya – A working definition of the social service workforce for child protection

Stakeholders agreed that the SSW for child protection encompasses a diverse array of professionals, non-professionals and allied professionals employed across government and non-government sectors and operating at all administrative levels-national, county, sub-county and in communities. They also noted that there are different cadres of volunteers who work mainly at the sub-county, ward and community levels. Stakeholders further agreed that the SSW should be divided into core SSW and the allied SSW but there was extensive debate as to which cadres should be placed in which category. The principles outlined in Table 1 were useful for resolving these differences.

Working definition of the core Social Service Workforce for child protection in Kenya

Level	Core national institutions		
Gov. of Kenya National	**Ministry of Labour & Social Protection, State Department for Social Protection & Senior Citizens Affairs:** • Directorate Children Services • National Council for Children Services (NCCS) • Street Families Rehabilitation Trust Fund (SFRTF)	**National Police Services: Kenya Police Service** • Community Policing, Gender and Children services **National Police Services, Directorate of Criminal Investigations** • Anti-Human Trafficking and Child Protection Unit **Office of the Director of Public Prosecution** • Division of juvenile justice/child justice unit **Ministry of Interior & National Administration, State Department for Correctional Services: Kenya Prisons Service:** • Borstal institutions	
	Core professionals	**Core paraprofessional**	**Volunteers**
Region	**Regional Children's Officer**		
County	County Children's Officer **Childcare institutions** • Children's Officers • Teachers	• Children assistants • Other staff	
	Rescue centres, remand homes and rehabilitation schools • Children's Officers **Child Protection/GBV Units** • Police Officers	• Children assistants • Other staff	
	Children's Courts • Magistrates • Kadhis • Prosecutors • Curator ad litem	• Children's assistants • Court Users • Committees	
Sub-county	Children's officers *County Children's Advisory Committees*		Child Protection Volunteers (CPVs)

County government	Children Services / Child Protection • Welfare officers Health services • Medical social workers		
NGOs	Range of professional staff delivering prevention and response services Childcare institutions • Social workers, • Psychologists • Occupational therapists	• Workers in NGOs • Children assistants • Other staff	Volunteers working with NGOs

A similar table was developed to list the allied SSW for child protection in Zambia.

Source: Report 4: Costing scenarios to strengthen the social service workforce for child protection – Kenya.

2.4 Focus areas for strengthening the Social Service Workforce

The GSSWA, working with UNICEF, developed the *Guidelines to Strengthen the Social Service Workforce for Child Protection* (2019)[15] based on evidence of "what works" and lessons learned in the field. The *Guideline* emphasizes the need for strategic actions to **plan**, **develop** and **support** the workforce to enhance its capacity to deliver services. In addition, it is important to examine the institutional framework. The core components for strengthening the SSW as articulated in the Guideline include:

- Legislative and policy environment
- Institutional framework
- Mandate and functions of the SSW
- Service delivery model
- Human resources
- Training of the SSW
- Financial resources
- Infrastructure and equipment
- Leadership, planning and partnerships
- Information management

15 https://socialserviceworkforce.org/resources/guidelines-to-strengthen-the-social-service-workforce-for-child-protection/.

Figure 4: Focus areas for strengthening the SSW

Source: Extract from "A Strategic Framework for Strengthening the Social Service Workforce for Child Protection" in United Nations Children's Fund, 'Guidelines to Strengthen the Social Service Workforce for Child Protection', UNICEF, New York, 2019

2.4.1 Planning the Social Service Workforce

The **policy and legislative framework** should outline the roles and responsibilities of the SSW for child protection and provide the mandate to safeguard children and promote their well-being. It is also important to examine frameworks and documents that describe the **institutional arrangements for and structure of the SSW**, children protection services and the wider social services.

Gaps or lack of clarity in the policy and legislative framework and institutional arrangements can result in uncertainty and ambiguity regarding the roles and responsibilities of the SSW. This can undermine the effectiveness and professionalism of the SSW, which may compromise the safety and well-being of vulnerable children and families.

It is essential that policies and laws: address the definitions of the various categories of social service workers; provide for the establishment of governing and regulatory bodies responsible for the registration and licensing of social service workers; support the standardization of qualifications and the certification process through national examinations; enable the development and enforcement of a code of ethics and professional standards of practice; support actions aimed at the professional development of and continuing education opportunities for workers; and cover equal opportunity considerations, working conditions, remunerations and career progression.

Zambia – Professionalizing the Social Service Workforce

The enactment of the **Social Workers Association Act (SWAZ Act)** No. 4 of 2022 was a significant milestone in strengthening the SSW. It legally recognized social work as a profession establishing formal registration, regulation and disciplinary procedures for social workers. This alignment with other regulated professions such as doctors and lawyers elevated the status of social work and ensured accountability in professional conduct. The Act also unified social workers across various sectors including healthcare, NGO and child protection services facilitating coordinated social work practice.

The SWAZ Act recognizes social workers holding a diploma as professionals, which contrasts with global practice where a Bachelor of Social Work (BSW) degree is the minimum qualification for professional status. This distinction becomes crucial in specialized areas such as child protection where higher competencies are required. Addressing the difference between professional and paraprofessional social workers in the legal framework and statutory instruments is essential for ensuring appropriate competency levels across the SSW.

The Act's integration of social workers from various systems highlights the importance of cross-sectoral collaboration in effective social service delivery. However, it also reveals the need for clear differentiation of the roles and qualifications required to meet the specific demands of specialized areas such as child protection, medical social workers, adoption etc.

The mapping should examine the scheme of services for the public workforce, identify the qualifications required for each category of position in the SSW and review job descriptions.

The mapping should establish the **quantity of the SSW**, that is, how many social service workers the government currently employs at the different levels and compare this to the **approved establishments** of the relevant ministries, departments and agencies (MDAs). This will assist in determining if current staffing levels are adequate to respond to the demand for child protection and social services in the country. It will also be important to review the **caseload of the SSW** as an indicator of the adequacy and capacity of the SSW as well as the types of cases addressed. Evaluating the appropriateness of the workload should consider the number and distribution of staff as well as the complexity of the cases, the capacities of staff and the availability of referral services.

It is also essential for the mapping to consider the **distribution of SSW staffing** across administrative levels and geographical areas in the country. It should also assess whether staffing is equitable considering population density, poverty and the presence of any humanitarian and emergency situations. Areas with fewer staff are likely to have higher caseloads increasing the risks of burnout, decreased effectiveness and compromised quality of care. An unequal distribution of the SSW tends to perpetuate socio-economic disadvantages.

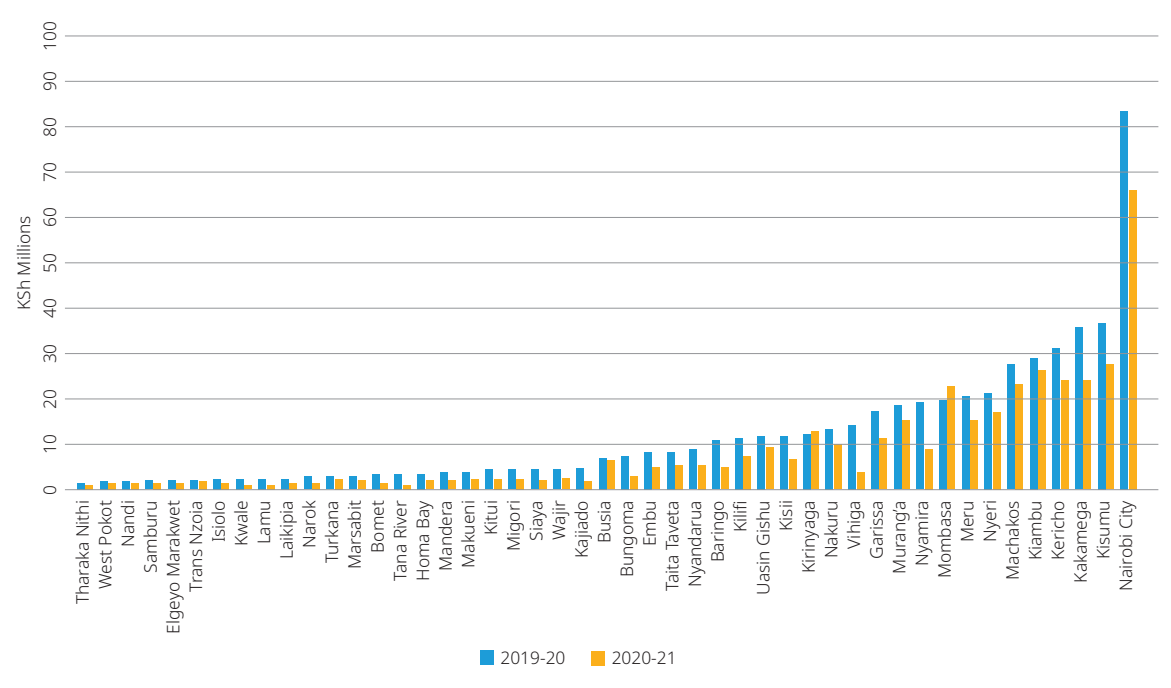
The mapping should further examine existing **protocols, guidelines and standard operating procedures** that inform and guide the work of the SSW in the context of the child protection system. Standard operating procedures (SOPs), guidelines and tools describe the procedures, processes and methods for working with children. They address specific child protection issues and outline the roles and responsibilities of key stakeholders. They are essential to ensuring comprehensive and coordinated support and services, follow-up and monitoring for vulnerable children and their families. SOPs and guidelines should reflect the minimum standards and guiding principles regarding child protection.

Kenya – Social development and children services spending by county

The National Treasury implemented the Integrated Financial Management Information System (IFMIS) as a core part of public finance management reforms aimed at improving transparency and accountability for the use of budget resources. Analysing the data from the IFMIS provides important insights into the distribution of spending by national departments across countries.

The following figure shows the expenditure by the Social Development and Children Services programme for 2019/20 and 2020/21 recorded under the "county" geographic identifier.

Social Development and Children Services expenditure by county



Source: IFMIS, National Treasury.

There are significant variations in expenditure when viewed by county and this changes between the years. In 2019/20, there was no expenditure recorded against 22 counties and in 2020/21, budget execution below 20% was recorded against 31 counties. In 2020/21, 80% of the expenditures made in counties under the Social Development and Children Services programme were made in 17 of the 47 counties. All but one (Nandi County) of these top-spending counties have childcare institutions–which probably accounts for most of their higher spending. However, this highlights the need to disaggregate expenditure by sub-programme so that spending on the county and sub-county offices can be analyzed separately from spending on childcare institutions.

Source: Report 3: An analysis of budget and expenditures on the social service workforce – Kenya.

In particular, the mapping will need to consider the **case management system**. Case management is a core practice area of social work and an important practice model and area for education and training in the SSW[16] especially for those targeting vulnerable children and families.[17] Standardizing case management procedures promotes quality, consistency and coordination of service delivery and supports the shift from reactive services to a developmental social welfare system.

16 See person-centered case management initiatives within the C4 project. https://c4innovates.com/training-technical-assistance/person-centered-case-management/.

17 Case management started within the field of social work but has since expanded to be included in the fields of health, education and social protection.

A central part of planning the SSW for child protection involves developing a proposal for how the workforce should be structured to deliver on the continuum of services to address child protection issues. Such proposals need to be realistic considering the government's fiscal situation, the availability of suitably qualified people in the country and the training pipeline and the capacity of institutions to meaningfully manage greater numbers of staff.

2.4.2 Developing the Social Service Workforce

Strengthening the SSW requires building a **well-trained, competent workforce with diverse skillsets.** This can be achieved through institutions, strategies and programmes that develop the SSW by ensuring relevant, standardized and contextualized core competencies. These competencies should form the basis for curricula and training programmes tailored to the specific roles and contexts in which social workers operate. Training institutions must have qualified staff and provide accessible and flexible training across different levels while also offering continuous professional development (CPD) to keep the workforce updated on new concepts and skills.

Nine competencies for educating social workers are a useful guide and can be contextualized to specific country and practice contexts:

1. Demonstrate Ethical and Professional Behaviour
2. Engage Diversityand Difference in Practice
3. Advance Human Rights and Social, Economic and Environmental Justice
4. Engage in Practice-Informed Research and Research-informed Practice
5. Engage in Policy Practice
6. Engage with Individuals, Families, Groups, Organizations and Communities
7. Assess Individuals, Families, Groups, Organizations and Communities
8. Intervene with Individuals, Families, Groups, Organizations and Communities
9. Evaluate Practice with Individuals, Families, Groups, Organizations and Communities

Each competency has a corresponding set of practice behaviours.

Source: Council of Social Work Education (CSWE) 2015.

In child protection, the SSW must demonstrate specific **practice competencies derived from the social work profession** - an academic and practice-based field. Guided by internationally-recognized competency frameworks, social workers should possess the necessary theoretical knowledge, skills, values and ethical foundation to perform effectively in child protection services.[18]

18 IASSW. Retrieved from: https://www.iassw-aiets.org/featured/5867-announcement-of-the-updated-global-standards-for-social-work-education-and-training-the- new-chapter-in-social-work-profession/.

Zambia – Requirements to register as a social worker

Registration and licensing as a social worker under the new SWAZ Act requires possession of "a qualification in social work recognized and validated by the Zambia Qualifications Authority".[19] At the time of writing, the Zambia Qualifications Authority (ZAQA), the custodian of all Zambian qualifications, oversees accreditation of social work programmes in Zambia.[20] ZAQA regulates qualifications and promotes quality in education, training and employment through the Zambia Qualifications Framework, which it manages.[21]

Capacity-building and training activities should be designed to address identified knowledge and skills gaps. This may include designing pre-service education and in-service training programmes, developing appropriate curricula and strengthening faculty and teaching methods.[22]

This entails reviewing existing **social work education programmes** offered in the country to ensure social work standards, accreditation and an offering of both generalist and specialist training. Assessing the adequacy of **training institutions including their accreditation and capacity to deliver quality education** is crucial.

A comprehensive, adequately resourced and costed **capacity development strategy** is essential for addressing identified knowledge gaps. It is important to review the strategy and map other training provided and accessible to the workforce including induction and in-service training and assess if there is a policy and system in place for providing CPD to the SSW.

Continuous professional development is essential for all professions to ensure practitioners' knowledge, skills and wider capabilities remain current and relevant to the context in which they are working.[23] The South African Council for Social Service Professions defines CPD as "a planned and structured process required from every registered professional to ensure that the standards of professional practice are maintained through a range of learning activities that continuously enhance the knowledge, skills, attitudes and professional integrity of social workers, social auxiliary workers", ... and other cadres.[24]

2.4.3 Supporting the Social Service Workforce

Child protection cases can be complex and demanding. If errors occur, they can have major consequences for children and their families. Supportive supervision increases the quality of work and overall productivity, strengthens morale, supports self-reflection and reduces burnout and related consequences (including absenteeism). It is therefore important for identifying and remedying errors, supporting the social worker/caseworker and ultimately ensuring better quality service provision. Supportive supervision should thus ideally be performed by qualified social workers who are trained to provide it. It is important to understand the **supportive supervision framework** that is in place and the workforce tasked to implement it.

19 Social Workers Association of Zambia Act Number 4 of 2022. Retrieved from: https://www.parliament.gov.zm/sites/default/files/documents/acts/ACT%20No.%204%20OF%202022%2C%20The%20Social%20Workers%27Association%20of%20Zambia.pdf.

20 Zambia Qualifications Authority: https://www.zaqa.gov.zm/about/.

21 Ibid.

22 GSSWA (2015). Framework for strengthening the Social Service Workforce. Retrieved from: https://www.socialserviceworkforce.org/strengthening-social-service-workforce.

23 BASW (2018). BASW Accreditation scheme for providers of continuous professional development for social workers. Overview Guide. Retrieved from https://www.basw.co.uk/accreditation.

24 SACSSP. Continuous Professional Development. Accessed through: https://www.sacssp.co.za/education-training-and-development/.

The practice settings of the SSW mean that physical safety and security must be considered. The SSW provides sensitive services and makes decisions and recommendations, or takes actions, on sensitive issues. Sometimes, these can be perceived to be against the interests of some individuals and groups. In addition, parts of the SSW work in remote areas, areas of high insecurity or areas affected by humanitarian disasters. Though most clients will never become violent, it is important to understand the risks associated with the profession and be prepared. There is need to identify the safety and security protocols and measures in place and establish if there are any efforts to invest in training in safety and security in the field and any compensation package for staff working in difficult locations. Furthermore, as the SSW manages complex, sensitive, difficult and even traumatic cases, establishing a system of **self-care and implementing self-care measures** to protect and support their physical and mental well-being is critical.

To deliver services, the SSW requires certain inputs such as: transport for home visits, monitoring and follow-up activities; communication equipment; adequate office space especially suitable for attending to clients in privatecy; furniture; IT equipment etc. It is important to review the **operational budgets** for these items for the relevant offices at various levels.

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3. Current budget allocations to the Social Service Workforce

As part of the situational analysis, the team should review the current budgets for and expenditures on the SSW with the aim of understanding how much is spent, who spends it and what it is spent on. Normally, the focus is on government budgets and expenditures but in some countries, the review may also cover spending by development partners and CSOs especially if their contributions are significant.

The ease with which this review can be carried out and the utility of the results depends on the country's level of budget transparency and how its budget information is structured and published. It is important to work directly with the Ministry of Finance for an understanding of the government's approach to budgeting, how the information is structured and access to electronic versions of the budget and expenditure data. It is also important to validate the review findings with the Ministry.

Tracking government spending on the SSW and child protection is usually challenging because it is spread across multiple sectors–social welfare, social protection, health, education, police, justice, correctional services, etc. It is possible that the review might not find very much useful budget and expenditure information that relates to either the SSW or child protection because:

- There are many programmes in which child protection is embedded into the delivery of the programme, but is not a core aspect of the programme. It would not make operational sense to separate out and budget separately for these child protection aspects of, for instance, the education, health and policing functions.
- There are sectors where staff have specific child protection responsibilities among a host of other responsibilities. They therefore only spend part of their time working on child protection issues. It is not practical to divide the salaries of these staff between their different responsibilities or between the categories of beneficiaries they serve.
- There are sectors with programmes that employ a diverse workforce of which a small number work on child protection issues for example, in the police and justice sectors. However, budgets are often not sufficiently disaggregated to reflect allocations for compensation of employees for these categories of workers. Generally, they represent too small a part of the overall department workforce to justify foregrounding budget allocations for them. The internal management budgets would reflect allocations to these units/personnel; if the government has a fully-developed IFMIS, it would be possible to "drill-down" to the relevant levels to capture expenditures on staff and units. However, this is not available in most countries.

Finding only a limited amount of useful budget and expenditure information that relates to either the SSW or child protection should lead to conversations with the ministry of finance and other role-players to explore how such information can be made more visible through amending budget programme structures, introducing suitable items in the chart of accounts or tagging budgets. These approaches have the advantage of ensuring that similar information will be captured in future years.

3.1 Mapping the flow of funds

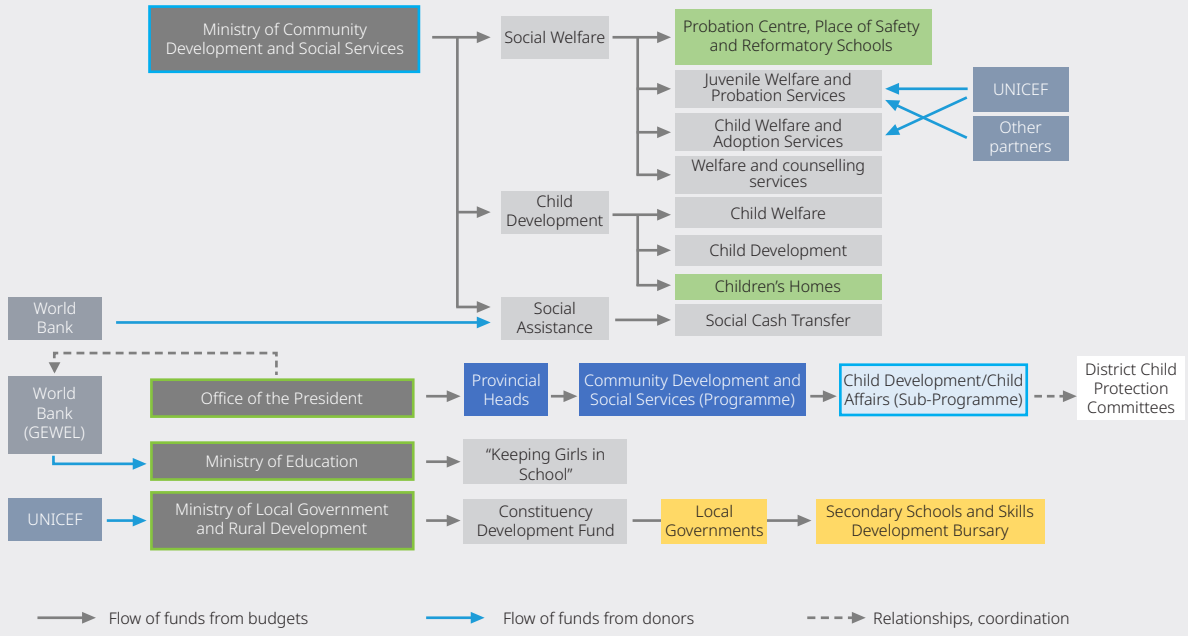
The first task is to develop *a map of the flow of funds* showing how funds flow from the national revenue fund (usually within the Ministry of Finance) through to the SSW and child protection interventions. It must show the source of funds, the different levels of government, revenue sharing arrangements, national and sub-national budgets and budget programmes as relevant to the country context.

The following case study illustrates some of the challenges encountered in reviewing current budgets and expenditures including an example map of the flow of funds.

Zambia – Analysing the flow of funds for child protection

The Ministry of Finance provided access to the national budget books for the period 2017 to 2023. The research team set out to analyze trends in Government expenditures from 2017 to 2023, but Zambia transitioned from Activity-Based Budgets to Outcome-Based Budgets between 2019 and 2020. Due to the transition, the way budgets are allocated changed significantly meaning the data from before and after 2019 are not comparable. Meaningful trend analyses could therefore only be done in relation to the data captured in the new Outcome-Based Budgets.

The narrative information about priorities and the descriptions of the budget programmes and sub-programmes provided key information. These descriptions, combined with information from the situation analysis, were used to develop a first draft of the flow of funds map shown here. Finance officials, officials from the core line ministries and UNICEF discussed this draft map, which was subsequently revised based on their feedback.



The budget books showed allocations to the Ministry of Community Development and Social Services and the provinces' operating budgets for child protection programmes. However, budgets for the salaries of the SSW employed by the provinces were not visible in the budget books as they are aggregated with other staff salaries paid centrally. The research team therefore estimated the Government's salary spend on the SSW using data on positions, personnel numbers and official salary levels. The table shows the budgets for child protection compared to the total budget of Zambia in 2023.

	2023 (Millions of Kwacha)	As per cent of	
		Total Budget	MCDSS Budget
Total Government Budget	167,273.5		
Ministry of Community Development and Social Services	5,270.72	3%	
Spend on SSW and Child Protection	**184.79**	**0.11%**	
Social Welfare Programme	42.70	0.03%	0.81%
Child Development Programme	38.53	0.02%	0.73%
Provincial Child Development	5.35	0.00%	0.10%
Provincial and District SSW Compensation	98.21	0.06%	1.86%

As shown in the table, calculations found that in 2023, the Government of Zambia spent approximately 0.11% of its total budget on child protection programmes.

Source: Report 3: An analysis of budget and expenditures on the SSW – Zambia

3.2 Listing expenditures that are core to the analysis

Most government expenditures benefit children either directly or indirectly. However, this is not a helpful point of departure. For the analysis to be useful, it is important to list the funded activities that should be included. In this context, the focus is on the SSW for child protection so examining budgets for child protection is a good place to start.

In 2020, UNICEF issued a *Financial Benchmark for Child Protection Manual*[25] that seeks to introduce a standard approach to identifying government spending on child protection. This forms a basis for calculating a "comparable measurement of actual expenditure by the state on child protection across countries and within countries over time." The Manual provides that calculations on the child protection benchmark should only include expenditures made ***deliberately and specifically*** to prevent or respond to a core, targeted list of child protection risks and that harms should be included in to ensure comparability. Table 2 sets out the list of child protection harms that are the focus of the *Financial Benchmark*.

Table 2: Benchmark list of child protection harms

- Children not registered at birth
- Children in labour and other work that is harmful
- Children subjected to harmful cultural practices (such as child marriage, female genital mutilation/ circumcision (FGM/C) or gender discrimination)
- Abused children (physical, sexual, emotional)
- Neglected children
- Children without adequate family care
- Children on the move due to migration, kidnapping and trafficking
- Children who are sexually exploited commercially
- Children in contact with the law
- Children affected by emergencies
- Children in trans-national crime
- Children affected by armed conflict and violence

Source: UNICEF, 2020. Financial Benchmark for Child Protection Manual.

25 See Financial Benchmark for Child Protection | UNICEF South Asia

The emergence of calls for integrated approaches to tackle child protection has given rise to analysts using terms such as core and broad child protection interventions and direct and indirect child protection expenditures. Drawing these lines requires judgement. This is because some countries may have country-specific definitions of child protection in legislation and policy that define child protection more broadly or more narrowly.

For uniformity across country analyses, analysts should use the list of child protection harms identified in the *Financial Benchmark for Child Protection Manual (2020)* to identify core child protection interventions. Other interventions that improve the well-being of children should be described as broad child protection interventions.

Once a list of interventions has been identified, the analysis should distinguish between spending on prevention versus response-type interventions with the aim of establishing whether there is an appropriate balance especially given that most countries' expenditures tend to be response heavy. Table 3 sets out a non-exclusive list of prevention and response interventions:

Table 3: Checklist of common prevention and response interventions

Prevention	Response
Public education & community mobilisation Birth registration Life skills, youth civic engagement (e.g. child-friendly spaces) At-risk children and families' identification Background checks & codes of conduct for those working with children Individual family support, e.g. income supplements, mediation, entitlement assistance, service access, respite entitlement, legal aid, parenting groups Reporting/Complaints mechanisms	Verification, investigation & assessment Referral, best interest determination & gate keeping procedures Sensitive health, police, judicial, social work interventions (e.g. counselling, case management) Case response and treatment: e.g. alternative care (foster, residential, emergency, shelter, adoption); diversions & alternative to custody; detention; family support or community-based care; family tracing reunification) Psycho-social support/ mental health services Recovery and social integration services Measures to ensure accountability of offenders against children

Source: UNICEF, 2020. Financial Benchmark for Child Protection Manual.

Even with this departure point, drawing the line between prevention and response expenditures will remain challenging not least because views differ. This may call for a few iterations of this list in consultation with stakeholders, which may involve and/or be informed by revisions to the mapping of the funds.

3.3 How spending arrangements may differ

During the mapping of funds, the team should establish the allocation of functions across levels of government, how funds are transferred between national and sub-national governments (if necessary), the purpose of the funding and allocations to key expenditure items.

In many countries, the national government pays all public servants' salaries centrally or from the budget of the national line ministry. Similar arrangements may exist for infrastructure projects. This can make it difficult to identify spending on specific cadres of workers or spending on infrastructure for child protection services.

3.4 Types of expenditures and types of analyses

When undertaking a budget review, a key task is to identify relevant budgets. This is best done in consultation with the Ministry of Finance and the relevant line ministry. In addition, one can search for the keywords frequently used to describe child protection programmes, such as: child protection, social welfare, child development, child welfare, violence against children and gender-based violence (GBV).

Table 4 sets out the different types of expenditures to look for when analysing budgets for the SSW and child protection.

Table 4: Types of expenditures relevant to child protection

Type of expenditure	Possible items
Human resources	Funding for the SSW: social workers, social welfare officers, children officers, community development officers, community development assistants
Operational expenditures	Travel, communication, nappies, food and clothing for emergency responses, stationery for case management, maintenance and replacement of tools of trade like computers and office overheads like rent, electricity, water and internet.
Institutional expenditures	Spending on institutional care such as places of safety, children's homes, child and youth care centres, secure care facilities for children, Borstal institutions, etc
Transfers to NGOs	Government subsidies to NGOs that provide child protection services such as prevention programmes, or NGOs that run children's homes

Usually, funding for the SSW is the largest expenditure on child protection. However, it is not unusual for certain cadres of the SSW to provide their services on a volunteer basis. If this is the case, it is still important to understand the costs associated with training and managing these workers and explore the possibility and cost of bringing them into the paid workforce either by way of a stipend or career-pathing to government positions.

In many countries, ministries such as education, health, police, the prosecution service and correctional services may employ social workers or other cadres who work full-time on programmes relevant to child protection. However, these expenditures are often very difficult to track because these staff are a small proportion of the total workforce in these ministries and therefore budgets and expenditures for them are not reflected separately in budget documents.

Kenya – Analysing types of expenditures relevant to child protection

The State Department of Social Protection and Senior Affairs funds the programmes that employ the largest cadre of workers–children's officers–who make up the core SSW. The table compares budget allocations to expenditures for the budget programme for Social Development and Children Services

Budget execution and shares for expenditure, 2019/20 and 2020/21

KSH '000s	2019/20		2020/21		Execution		Shares of expenditure	
	Budget	*Expenditure*	*Budget*	*Expenditure*	*2019/20*	*2020/21*	*2019/20*	*2020/21*
National	3,741,194	2,751,075	3,208,975	3,182,390	74%	99%		
Compensation of employees	1,213,694	1,198,972	1,357,541	1,353,678	99%	100%	44%	43%
Goods and Services	101,708	141,054	103,186	87,473	139%	85%	5%	3%
Grants	1,858,776	896,250	1,225,040	1,223,941	48%	100%	33%	38%
Social Benefits	-	-	1,700	1,699		100%	0%	0%
Other Expenses	515,624	513,536	515,585	515,495	100%	100%	19%	16%
Non-Financial Assets	51,392	1,264	5,922	103	2%	2%	0%	0%
Counties	**562,802**	**281,320**	**409,480**	**251,536**	**50%**	**61%**		
Good and Services	502,893	226,550	392,740	248,833	45%	63%	81%	99%
Other Expenses	134	-	173	-	0%	0%	0%	0%
Non-Financial Assets	59,775	54,770	16,567	2,703	92%	16%	19%	1%
Total	**4,303,995**	**3,032,395**	**3,618,455**	**3,433,926**	**70%**	**95%**		

In this programme, compensation of employees accounts for about 44% of the total programme budget with a high level of execution. The ratio between expenditures on salaries to other inputs used in service delivery such as goods and services and other expenses (current expenditures) varies between 1.08 and 1.68, which suggests that compensation costs are supported by the expenditures needed for the delivery of services. However, the data does not enable disaggregating this in terms of services to children versus other services provided under the programme.

Source: Report 3: An analysis of budget and expenditures on the social service workforce – Kenya.

It is important to identify expenditures on childcare institutions separately given the global move away from institutional care to family- and community-based alternative care options. Tracking the trends in spending on institutional care versus other alternative care options provides a marker for the progress in this transition.

Table 5 suggests different ways of analysing child protection expenditures.

Table 5: Analysing child protection expenditures

Type of analysis	Description
Trend analysis	■ trends in the total budgets and expenditures including year-on-year growth and annual average growth over a period ■ trends in total budgets and expenditures on child protection as a percentage of the relevant ministries' budgets, of the total government budget and of GDP ■ trends in the composition of budgets/expenditures on child protection showing the proportion spent on salaries, operating costs and capital expenditures
Per capita expenditures	■ child protection spending per child–particularly useful if subnational data is available to show inequities in spending
Budget execution	■ comparing budgets to actual expenditures can reveal possible bottlenecks to programme implementation
Unit costs	■ output unit costs ■ trends in operating expenses (opex) per member of staff ■ travel costs per case

The ratio between wages and operational expenditures should be reasonable and relatively constant. The SSW require operational inputs to carry out their responsibilities.

Zambia – Analysis of per capita expenditures on child development programmes

Per capita expenditures by province were calculated for two programmes that relate to child protection. The provinces are ordered from largest to smallest populations. There is a clear inverse relationship between the allocation per capita and the population size suggesting either economies of scale in the delivery programmes or that the government uses a one-size-fits-all approach in allocating resources irrespective of the population of the province. The reasons for the disparities require further research.

		Expenditure in ZMK per capita	
Province	Population 2022	Community Development and Social Services Programme	Child Development Sub-Programme
Lusaka	3,093,617	6,87	0,16
Copperbelt	2,768,192	5,84	0,17
Eastern	2,462,682	6,93	0,17
Southern	2,388,091	9,88	0,06
Central	2,261,336	7,43	0,07
Northern	1,623,853	10,10	0,23
Luapula	1,519,478	12,60	0,44
Western	1,375,604	16,50	0,62
North-Western	1,278,357	12,69	0,41
Muchinga	922,213	12,18	0,71

This is not an optimal comparison as allocations to the Child Development sub-programme should be divided by the child population but data on child populations per province are not available.

Source: Report 3: An analysis of budget and expenditures on the SSW – Zambia.

Detailed human resources data showing the number of approved positions (sometimes called the approved establishment) by level and location, the number of positions filled, qualifications and length of service can provide deep insight into the adequacy of current staffing and equity in the distribution of capacity.

Kenya – Analysis of human resources data

The Directorate of Children Services shared data on filled posts and vacancies by level, which was collected during August 2023. The analysis of this data revealed the following:

Authorized posts vs. filled posts in key directorates, 2023

KSH '000s	Number			Estimated Cost (KSH '000s)			
	Authorised Posts	In Post	% Filed	Authorised Posts	In Post	% Filed	Shortfall
Directorate of Social development	**2,253**	**821**	**36%**	**815,451**	**261,051**	**32%**	**554,400**
Professionals	1,673	547	33%	665,057	189,435	28%	475,622
Administrative Support	580	274	47%	150,394	71,616	48%	78,778
Directorate of Children's Services	**2,280**	**1,078**	**47%**	**865,628**	**367,144**	**42%**	**498,484**
Professionals	1,554	800	51%	695,660	308,310	44%	387,349
Administrative Support	726	278	38%	169,968	58,834	35%	111,134
Street Families Rehabilitation Trust	**31**	**18**	**58%**	**19,545**	**8,027**	**41%**	**11,519**
Total	**4,564**	**1,917**	**42%**	**1,700,624**	**636,222**	**37%**	**1,064,402**

Source: Own calculations based on data from the Directorate of Children Services.

The overall expenditure on personnel in the directorates that work most closely on child protection is estimated to be 37% of the expenditure required to fill all the authorized posts.

Source: Report 3: An analysis of budget and expenditures on the social service workforce – Kenya.

Kenya – Recommendations for improving budget information on child protection

To improve the transparency of information that relates to child protection and the SSW for child protection, it is recommended that the Ministry of Finance considers the following proposals:

- Each Vote in the programme-based budget should include a table that provides a breakdown of the number of staff, by category, employed to implement the programmes under the Vote.
- A standard list of GFS economic classification items should be reported on in relation to each Vote, programme and sub-programme.
- The National Treasury should work towards making IFMIS data generally available in an easily accessible MS Excel format.
- Consideration should be given to changing the budget structure of the State Department for Social Protection and Senior Citizens Affairs as follows:

  Programme 1: Children Services

  Sub-programme 1: Child protection services

  Sub-programme 2: Child protection volunteers/promoters

  Sub-programme 3: Alternative childcare institutions

  Sub-programme 4: Allocations to semi-autonomous government agencies

Programme 2: Social Development Services

Sub-programme 1: Social welfare and vocational rehabilitation

Sub-programme 2: Community mobilization and development

Programme 3: National Social Safety Net

Programme 4: General Administration, Planning and Support Services

- Explore options to introduce meaningful KPIs that relate to child protection across the relevant budget Votes so as to foreground the roles that different programmes play in delivering child protection.

Source: Report 3: An analysis of budget and expenditures on the social service workforce – Kenya.

3.5 Using the analysis of budgets in the investment case

The aim of the budget and expenditure analysis is to explore the adequacy of current budgets, the equity in the distribution of funding, the appropriateness of the mix in spending and, possibly, the cost of services. All this information is potentially useful in developing an investment case.

The team should work with the Ministry of Finance to explore options for changing how budget information is captured to make allocations for child protection more visible. If the government is already implementing programme-based budgets, then adding programmes and sub-programmes for child protection can be implemented fully within two budget cycles. However, if the government's budget is structured around activities or line items, then a more far-reaching budget reform programme is required to introduce programme-based budgeting. This has to be driven by the Ministry of Finance and usually takes three to five years to implement. However, once properly implemented, programme-based budgets provide useful information for future analyses.

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4. Estimating the cost of inaction

Experiencing violence during childhood, particularly in the absence of an adequately resourced SSW for child protection, has significant and measurable adverse effects on the individual victim realized both in the immediate aftermath and throughout their life course. These adverse effects impinge on individuals' quality of life, reduce national health and productivity, place additional pressure on already strained government resources, undermine investments in the social sectors and inhibit economic growth and development.

The investment cases conducted in Kenya and Zambia followed the guidance developed by the GSSWA and UNICEF. The guidance outlines three chief approaches to developing a case for increased investment in the SSW namely, a cost-benefit analysis, a cost of inaction analysis and a return on investment calculation.[26] The cost-benefit analysis approach requires access to data that enables the comparison of intervention costs and benefits, which can then be benchmarked against different lines of expenditure to advocate for investment in the SSW. In the absence of data to fully articulate these costs and benefits for a specific set of interventions, the studies in Kenya and Zambia combined the latter two approaches:

- The ***cost of inaction analysis*** approach involves calculating the impact of the government's under-investment in child protection by quantifying the negative consequences for individuals, families, the government and the economy of not allocating sufficient resources to essential child protection services or, in this instance, to the SSW that provides them.
- The ***return on investment*** approach seeks to calculate the long-term positive impacts that would accrue should the government invest sufficient in child protection services and the workforce required to provide them and so prevent VAC.

These two approaches were applied using dedicated Stata-based econometric models. Given the nature of the data required to perform these kinds of analyses, the costs of VAC were used as a proxy for the costs of an underfunded SSW for child protection in both countries.

26 United Nations Children's Fund and Global Social Service Workforce Alliance, Proposed Guidance and Tool for Costing the Social Service Workforce, GSSWA, October 2022, <https://socialserviceworkforce.org/resources/proposed-guidance-for-costing-the-social-service-workforce/>.

4.1 Estimating the economic costs of inaction

VAC exacts a significant physical, emotional and developmental cost on child victims, their families, their communities and society at large. It is intuitive that this social cost is likely to be reflected in economic costs as suggested by human capital theory. A study carried out by the Overseas Development Institute (ODI) and the Child Fund Alliance in 2014 suggested that the global economic costs resulting from the consequences of physical, psychological and sexual violence against children are as high as USD7 trillion, or nearly 9 per cent of global GDP.[27] A number of country-specific studies on the economic costs of VAC have been conducted and are unanimous in their findings that in all countries, irrespective of development status, VAC results in significant economic costs to society. Table 6 presents the results of two such studies for countries in Africa.

Table 6: Economic burden of VAC in Nigeria and South Africa

Country	Types of cost considered	Loss in GDP due to VAC	
		Cost in USD (millions)	Share of GDP
Nigeria	**Health-attributable loss of productivity:** Impact of VAC on health outcomes and health risk behaviours and subsequent increase in DALYs **Education-attributable loss of income:** Impact of VAC on educational attainment and subsequent effect on earnings	8,900	1.88%
South Africa	**Health-attributable loss of productivity:** Monetary value of DALYs lost from fatal cases of VAC as well as the negative health outcomes and health risk behaviours due to non-fatal forms of VAC **Education-attributable loss of income:** Reductions in earnings due to physical and emotional violence experienced during childhood **Child welfare costs:** Costs to the child welfare system of responding to incidence of VAC	15,810	5%

Source: Hsiao, C. Fry, D., Ward, C.L., Ganz, G., Casey, T., Zheng, X. & Fang, X. (2018). Violence against children in South Africa: the cost of inaction to society and the economy. BMJ Global Health 3.

For the Kenya and Zambia investment case studies, the economic costs of an underfunded SSW were estimated using a prevalence-based approach. This approach uses cross-sectional estimates of the total costs incurred during a time period–for instance, a year–attributable to a specific cause–in this instance, VAC. Figure 5 provides an overview of three pathways through which the costs of an underfunded SSW manifest and the types of costs and consequences that comprise each pathway.

27 Pereznieto, P., Montes, A., Routier, S., and Langston, L. The costs and economic impact of violence against children. Overseas Development Institute and the Child Fund Alliance. London. 2014.

Figure 5: Framework for evaluating the cost of inaction on strengthening the Social Service Workforce

Impacts on the broader economy	Reduction in the productive capacity in the economy	Reduction in labour market engagement and participation	Reduction in macro-level measures of human development and human capital	Impact on the achievement of relevant international development targets	
Impacts on government services	Increased use of health sector services; inpatient, outpatient equipment & medical supply costs	Increased engagement with justice sector, policing incarceration & legal proceeding costs	Increased engagement with social welfare services, case management, staff & admin costs		
Impacts on the individual	Higher incidence and underreporting of violence, abuse and neglect	Higher incidence of illness, injury, mortality and morbidity	Reductions in cognitive and human capital development; productivity losses	Lower educational attainment; higher rates of absenteeism and dropout	Reductions in health-related and social quality of life measures
Cost of inaction scenario	Inaction on strenthening of the child protection soacial services workforce (SSW)				

Source: Cornerstone Economic Research, 2023. Inception Report: Developing an investment case for strengthening the social service workforce for child protection in Kenya and Zambia.

The core costs of VAC are borne by the individual victim with higher incidence of risky health behaviours, self-harm and violence perpetration in response to VAC exposure, higher incidence of mortality and morbidity associated with VAC and long-term impacts on individual human capital development, productivity and quality of life.

The impacts of VAC on the individual also cause subsequent costs to government, manifest through increased use of government services across the social, justice and related sectors.

The third category of costs associated with VAC and by extension an underfunded SSW for child protection are those borne by the broader economy. Cumulative reductions in human capital development and labour market participation among individuals will result in increased rates of unemployment and lower wage rates; cumulative reductions in individual productive capacity will reduce overall productive capacity in the economy resulting in broad productivity losses; cumulative impacts on individual human development and human capital will, similarly, impact on measures such as the Human Development Index (HDI) and the achievement of national and international development targets, such as the Sustainable Development Goals (SDGs).

Annexure 3 sets out the methodology for estimating the different categories of costs described in the framework.

Zambia – Summary of the economic cost of VAC analysis (2021)

The costs of an underfunded SSW for child protection in Zambia using the costs of VAC as a proxy are summarized here using the framework presented in Figure 5.

Cost of inaction	Total Cost of VAC			
	The total cost of VAC in Zambia in 2021 amounts to **ZMK40 362.9 million**, equivalent to **9.12% of Zambia's GDP.**			
Impacts on the broader economy	Reduction in productive capacity in the economy	Reduction in labour market engagement	Reduction in macro-level measures of human development	Impact on the achievement of development targets
	Productivity loss attributable to VAC in Zambia in 2021 amounted to **ZMK5 398.2 million**	VAC-attributable education related income loss in Zambia in 2021 amounted to **ZMK1 280.9 million**	In the absence of VAC, Zambia's HDI would **increase to 0.591**, an **increase of 3.63%**	VAC negatively impacts on Zambia's potential achievement of **7 of the 17 SDGS**
Impacts on government services	Increased use of health sector services; inpatient, outpatient equipment & medical supply costs	Increased engagement with justice sector, policing incarceration & legal proceeding costs	Increased engagement with social welfare services, case management, staff & admin costs	
	The total health sector costs of VAC in Zambia in 2021 amount to **ZMK3 185.7 million**	The justice sector costs associated with VAC in Zambia in 2021 amount to **ZMK136.1 million**	The VAC-related costs in the child protection sectore in Zambia in 2021 amounted to **ZMK51.4 million**	
Impacts on the individual	Higher incidence and underreporting of violence, abuse and neglect	Higher incidence of illness, injury, mortality and morbidity	Lower education attainment	Reductions in human capital development	Reductions in health-related quality of life measures
	50.3% of males and 49.0% females in Zambia experience violence prior to the age of 18 years	In 2021, a total of 7 166 deaths and 72 948 years of healthy life lost in Zambia werte atrributed to VAC	In Zambia in 2021, 30 839 adult women had not completed seconadry eduaction due to VAC	VAC wa responsible for the loss of 378 524 years of productive life among adults in Zambia in 2021	The quality of life costs attributable to VAC in Zambia in 2021 amounts to ZMK30 310.5 million
Cost of inaction scenario	Inaction on strenthening of the child protection soacial services workforce (SSW)				

Source: Report 5: The socio-economic costs of underfunding the SSW for child protection – Zambia

4.2 Exploring the economic benefits of implementing the solution scenarios

While complete elimination of VAC is neither feasible nor achievable through investments in the SSW for child protection alone, the team proposed a methodology for modelling the potential positive impacts of strengthening the SSW for child protection.

The method is based on assessing the potential impact of improvements in the VAC service cascade from the current levels of service to an ideal level of 90-90-90 in VAC services. This idea draws on WHO's HIV treatment cascade, which seeks to eradicate HIV by ensuring that 90 per cent of all individuals living with HIV are aware of their status, 90 per cent of status-aware individuals are on antiretroviral treatment (ART) and 90 per cent of ART adherents are virally suppressed. Similarly, the VAC service cascade interrogates the services provided to child victims of VAC along a service cascade that includes:

- the proportion of child victims of VAC who are aware of the existence of support services;
- the proportion of service-aware victims who access the services; and
- the proportion of those accessing the services who receive adequate assistance.

Increasing the size and capacity of the SSW should, therefore, be seen as a priority for improving the VAC service cascade. Using the logic of the HIV treatment cascade, the approach explores the effect on the rates of VAC and associated costs of achieving a 90-90-90 target VAC service cascade – specifically:

- 90 per cent of all victims of VAC are aware of the availability of services;
- 90 per cent of those service-aware victims make use of the services; and
- 90 per cent of those who made use of the services receive adequate help.

In the absence of studies interrogating the impact of a strengthened child protection SSW on VAC outcomes, intervention effects were drawn from the most recent WHO systematic review of the impacts of parenting interventions to prevent child abuse and maltreatment.[28] Specifically, the study makes use of data on the estimated effects of parenting interventions on child maltreatment, physical abuse, psychological abuse and children's internalizing and externalizing behaviours in lower- and middle-income countries (LMICs) to parameterize a model to estimate the potential impact of achieving the 90-90-90 target.

4.3 Other benefits of implementing the solution scenarios

In addition to the economic benefits, strengthening the SSW will realize various other benefits including:

- Improving the accessibility of child protection services to communities, especially if the scenarios involve expanding the number of service offices or locating staff/volunteers in communities.
- Improving the capacity of the SSW to respond to child protection cases by increasing the number of staff and ensuring staff are trained, supported and have the operational budgets they need to do their work
- Improving accessibility of services and the capacity of staff will flow through to higher uptake of services by those that need them. However, it is very difficult to project improvements in uptake given the highly diverse nature of child protection interventions and intention to move towards prevention and early intervention, which will change the composition of interventions and the nature of uptake.

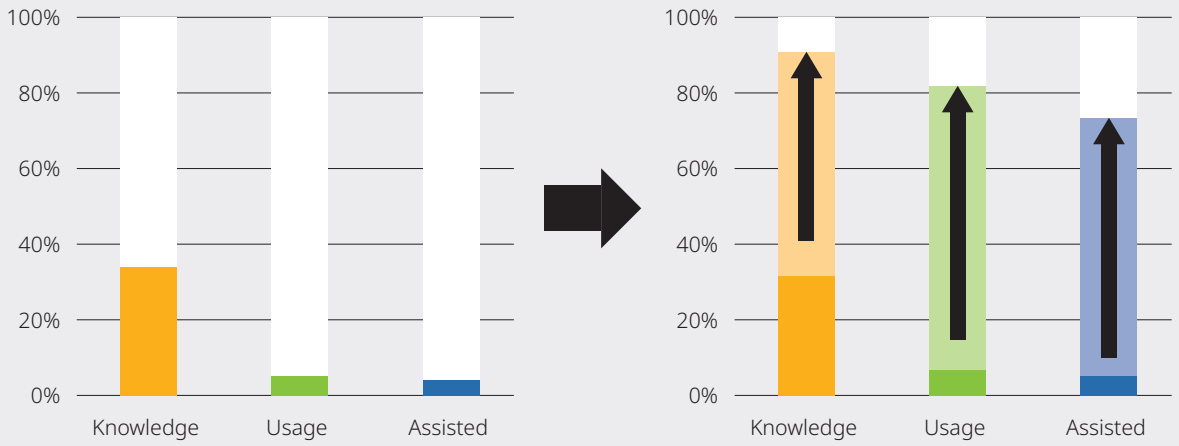
28 World Health Organization, WHO Guidelines on Parenting Interventions to Prevent Maltreatment and Enhance Parent-Child Relationships with Children aged 0-17 Years, WHO, Geneva, 2022.

- Strengthening the SSW for child protection also involves a wide range of measures related to planning, developing and supporting the SSW. The overall aim of these measures is to improve the quality of child protection services. A key benefit of strengthening the SSW should therefore be better quality services although this is often difficult to measure.

Kenya – Economic benefits of a strengthened Social Service Workforce (2021)

If strengthening the SSW was to result in the VAC service cascade improving from the current levels to an ideal level of 90-90-90 in VAC services, the changes would look as follows:

Envisaged improvement in the VAC service cascade in Kenya



Modelling the impact of these service improvements shows reductions in the total health burden associated with self-harm (-36.1%), alcohol use (-30.4%), interpersonal violence (-24.8%), smoking (-10.7%), drug use (-8.5%) and mental disorders (-4.7%) among males; and reductions in the total health burden associated with interpersonal violence (-40.4%), mental disorders (-22.9%), self-harm (-15.6%) and STIs (-13.8%) among females.

The impact of these reductions in VAC prevalence together with the associated health behaviours and outcomes, converts into reductions in the modelled economic costs of violence as shown below.

Modelled impact of 90-90-90 VAC service targets on the total cost of VAC (2021)

Cost category		Initial Cost		Revised Cost		Cost Reduction	
Category	**Type**	**Total KES millions**	**% of GDP**	**Total KES millions**	**% of GDP**	**Total KES millions**	**% of GDP**
Direct	Medical	14 015.2	0.12%	6 841.8	0.06%	7 173.4	0.06%
	Non-medical	16 819.5	0.14%	8 971.6	0.07%	7 874.9	0.07%
Indirect	Tangible	119 006.1	0.99%	59 926.7	0.50%	59 079.3	0.49%
	Intangible	438 363.8	3.64%	203 981.5	1.70%	234 382.3	1.95%
Total cost of VAC		**588 204.5**	**4.89%**	**279 721.7**	**2.33%**	**308 482.8**	**2.56%**

Under the modelled historical achievement of the 90-90-90 VAC service targets, the total economic cost of VAC for 2021 drops from KES 588.2 billion or 4.89% of GDP, to KES 279.7 billion, or 2.33% of GDP. This is a total cost reduction of 52.4%, or KES 308.5 billion, equivalent to 2.56% of GDP.

Source: Report 5: The socio-economic costs of underfunding the social service workforce for child protection – Kenya.

5. Proposing solution interventions

A well-planned, trained and supported SSW is the backbone of the child protection system and plays a critical role in identifying, preventing and managing risks and responding to situations of vulnerability and harm.

Section 2.4 highlights focus areas for strengthening the SSW. These inform the development of proposals for interventions aimed at strengthening the SSW for child protection.

At a general level, the *Guidelines to Strengthen the Social Service Workforce for Child Protection* (2019)[29] proposes that strengthening the SSW involves the following activities:

- Establishing a national leadership group for workforce strengthening.
- Carrying out a national workforce assessment and analysis.
- Examining the national context and the current national capacity.
- Identifying interventions for strengthening the SSW, which should include actions for planning, developing and supporting the workforce.

The *Guideline* also emphasizes that there is no single pathway or standardized process to developing a strong SSW given that each country context is different.

Before moving forward with the development of scenarios for strengthening the SSW in each country, a few issues regarding the structure of the SSW should be addressed.

5.1 Reviewing the rules for structuring of the Social Service Workforce

When developing proposals for strengthening the SSW in a country, it is important to review the rules governing the structure of the SSW and assess if they are fit for purpose.

5.1.1 Clarifying roles and responsibilities to optimally leverage staff capacity

It is important that roles and responsibilities are clarified for optimal staff engagement in line with their qualifications and training. For instance, professional social workers should not be administrate social protection grants–the government should employ administrators for that. The structure should also provide for proper oversight and management as well as the provision of supportive supervision to frontline workers.

5.1.2 Setting minimum ratios for the size of the Social Service Workforce

Many countries use a one-size-fits-all approach for allocating staff across subnational levels of government. This approach may seem equitable but it fails to recognize differing levels of service demand due to varying population sizes, socio-economic and cultural contexts, travel times in sparsely

29 https://socialserviceworkforce.org/resources/guidelines-to-strengthen-the-social-service-workforce-for-child-protection/.

populated regions and possible humanitarian situations. Consequently, its outworking in practice is generally inequitable.

The *Proposed guidance on developing minimum social service workforce ratios*[30] notes that, "[u]nlike other sectors, there is currently no globally recommended benchmark for the ratio of SSW to a given population just as there is no single set of globally accepted quality standards for social services." The document then explores several factors that should be taken into consideration when developing minimum SSW ratios concluding that:

> Planning the structure and composition of the social service workforce is a critical but complex task made more challenging in many countries by a lack of clear definition of what roles and functions the workforce should include and a lack of data about the extent and distribution of the workforce that currently exists. The success of the workforce planning process depends first though on a thorough assessment of the nature of the needs and issues to address, which can inform planners how best to allocate and deploy limited resources.
>
> Meeting these prerequisites means that defining a target minimum ratio of the workforce required for the population in need can be an especially useful tool in planning the social service workforce. However, there are still relatively few examples that illustrate how this can be done in a systematic way at national level to facilitate the development of the social welfare system.

As noted in the *Introduction*, a key element of this assignment was to explore how to use minimum SSW ratios to specify the size of the workforce required in Kenya and Zambia and to develop a costing to strengthen the SSW for child protection. Various approaches were explored for incorporating ratios into the *SSW* Costing Tools developed for this assignment with these findings:

Table 7: Findings on the use of ratios in structuring the Social Service Workforce for child protection

The purpose of using ratios	■ simplify the planning of the allocation of staff ■ set benchmarks for the adequacy of staff numbers ■ promote an equitable distribution of staff ■ ensure the structure of the SSW promotes good management and the provision of supportive supervision
Levels at which ratios are set	**Set a single national ratio for the whole SSW for child protection** ■ not useful for planning and costing the SSW because it does not provide guidance on the structure of the SSW and SSW cadres to be appointed ■ can be manipulated by appointing low-level cadres or volunteers ■ useful for assessing the overall adequacy of the SSW
	Set ratios for specific cadres of the SSW working in defined delivery units ■ depends on the availability of suitably disaggregated data ■ the ratio is linked to the function of the cadre and the population being served ■ informs a more equitable distribution of the SSW across delivery units ■ can be used to specify the structure of the SSW to provide for management and supportive supervision ■ can be used directly in an SSW Costing Tool

30 See Proposed Guidance on developing Minimum Social Service Workforce Ratios | UNICEF.

Kinds of ratios	**Uniform allocations of staff across institutions/offices** ■ one-size-fits-all approach ■ 1 director per province/regional office
	Staff-to-staff ratios ■ useful for ensuring a sensible structure of the SSW ■ 1 senior social worker for every 12 frontline social workers
	Staff-to-population ratios ■ useful for ensuring an equitable allocation of frontline staff ■ 20 social workers per 100,000 children
	Caseload benchmarks ■ should be used in conjunction with staff-to-populations ratios to respond to workload demands and the varying nature of social work ■ number of cases per children's officer

Some experimentation revealed that using different kinds of ratios in combination to describe the structure of the SSW what works well as follows:

- Management staff were allocated according to administrative units (e.g. one senior manager per province, one manager per district).
- Minimum staff-to-population ratios were used to specify the number of frontline workers per 100 000 children. Different ratios were used for different cadres of frontline staff, informed by their roles and responsibilities, their salaries or cost to government and the availability of people with the required qualifications.
- Minimum staff-to-staff ratios were used to calculate the number of supervisors to frontline workers (e.g. one senior social worker for ten social workers). This is particularly important for ensuring the overall staffing structure provides for proper oversight and supportive supervision.

  Staff-to-staff ratios were used to calculate the number of junior staff required (e.g. two auxiliary social workers to one social worker).

Importantly, the results of all ratio calculations were "rounded up" to ensure the creation of full-time positions. In addition, minimum staffing levels were specified to ensure minimum levels of staff in areas with very small populations.

Using staff-to-staff ratios to specify the number of supervisory and junior staff to the number of frontline staff means that the entire staffing structure is driven by core staff-to-population ratios for the frontline staff. This ensures that the structure of the SSW is aligned with proper management, oversight and support considerations and facilitates the building up of a balanced workforce as the number of frontline staff increases.

Zambia – Using ratios for structuring the Social Service Workforce

The key findings and recommendations of the SSW Mapping emphasize the need to:

- provide clarity on the roles and responsibilities of the different cadres in the SSW to ensure a proper division of labour between professionals, paraprofessionals and administrators;
- put management and supervisory arrangements in place;
- provide systematic supportive supervision to social workers;
- provide preventive and early intervention services to support families.

It was evident that the current rules for structuring the SSW and allocating staff across the provinces and districts were not serving these objectives.

Current rules for structuring the SSW at the provicial and district levels		**Observations**
Number of provincial SWOs per province	1	• These rules adopt a one-size-fit-all approach. Consequently, they do not take population, socio-economic or humanitarian settings into account when allocating capacity. • They do not distinguish between management and service delivery roles within districts • They do not allocate dedicated capacity to manage social protection grants. • They do not put adequate provincial capacity to provide supportive supervision in place.
Number of district SWOs per district	2	
Number of assistant SWOs per district	2	
Number of APOs per district	2	

Therefore, a new set of rules for structuring the SSW was proposed, as follows:

Current rules for structuring the SSW at the provicial and district levels		**Observations**
Number of provincial SWOs per province	1	Provide overall management and supervision of the SSW in province.
Number of district SWOs and SWOs per senior SWO	5	Provide supportive supervision to District SWOs and SWOs, as well as training to all members of the SSW and allied professionals in districts.
Number of District SWOs per district	1	Provide overall management and supervision of the SSW, including CDAs, in the district.
Number of SWOs per district	Set by a ratio: staff per 100000 children	Deliver social welfare services.
Number of CDAs per district		Provide community development and prevention services, and supervise CWACs.
Number of SPAs per district		Administrate social protection grants.
Number of assistant SWOs per district SWO and SWO	2	Assist SWOs and provide prevention and family-strengthening services.
Minimum number of asssistant SWOs per district	2	Ensure a minimum level of staffing in district with small populations.
Minimum number CDAs per district	4	Ensure a minimum level of staffing in district with samll populations.
Number of CWACs per Ward	4.7	Assumption to estimate the total number of CWACs.
Average number of members per CWAC	10	Assumption to estimate the total number of CWAC members.

These rules are built into the SSW Costing Tool and can be changed within the tool to explore the staffing and cost implications of different options for structuring the SSW.

Source: Report 4: Costing scenarios to strengthen the SSW for child protection – Zambia

5.2 Allocating staff to where the need is greatest

Specifying a staff-to-population ratio considers differences in population across provinces, districts or counties but not other key factors that need to inform the distribution of staff such as the prevalence of child protection issues, levels of poverty, geographic extent etc.

In the absence of country-specific sub-national demand profiles, it is important to identify risk factors that could predispose a sub-region to SSW need to determine a demand profile for each sub-region. A literature review identified several social determinants of SSW need that could be used to determine demand profiles for sub-national areas:

- *Socio-economic dimensions* – poverty, inequality, unemployment
- *Household dimensions* – household size, household headedness (gender and age), water, sanitation, electricity, food security
- *Socio-cultural dimensions* – gender equity, female employment
- *Health dimensions* – HIV status, alcohol abuse, drug abuse, child mortality, maternal mortality, nutrition
- *Geographic dimensions* – urbanization, population density
- *Child protection dimensions* – child abuse, child marriage, teenage pregnancy, harmful practices
- *Humanitarian crises* – armed conflict, natural disasters, internal displacement

Using some of these determinants of demand for the SSW (based on what data is available), a Multivariable Index of Demand for Social Services (MIDSS) (see Annexure 2 for details) was developed for each country. It provides a proxy for the relative demand for the SSW across provinces or counties. This was used to weight the target level of children per staff for each area to determine their respective staffing requirements. Doing these calculations at the lowest level also makes it possible to build the structure of the SSW from the bottom-up.

Zambia – Using Multivariable Index of Demand for Social Services to allocate social welfare officials across districts

A MIDSS consisting of the following three components was calculated for Zambia:

- *Socio-economic index* (SEI): an index based on relevant socioeconomic indicators
- *Geographic index* (GI): an index based on the level of urbanization and population density
- *Child protection index* (CPI): an index based on the level of relevant child protection indicators

The resultant MIDSS for each of the provinces in Zambia is shown in the table. Assuming policymakers agree that there should be 20 social welfare officers per 100,000 children, this gives a national average ratio of 5,000 children per social welfare officer. Columns C and D show the allocation of social welfare officers based on this average ratio while columns A and B show the allocation of officers using this ratio weighted by the MIDSS. The column showing the "Difference between the weighted and average allocations" highlights the distributional impact that the MIDSS has on the allocation of social welfare officers across provinces. The application of the MIDSS results in Western Province, for instance, being allocated 53% more social welfare officers compared to their average allocation.

Comparing average versus MIDSS-weighted allocations of staff across provinces

Province	Number of districts	Provincial child population	MIDSS	A	B	C	D	Difference between weighted and average allocations
				Weighted targets of children per Social Welfare Officer	Weighted allocations of Social Welfare Officers	Average Target of children per Social Welfare Officer	Average allocations of Social Welfare Officers	
Eastern	15	1 031 011	- 0,17704	5 885	169	5 000	200	**-31**
Muchinga	8	385 684	0,05357	4 732	77	5 000	73	**4**
North-Western	11	533 412	0,00903	4 955	103	5 000	101	**2**
Western	16	572 678	0,34108	3 295	167	5 000	109	**58**
Northern	12	679 733	0,09401	4 530	144	5 000	130	**14**
Luapula	12	633 785	0,07748	4 613	132	5 000	120	**12**
Copperbelt	10	1 158 168	- 0,15495	5 775	195	5 000	226	**-31**
Central	11	946 043	- 0,02983	5 149	180	5 000	184	**-4**
Southern	15	1 000 326	- 0,05373	5 269	183	5 000	193	**-10**
Lusaka	6	1 293 585	- 0,15962	5 798	219	5 000	256	**-37**
National	**116**	**8 234 423**	**-**	***5 000***	**1569**	***5 000***	**1592**	**-23**

The difference between the total number of staff under the weighted versus the average calculations results from the rounding up of positions.

In the Zambia study, this methodology was used to allocate three cadres of frontline staff: social welfare officers, community development officers and social protection officers. The allocations to these cadres in turn determined the allocation of junior staff and supervisory staff through staff-to-staff ratios.

Source: Calculated using the SSW Costing Tool – Zambia.

5.3 Developing scenarios for strengthening the Social Service Workforce

Annexure 1 sets out the conclusions and recommendations from the SSW Mapping studies for Kenya and Zambia, which list the proposed interventions for strengthening the SSW for child protection in the respective countries. To give effect to these, scenarios for strengthening the SSW for child protection in each country were developed in consultation with the relevant line ministry role-players and other stakeholders.

These scenarios provide the basis for structuring and calibrating the SSW Costing Tool so as to calculate costed implementation plans for strengthening the SSW for child protection in each country.

Zambia – Scenarios for strengthening the Social Service Workforce

Two scenarios for strengthening the SSW in Zambia were modelled using the SSW Costing Tool. These are described here.

The *Quick Wins scenario* broadly consists of:

- increasing the number of community development assistants from the current 960 to around 2,000 within three years;
- increasing the combined number of provincial and district social welfare officers (SWOs) to about 2,000 over three years;
- increasing the number of assistant SWOs to about 4,000 over three years; and
- providing training to allied professionals within a three-year timeframe.

The *Systematic Strengthening Scenario* broadly consists of:

- Year 1 – ensure adequate budgets for operational costs and tools of trade for existing SSW staff; start appointing social protection administrators to free up the time of district SWOs to focus on core social work tasks and relieve them of the responsibility of administrating social protection; establish structures to provide supportive supervision and in-service training; provide induction training to existing staff who have not received it; and begin rolling out training for allied professionals.
- Years 2 and 3 – fill existing vacancies on the Ministry's establishment for provincial, district and assistant SWOs and community development assistants; continue appointing social protection administrators; provide for induction training of new officials; and continue training allied professionals.
- Years 4 to 8 – progressively strengthen the SSW by appointing senior SWOs at the provincial level to provide supportive supervision; increase the number of SWOs and assistant SWOs in districts; grow the number of community development assistants to achieve the desired ratio of workers per 100,000 children.

Comparing the *Quick Wins and Systematic Strengthening* scenarios

Quick Wins scenario	Systematic Strengthening scenario
Cost over eight years:	
• K11.8 billion operations • K217 million setup	• K7.1 billion operations • K213 million setup
Annual operating cost at full rollout:	
• K1.636 billion	• K1.663 billion
Risks	
• In the short term, there may not be enough social workers that want to work for government. Risk that MCDSS will appoint staff with other degrees. • Not clear that MCDSS has the capacity to manage the rapid increase in staff. • Does not resolve the issues related to the management of social protection.	• Eight years is a long implementation period. • Not certain that the next government will have the same priorities.

The Quick Wins scenario is about 40% more expensive over an eight-year period than the Systematic Strengthening scenario. The more gradual expansion of capacity increases the

likelihood of appointing appropriately qualified staff and ensuring they are properly trained and inducted into the child protection system. Based on this analysis of the risks, benefits and costs of the two scenarios, we recommended the Government of Zambia should pursue implementing the Systematic Strengthening scenario or a similar option.

Source: Report 6: An investment case for strengthening the SSW for child protection – Zambia.

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6. Costing the proposed solutions

Costing is the process of estimating the resources needed to implement programmes. While there are parts to costing that are simple, costing can also get very complicated. There is no standardized or best-practice approach to costing. The appropriate approach depends on a range of factors including the context in which the programme is implemented, the purpose of the costing, the capacity of programme managers to use the costing and the format and quality of budget and expenditure information in the country.

Budgeting and costing are different processes. Budgeting informs the compilation of the budget and is a top-down process during which a fixed envelope of funds, constrained by economic and fiscal realities, are shared across competing government priorities. In contrast, costing combines art and mathematics–the art of imagining what it takes to implement programmes and the maths of calculating the quantities of units and their unit prices–to calculate what funds are needed, i.e. the cost.

SSW Costing Tools were developed for each country. These tools use institution-based costing to provide for increasing the number of staff employed in the SSW for child protection and activity-based costing to cover induction training, CPD and the training of allied professionals. These tools are designed to facilitate the specification and costing of different scenarios and the development of costed implementation plans.

6.1 Developing an Social Service Workforce Costing Tool

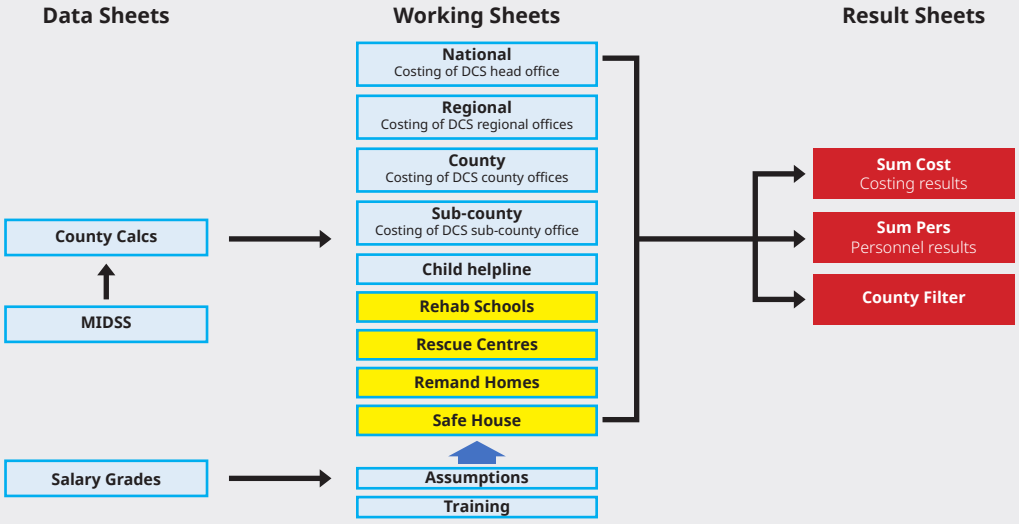
Annexure 4 sets out the steps for developing a costing tool. As noted, the SSW Costing Tools that were developed introduce a number of innovations, namely:

- the use of staff-to-population ratios to calculate the number of frontline SSW staff required, (see Section 5.1.2);
- the use of staff-to-staff ratios to calculate the number of supervisory and junior staff required given the number of frontline staff (see Section 5.1.2);
- the use of the MIDSS to weight the allocation of staff across geographic areas (see Section 5.2).

In addition to working out the cost of expanding the SSW, the tools also provide for costing induction training and CPD, training of allied professionals, operational costs of delivering social work programmes and the appointment, management and operating costs associated with appointing a cadre of volunteers.

Kenya – structure of the Social Service Workforce Costing Tool

The SSW Costing Tool – Kenya is designed to estimate the resources required to strengthen the SSW for child protection. It seeks to give practical effect to the key findings of the SSW Mapping (see Annexure 1) through the range of personnel provided for in the costing and the norms that inform the costing. The structure of the costing tool is shown here:



The respective worksheets serve the following functions:

- **Results worksheets**

  Sum Cost – provides a summary of the total cost of strengthening the SSW according to the scenario being modelled.

  Sum Pers – sets out a summary of the total staff by cadre according to the scenario being modelled.

  County filter – calculates the cost of the scenario for the county selected from the dropdown at the top of the worksheet. Note that this cost only covers the county and sub-county offices and does not cover childcare institutions.

- **Working worksheets**

  Assumptions – lists all staff and inputs along with salaries and prices. Used to allocate inputs by office and staff member. The information on this worksheet feeds into other working worksheets.

  Training – provides for the costing of different training events. Used to allocate training to different staff cadres.

  National – calculates the cost of the DCS national office including secondments to other stakeholders.

  Regional – calculates the cost of the DCS regional offices.

  County – calculates the cost of the DCS county offices.

  Sub-county – calculates the cost of the DCS sub-county offices.

  Child Helpline – calculates the cost of the Child Helpline based on the CPS Costing Model (2022) assumptions.

  Worksheets for the childcare institutions – calculates the cost of the different childcare institutions based on the CPS Costing Model (2022) assumptions.

- **Data worksheets**

  Salary Grades – sets out the latest salary information. When users update this information, they must ensure that the structure of the information remains the same so that it feeds through correctly to the Assumptions worksheet.

  MIDSS – sets out the data and calculations for the MIDSS for Kenya.

  County Calcs – sets out the county-level data and the staffing calculations based on the staffing assumptions set on the Regional County & Subcounty worksheet.

The SSW Costing Tool was designed to model SSW personnel employed by DCS using a One size and a Ratio Scenario.

Source: Report 4: Costing scenarios to strengthen the social service workforce for child protection – Kenya.

6.2 Specifying implementation scenarios

Costing tools are designed to estimate the resources needed for a variety of implementation scenarios. Implementation scenarios can differ from each other:

- **By time** – a target level of coverage by a specific year could be set and the tools used to test different approaches to scaling-up interventions to reach this target. The tools calculate the resources needed per year. For instance, implementing a new intervention will require training and systems strengthening in the first few years followed by expanding the SSW over the subsequent years.
- **By implementation modality** – interventions aimed at strengthening the SSW for child protection can be implemented in a variety of ways. The government can strengthen the public service workforce, build the capacity of CSOs to implement delivery, establish volunteer committees, etc. The costing tools can be structured to allow for a phased use of these different implementation modalities as relevant to the country context.
- **By implementation responsibility** – different levels of government can take on different roles and responsibilities in the implementation of programmes. These responsibilities are usually fixed in law, policies and/or regulations. However, at the early stages of programme implementation, there may be some flexibility as to who does what. A costing tool can show the cost implications for different levels of government and changes in resource needs as systems are established and decentralized levels of government take over more responsibilities from national ministries.

The costing tools can accommodate the costing of scenarios across all three dimensions.

6.3 Presentation of costing results

The results of a costing should be presented in a way that makes sense to programme managers and finance officials. It should clearly communicate what funds are required and in what time frames. The results should therefore:

- be aligned with the institutional arrangements in the country and show which costs are the responsibility of which levels of government and, similarly, which outputs are delivered by which level of government.
- be aligned with budget formats and expenditures classifications used in the country so that the results can be easily compared to existing expenditures and copied and pasted into budget bids.

Costing results should also show the following:

- **Start-up costs** – these are costs that are incurred to get a new intervention up and running. It is important to show these costs separately because they are one-off expenditures. Even though they might be large, they are easier to justify. They should also be shown separately to ensure that funds are allocated to the start-up activities to build solid foundations for effective interventions. Examples of start-up costs include policy development, training, purchasing of capital equipment and construction of new offices.
- **Operating costs** – these are incurred every year on inputs that are needed for the ongoing operations of the intervention. It is important to show these separately as these resources should be provided for annually. Operating costs include salaries, travel, office overheads (rent, electricity, water, internet), communications and training.
- **Capital costs** – these include one-off, typically large and lump-sum, expenditures on land, buildings, construction and equipment that have a multi-year life span. Showing them separately helps to easily explain the spikes in costs. Examples include office equipment and vehicles.

Costing tools can generate a tremendous amount of information. It can be a challenge to ensure that the most impactful data generated by the tools is used, as it is important to not overload people with information.

Zambia – Calculating the cost of strengthening the Social Service Workforce

The SSW Costing Tool – Zambia was used as a case to calculate the costs per year needed to strengthen the SSW under two scenarios: a Quick Wins Scenario and a Systematic Strengthening Scenario. As noted, the latter broadly consists of:

- Year 1 – ensure adequate budgets for operational costs; appoint social protection administrators to free up the time of social workers; establish structures to provide supportive supervision; and provide induction and in-service training.
- Years 2 and 3 – fill existing vacancies at the provincial and district levels; continue to appoint social protection administrators; and provide training.
- Years 4 to 8 – progressively grow the number of staff to achieve the desired ratio of workers per 100,000 children and the other workforce ratios.

The cost of the Systematic Strengthening Scenario is shown here:

Rollout										Total cost oversight years
	ZMW millions	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	
Total operational costs		**260,74**	**356,84**	**473,36**	**723,62**	**958,26**	**1 192,89**	**1 427,32**	**1 662,99**	**7 056,02**
Province & district operating costs	Current salaries	260,74	356,84	473,36	723,62	958,26	1 192,89	1 427,32	1 662,99	7 056,02
Salaries - Provincial	6,59	6,59	11,62	16,22	26,82	37,42	48,02	58,62	69,81	275,11
Salaries - Districts	91,63	107,47	158,83	226,72	368,12	509,51	650,91	792,31	933,70	3 747,57
Training		21,06	38,66	55,26	86,91	102,94	118,97	134,79	151,02	709,60
Operational costs		122,25	143,24	169,28	232,81	296,33	359,86	423,38	487,12	2,234,27
Ongoing capital costs		3,38	4,50	5,87	8,96	12,05	15,14	18,23	21,33	89,48
Total setup costs		**33,83**	**11,14**	**13,75**	**30,90**	**30,90**	**30,90**	**30,90**	**31,03**	**213,35**
Provincial / District setup costs		33,83	11,14	13,75	30,90	30,90	30,90	30,90	31,03	213,35

The tool also provides information on the number of officials employed per year by type and in which provinces and districts they should be appointed.

Source: Report 4: Costing scenarios to strengthen the SSW for child protection – Zambia.

Kenya – Calculating the cost of strengthening the Social Service Workforce

The SSW Costing Tool – Kenya was used as a case to calculate the costs per year needed to strengthen the SSW under the Ratio Scenario. These tables show the high-level results of the costing.

Total cost of strengthening the SSW employed by the Directorate of Children Services

KES	Scenarios Ratio	Rollout Plan							
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
TOTAL COSTS	**8 442 543 546**	**2 679 861 184**	**3 158 943 340**	**3 837 343 975**	**4 337 126 693**	**4 767 286 217**	**5 199 982 295**	**5 538 702 335**	**5 858 871 046**
Recurrent costs	*5 698 969 196*	*2 053 621 834*	*2 675 640 390*	*3 332 711 625*	*3 887 162 443*	*4 360 094 067*	*4 771 440 245*	*5 096 818 385*	*5 391 946 196*
Salaries	3 167 349 784	1 025 891 476	1 466 611 173	1 902 233 948	2 248 334 055	2 540 404 034	2 795 373 198	2 993 350 722	3 167 349 784
Goods and Services	2 531 619 413	1 027 730 358	1 209 029 218	1 430 477 678	1 638 828 388	1 819 690 033	1 976 067 048	2 103 467 663	2 224 596 413
Development costs	*2 742 574 350*	*626 239 350*	*483 302 950*	*504 632 350*	*449 964 250*	*407 192 150*	*428 542 050*	*441 883 950*	*466 924 850*
Capital Investments	2 742 574 350	626 239 350	483 302 950	504 632 350	449 964 250	407 192 150	428 542 050	441 883 950	466 924 850
Recurrent cost per child	310,82	112,01	145,93	181,77	212,01	237,80	260,24	277,98	294,08
Total cost per child	**460,46**	**146,16**	**172,29**	**209,29**	**236,55**	**260,01**	**283,61**	**302,08**	**319,55**

The cost of strengthening the SSW by the different level of offices and the childcare institutions

KES	Scenarios Ratio	Rollout Plan							
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
TOTAL COSTS	**8 442 543 546**	**2 679 861 184**	**3 158 943 340**	**3 837 343 975**	**4 337 126 693**	**4 767 286 217**	**5 199 982 295**	**5 538 702 335**	**5 858 871 046**
National Office	503 534 049	478 279 724	382 017 099	383 301 874	379 586 649	375 786 649	375 786 649	375 786 649	375 786 649
Regional Offices	113 338 023	61 321 173	63 288 923	70 795 073	78 301 223	68 468 423	68 468 423	68 468 423	68 468 423
County Offices	697 994 706	292 770 767	301 295 407	338 844 847	363 675 607	334 312 967	350 941 497	402 534 052	437 018 906
Sub-county Offices	7 127 676 769	1 847 676 769	2 412 341 912	3 044 402 182	3 515 563 215	3 988 718 179	4 404 785 727	4 691 913 210	4 977 597 069
% of total cost for strenthening the SSW									
National Office	6%	18%	12%	10%	9%	8%	7%	7%	6%
Regional Offices	1%	2%	2%	2%	2%	1%	1%	1%	1%
County Offices	8%	11%	10%	9%	8%	7%	7%	7%	7%
Sub-county Offices	84%	60%	76%	79%	81%	84%	85%	85%	85%

The establishment and capacitating of the sub-county offices will drive an increase in expenditure on them from 69% of the total budget in Year 1 to around 85% in Year 8. It is envisaged that the share of spending on national, regional and county offices will decline. This is entirely appropriate given that the sub-county offices are the frontline service delivery arms of DCS.

Source: Report 4: Costing scenarios to strengthen the social service workforce for child protection – Kenya.

7. The investment case

Once the project team has completed all the studies, they must draw together the key findings from each study to build a persuasive case as to why the government should allocate more funds to the SSW and child protection and present it in an easy-to-read investment case report. A good investment case[31] in the public sector should:

- Describe ***the problem*** that the proposed intervention is responding to. In this context, it means describing the nature and extent of child protection issues in the country and map the SSW. This can be supplemented by a ***cost of inaction*** study that estimates the socio-economic cost of VAC emphasizing the importance of the issue.
- Describe the ***proposed solution*** – what does the investment case propose the government should do to strengthen the SSW? It is useful to present different scenarios for implementation.
- Describe the ***cost of the proposed solution*** and specifically, a realistic, costed implementation plan. What is the budget ask (the funding request) to implement the proposed solution?
- Describe the ***potential benefits*** of implementing the proposed solution to individuals, government and society. This can be information from a return-on-investment study from piloting the proposed solution. However, this is rarely possible in the context of strengthening the SSW.

A key aspect of successful advocacy is to ensure consistency in the messaging: everyone involved should call for the government to take the same set of actions and these actions must be consistent with the theory of change underlying the investment case. How the issue is framed to ensure it catches the attention of key government role-players and gets onto the policy agenda should be carefully considered.

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31 See also https://prayerandactionforchildren.org/advocacy-guide/wp-content/uploads/2020/11/Arigatou_International_Advocacy_Guide.pdf

Zambia – The investment case for strengthening the SSW for child protection

The investment case for strengthening the SSW for child protection in Zambia is as follows:

- Children in Zambia continue to experience various forms of violence, abuse, neglect and exploitation. A detailed survey of VAC found that 50.3% of boys and 49.0% of girls experienced some form of violence prior to the age of 18 years. It is estimated that VAC costs the Zambian economy about 9.12% of GDP.
- In 2023, the Government employed about 1,437 social workers and community development assistants to work on child protection issues. This equates to only 17.5 workers per 100,000 children, which is insufficient to address the demand for child protection services. This is confirmed by survey data, which indicates that only 4% of boys and 7% of girls who are victims of violence receive adequate support services. In 2023, the Government allocated ZMK 185 million, or 0.11% of the total Government budget, to fund the SSW (mainly salaries).
- To strengthen the provision of child protection service, it is proposed the Government should increase the size of the SSW to around 7,400 workers over an eight-year period. This will give 90 workers per 100,000 children.
- In the eighth year, the cost of employing the expanded SSW will be ZMK 1.7 billion. This is 0.98% of the total 2023 Government budget.
- If strengthening the SSW enables it to provide a 90-90 90 knowledge, usage and assistance service, it is estimated that the cost of VAC to the economy will drop to 4% of GDP, implying a violence prevention dividend of ZMK 22.7 billion.

Source: Report 6: An investment case for strengthening the SSW for child protection – Zambia.

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8. Advocating for additional resources

The entire process of developing the investment case should be seen as a series of successive advocacy opportunities. It is an opportunity to: develop key stakeholders' knowledge of the SSW, child protection and VAC by getting them onto the project steering committee; draw ministries of finance, planning and budget into researching budget allocations for the SSW and child protection; get different sectors speaking to each other about how to co-ordinate better; and get government, business and civil society speaking about the impacts of VAC on the economy and society.

Those seeking to persuade governments to allocate more funds for strengthening the SSW need to develop an advocacy strategy that is designed for the country context. The strategy needs to reflect the government structure, how functions are allocated and the arrangements for budgeting.

8.1 Developing an advocacy strategy

An advocacy strategy aims to coordinate advocacy efforts across a group of role-players; it provides a framework for defining objectives and tracking progress towards achieving them. Advocacy encompasses a wide range of activities including research and information dissemination, awareness-raising, capacity building and lobbying. It aims to influence policies and the budget. Therefore, it is critically important that those who manage the advocacy processes have an accurate and detailed understanding of how new policies are developed and how new budget bids feed into the budget process.

Advocacy strategies are typically less than ten pages in length and cover a period of about five years. They should provide everyone involved with a framework for action addressing the *why, who, when, how* and *what* questions of advocacy. They should include a detailed description of the budget process, a timetable of the key events, a list of the stakeholders that should be targeted, the messages that need to be communicated at each stage and potential events that can be held to increase the likelihood of messages landing.

8.2 Developing advocacy materials

There is a wide range of materials that can potentially be described as advocacy materials. The key is to ensure these materials present the issues in an accessible way for the intended audiences. The materials should help people understand the problem and proposed solutions and how they can get involved.

All the reports, technical analyses, expenditure analyses and costing tools developed to prepare the investment case should be made available in electronic format and published online. Making information available allows those who want to dive deeper into the material to do so. It also avoids the possibility of anyone claiming that there is a lack of transparency. Costing tools should be published with manuals that explain how to use them.

Different kinds of advocacy materials

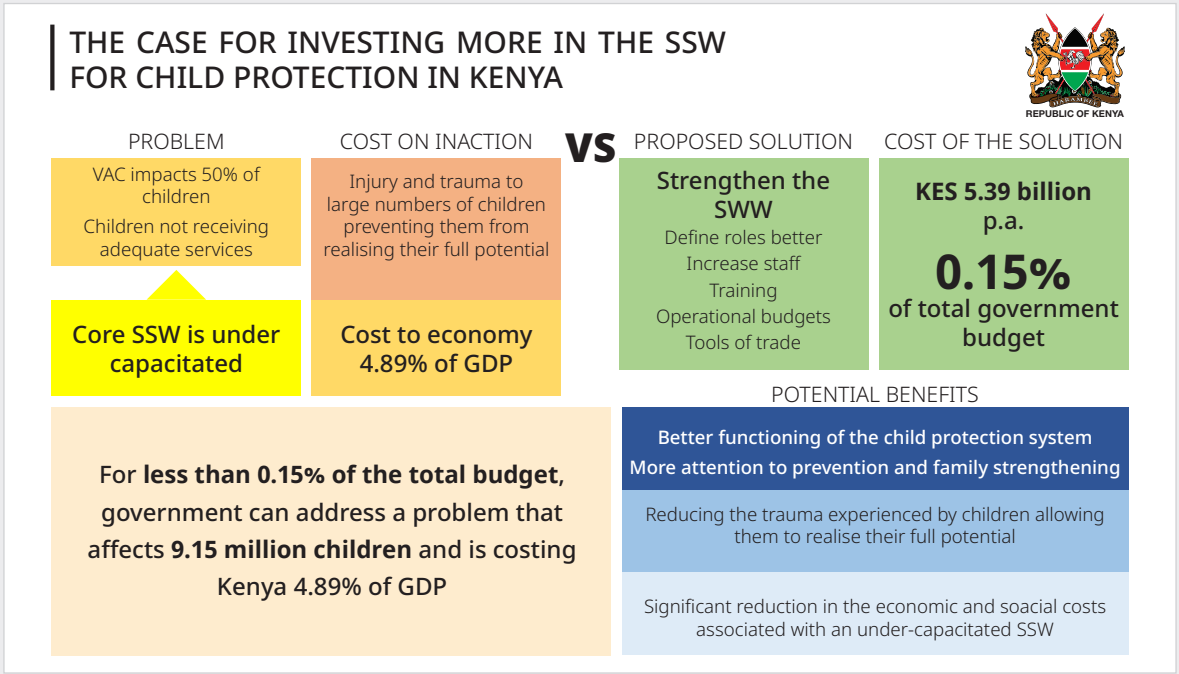
Advocacy materials can include all or any combination of the following:

- **Policy briefs:** these should be around ten pages long, summarize the key findings of the technical analyses and provide details of the proposed solutions. It is important to include tables, graphs and pictures but in a simple and clear format. While one policy brief that summarizes the investment case should suffice, it must address the core issues.
- **Standard investment case presentation:** it is important to produce a standard presentation of the investment case and make it widely available. The presentation should be available in Microsoft PowerPoint to allow different parties to easily copy sections into their respective presentations. This facilitates consistent messaging.
- **Infographics** should consist of two A4 pages at most and focus on two or three messages that are communicated primarily through pictures and supported with explanations. The picture conveys the message, which is driven home with additional words.

As far as is feasible and funding allows, advocacy materials should be translated into local languages.

Kenya – Example of a summary infographic for an investment case

This is a summary infographic of an investment case for strengthening the SSW for child protection in Kenya. Six research reports underpin this one infographic.



Source: Cornerstone Economic Research, 2025. Presentation on Investing in Kenya's Children – the economic case for a well-planned, -supported and -resourced Social Service Workforce (SSW) Kenya.

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Annexure 1. Strengthening the Social Service Workforce – recommendations

This annexure sets out conclusions and recommendations from the respective Kenya and Zambia studies on mapping the SSW.

Kenya – Social Service Workforce Mapping conclusions and recommendations

Kenya has a history of supporting child protection systems strengthening and strengthening the SSW. Policies, structures, services and human and technical resources are in place; there is increased awareness and knowledge of VAC and its impact on children; and advocacy is being undertaken on key and emerging child protection issues and challenges. However, challenges remain.

In Kenya, the SSW for child protection comprises various cadres whose roles and functions are shaped by constitutional provisions, policies, legislations and institutional arrangements. However, lack of clear definition in the policy and legal framework leads to role ambiguity, insufficient standards for qualifications and practice, inadequate training and unclear career pathways.

A working definition of the SSW was developed to analyse the core and allied SSW for child protection, facilitating the mapping and the budget analysis. The complexity of determining the SSW's extent arises from its dispersion across government and non-government entities, bureaucratic hurdles and the absence of comprehensive human resources databases. Moreover, certain roles such as paraprofessionals, volunteers and community structures lack formalization and face challenges in implementation due to irregular payment resulting in limited record-keeping of their numbers. Clarifying roles and responsibilities is vital for ensuring a competent, well-supported and effective workforce committed to safeguarding children's rights and well-being.

Planning the Social Service Workforce

- There is an absence of a long-term vision for and approach to, strengthening and restructuring the child protection system. Many initiatives have been implemented, recommendations made and instruments for change developed yet none of these are followed up or built on.
- Strategic leadership and management from the Ministry of Labour and Social Protection through the NCCS and the DCS is needed as well as from stakeholders and development partners including UNICEF. To manage the proposed changes, it is critical that a change management plan be put in place to guide senior management on the proposed changes, their implications and how to manage the process.
- The social work profession and the wider SSW should be recognized in legislation and social work given professional status through an accreditation and licensing system. This needs to be combined with a longer-term capacity development plan for the current SSW to obtain the necessary competencies and qualifications.

- The normative framework needs to be strengthened to ensure clear roles and responsibilities in the context of decentralization.
- A directive on the minimum services for children is needed to enable standardization of the type and quality of services for child protection.
- Existing SOPs and guidelines on child protection are difficult to apply and lack resourcing to ensure access to training. SOPs and guidelines should reflect the minimum standards and guiding principles on child protection and be upheld when responding to the protection needs of children.
- Current staffing levels are inadequate to respond to the demand for child protection and social services in the country. In particular, professional social workers, the cornerstone of the SSW, are in short supply.
- Staffing is unequally distributed across counties with the most remote and poorest counties having the fewest staff. This means children in these counties are less likely to be able to access child protection services when they need them. It also means that staff in these counties are likely to have higher caseloads increasing the risks of burnout, decreased effectiveness and compromised quality of care. The unequal distribution of the SSW tends to perpetuate socio-economic disadvantages.
- The existing budget structures do not enable identifying expenditures on the SSW involved in child protection activities where it is not a core function of the unit or department.
- Resourcing for the SSW for child protection should be comprehensive to ensure adequate staffing levels, investment in their skills and competencies to ensure quality services and provision for their operational environment.
- Budget allocations for child protection services are fragmented across multiple programmes and sub-programmes undermining the effectiveness of child protection service delivery. This results in piecemeal, ad hoc interventions and reactive responses rather than investing in prevention and early intervention.

Developing the Social Service Workforce

- As there are no minimum standards and there is no competency framework for social work education in Kenya, ASWEK has taken the lead in developing these to harmonize social work curriculums and their delivery. This will should be finalized and approved to ensure official accreditation and the standardization of education across the country. The social work curriculum will should be aligned to an agreed social work competency framework.
- In-service training is planned for but not resourced and the available training is often ad hoc, focusing on specific project implementation-related skills or orientation sessions rather than applied learning. Key knowledge gaps around the core competencies and the ability to apply these to diverse practice settings may also be attributed to the lack of relevant academic preparation in social work practice and child protection and the absence of a strategy for structured, planned and coordinated in-service training.

Supporting the SSW

- Current supervision practices reflect ad hoc performance management and do not adequately result in learning and better quality services for vulnerable groups. There is need to develop supervision frameworks and ensure accredited supervision training and ensure that supportive supervision in social work is performed by qualified social workers who are trained in supportive supervision.

- The SSW for child protection manage complex and often sensitive, difficult and traumatic cases, which can result in stress, burnout and post-traumatic stress disorder (PTSD). Putting formalized measures in place to protect and support the physical and mental well-being of social service workers is critical.
- Lack of attention to safety and security is also an issue. There is therefore need for safety measures and protocols, investment in training on safety and security in the field and a compensation package for staff working in difficult locations.
- The professional associations of social workers need to be strengthened and legitimized by the government as partners and stakeholders in policymaking and implementation.

Recommendations

These recommendations can be viewed as building blocks of a longer-term vision and strategy for strengthening the SSW. The recommendations suggest actions for their implementation. It is proposed that a road map be developed to prioritize and implement the recommendations.

Develop and strengthen the regulatory framework of the Social Service Workforce

1. Agreed national definition of social work and social work professions

Establish a national-level consolidated regulatory framework and set up relevant institutions to support it.

- Develop a consultative draft to define who comprises the SSW and its allied systems; differentiate between social work professionals, other social service professions and the wider SSW.
- Disseminate and organize public consultations and inputs.
- Adopt a nationally relevant and inclusive definition of the SSW based on the country context.

2. Review existing or develop alternative national-level legislation to regulate social work (i.e. the draft Institute of Social Work Professionals Bill, 2023)

- Review existing SSW legislation from the region and beyond–identify good practices and lessons learned to inform the process.
- Review existing or develop alternative legislation guided by global practice for a) clear definition of social workers and the SSW; b) clear, articulated social work competencies, c) national practice standards including a Code of Ethics, a licensing scheme and a means of self-regulation.
- Disseminate draft for public input.
- Advocacy, lobbying and awareness-raising to ensure the approval of the Bill.
- Assess the cost implementing the new law.
- Develop necessary statutory instruments and directives to implement the new legislation.

3. Support the approval process of the draft Medical Social Workers Bill, 2024

- Disseminate draft for public input.
- Advocacy, lobbying and awareness-raising to ensure the approval of the Bill.
- Assess the cost of implementing the new law.
- Develop necessary statutory instruments and directives to implement the new legislation.
- Advocate for greater recognition of the role of medical social workers.

4. Develop a policy directive on defining social services and/or include in the next iteration of the legislation

Define social services and provide a minimum standards framework for social service provision. This should include a framework for national- and county-level roles and responsibilities for social service provision and for coordination and collaboration between the administrative levels.

5. Finalize the review/development and adoption of the National Child Policy

This new policy will have to address gaps in the current policy including providing a directive for the Government's approach to child welfare and child protection and building the child protection system in the context of decentralized service delivery. It must also address the gaps identified in the Constitution in relation to social services and child welfare.

- Ensure the policy is comprehensive and includes:
  - definition of the roles and responsibilities of the SSW
  - a clear outline of the functions of child protection (otherwise it may be worthwhile to consider a separate child protection policy)
  - a monitoring and evaluation framework
  - an accountability framework
- Finalize draft National Child Policy and conduct public consultations, revise, finalize and adopt.

6. Increase counties' participation in and capacity for the delivery of child protection programmes and services; advocate for the allocation of resources for county-level child protection services

- Support counties to develop county-level child protection policies based on the 2022 draft model child protection policy and guidance and the road map for county child protection policies.[32]

Develop and strengthen the institutional framework for the SSW

7. Establish an institutionalized framework for collaboration on the delivery of child protection services in the country

The purpose is to regulate the roles and responsibilities, functions to be performed and capacities to be built at the county level.

8. Establish a council/institute/board of social work

The establishment of a social work council/institute/board and its role as a statutory body will be provided for in the legislation establishing the professional identity of and regulating the SSW in the country. The role of this council will be to register, accredit and license social workers to provide oversight and ensure training institutions offering social work education comply with the established competency framework. The council/institute/board should be an independent statutory body separate from the Ministry and any social work associations with clear powers, functions, accountability and governance structures.

- Develop a concept note on the roles and function, accountability and governance structures of the council/institute/board.
- Develop a draft code of ethics and conduct.

32 Model county child protection policy and Guidance and road map for county child protection policies developed in 2022.

- Ensure participation of key stakeholders–MoLSP, inclusive of the NCCS and DCS, KISWCD, ASWEK, KNASW, social work associations, schools of social work, etc.
- Ensure that its role and functions are included in the draft legislation on the SSW.

Ultimately, the council/institute/board of social workers will provide oversight and ensure all training institutions offer the same type of qualifications for a graduate to call themselves a professional.

9. Develop an accreditation and licensing system

As social work is a practice-based profession, it must have rules, regulations and codes of ethics that ensure professional standards are maintained by members of the profession. While legislation provides for the regulations, definition and professionalizing of social work, a key component is the development of a system that oversees their accreditation to practice and remain a member of that profession. Accreditation should take place through a body or institution recognized by the profession to confer that accreditation and must have the authority to accredit that person to practice as a recognized professional.

- Develop a draft proposal for the registration, accreditation and licensing of social workers in coordination with social work associations, social work educators, the MoLSP and other key stakeholders.
- Consider issues of different pathways for accreditation to be included in the proposal:
  - *Accredited qualification:* those applicants with qualifications from an accredited social work programme;
  - *Experience:* An applicant who does not hold an accredited social work qualification, but has significant experience practicing social work;
  - *Recent graduate;*
  - *Overseas social work qualification:* for those with social work qualifications from abroad.
- Develop the systems required to operationalize the accreditation system under the council/institute/board.

10. Establish and institutionalize designated and standardized child protection and social services departments in counties

- Develop a plan for the creation of dedicated and designated child protection and social services departments at the county level with adequate staff who have the appropriate qualifications contracted by the county.
- The structure will be based on a scheme of service that outlines the minimum staff requirement and qualifications standardized across all counties.
- Agree on modalities and formalize coordination, collaboration and working relationship with DCS at the county level.

11. Formalize and standardize the paraprofessional social service workforce

This will entail: clarity on definition of the paraprofessional SSW; setting minimum standards for qualifications, standardized training and compensation; guidance on workload; and refined protocols for escalation of statutory cases.

- Formalize the framework for child protection volunteers (CPVs). The model of community health promoters (CHPs) can be used as a template.

- Advocate for budget for the CPV programme in a cost-sharing agreement with counties to ensure remuneration (monthly stipend of KES 3,500 per month per CHP guidelines).
- Periodic training of CPVs should be costed and included in the annual county budget.
- Consider changing the job title from CPV to child protection promoters/workers, etc. to better reflect the occupational status of their work.
- Establish guidelines for engaging CPVs: select CPVs based on existing guidelines; the volunteer period should be time-bound.
- Appointment letters and identification badges should be issued to CPVs for ease of identification and recognition.
- Develop a formalized supportive supervision framework and SOPs for paraprofessionals.
- Develop a career path for CPVs to become paraprofessionals, professionals, etc.
- Allow CPVs (and CHPs) with the right qualifications and experience to be employed in mainstream child protection services.
- Invest in the functioning of CCACs. This will support the oversight of child protection services at the county level, assist the SSW for child protection to maintain quality and consistency of services provided and enhance the effectiveness of the SSW for child protection by strengthening multi-sectoral collaboration.

12. Finalize guidelines and operationalization of County Children Advisory Committees

It is important to finalize these guidelines to address the existing gap in mandated coordination mechanisms for children at the county, sub-county and ward levels. In addition to the mandate outlined in the Children Act, 2022, it would be good practice to include the following responsibilities of the County Children Advisory Committees (CCACs). These will help to create a supportive environment, enable the SSW for child protection to perform their duties more effectively and ensure that children receive the protection and care they need:

- Advise county government on policy issues concerning children to influence the development and implementation of child-focused policies.
- Monitor trends and ensure available and accessible county-level data on children and child protection issues so that the SSW for child protection can tailor their interventions accordingly.
- Mobilize resources to expand and enhance child protection services.
- Form strategic partnerships and networks to support children programmes and facilitate improved referrals.
- Promote capacity-building for stakeholders at the county level.
- Disseminate information and policies on children to promote consistency in child protection service delivery and knowledge of mandates and responsibilities of all actors.
- Create specific technical sub-committees on emerging and/or challenging issues on a need basis to support the SSW in child protection in their work.

Required actions:

- Finalize the guidelines that will include the roles and responsibilities, mandate and structure of the CCACs as well as an accountability framework.
- Establish coordination structures with the NGAO and other relevant role-players.
- Develop CCAC training programme for standardization and uniformity across the country.

- Include CCAC performance in the performance framework for the DCS and relevant county-level staff.
- Disseminate guidelines widely and ensure accessibility online.

Planning the Social Service Workforce

13. Review scheme of services and job descriptions

The organizational structure and core functions of the child protection and social service function should be reviewed. One aspect of this will be separating the function of social protection, an administrative function, from professional social work.

- Provide a more equitable allocation of posts, lines of accountability and responsibility, provision for senior positions to undertake the function of management and supervision.
- Provide for dedicated staff with knowledge of child protection and social services to manage capacity-building.
- Assess incoming recruits and ensure they have basic social work qualifications.
- Develop a time-bound sunset clause (e.g., two years) that allows the current workforce to acquire the necessary skills and qualifications to allow them to be referred to as social workers.
- Comply with proposed new legislation on SSW competencies and develop a transition plan for upgrading competencies of staff not holding the appropriate qualifications.
- Specify the necessary skills and qualifications-including recognition of prior learning, i.e. the training offered by the Kenya School of Government (KSG), for example, in combination with other competencies and trainings.
- Establish career paths, from entry level to management including differentiating requirements for moving from an operational post to a management post.
- Advocate with National Treasury for additional funds to increase the number of social workers at all levels (entry grade, middle management– supervisors–management and leadership) at both the national and county levels.
- Ensure comprehensive budget planning including securing the SSW in medium-term human resource plans and MTEFs.
- Consider establishing **additional occupational functions in the public sector** such as:
  - social workers in schools.
  - social workers focused on preventive social work working closely with social development officers and community development officers.
  - family-strengthening support workers to strengthen families (psychosocially and economically) and work with them to respond to different types of social phenomena such as divorce, preparation of child maintenance determination and payments.

Required actions:

- Review the scheme of services and specific scopes of work.
- Differentiate between the work of social workers and that of other social welfare cadres.
- Include the minimum staff requirements at both the national and county levels.
- Work with the public service commission and county public service boards to institutionalize the scheme of services.
- Introduce a new occupational class of para-social workers, define their function and lines of accountability.

- Review job profiles, job descriptions and job specifications to reflect both the delineation of roles and responsibilities and the child protection- and social services-specific functions.
- Review and update to align with changes the: Operations Management Manual; Code of Ethics and Conduct; and Performance Management System.
- Develop and implement a change management plan to institutionalize the changes.
- Based on the revised scheme of services, create a standardized child protection and social services directorate with an organogram and organizational structure that is fit for purpose.
- Define the skills and qualifications needed for social protection and comprehensive prevention interventions.

14. Apply the continuum of services approach to switch from reactive to preventive service provision

Invest in:

- Family-strengthening programmes including positive parenting and interventions tailored to respond to divorce and family dissolution.
- Comprehensive preventive services to support families and prevent issues such as divorce, family separation, abandonment and drug abuse and child abuse.

15. Develop a Social Service Workforce Strengthening Strategy for Kenya

The SSW Strengthening Strategy should set a vision of the structure and size of the different components of the SSW across all the relevant sectors. It should be specific regarding:

- Increasing the number of children officers DCS appoints to the sub-counties based on an agreed ratio per 100,000 children.
- Increasing the number of senior children's officers in county offices to provide oversight and supportive supervision.
- Formalizing structures for child protection volunteers and paying a stipend.
- Increasing the number of Child Protection Units in the Kenya Police Service to a minimum of one per county.
- Increasing the number of medical social workers stationed at health facilities.

Developing the Social Service Workforce

16. Adopt a social work competency framework for the education and training of social workers

- Finalize the draft social work competency framework. Ensure it is comprehensive and includes an accountability mechanism.
- Support ASWEK to hold national-level consultations on the draft social work competency framework, revise, finalize and adopt it.
- Educate the Commission for University Education and KNEC on the competency framework.
- Educate the leadership of the MoLSP and the DCS on the competency framework.
- Ensure that all university curricula are aligned to the social work competency framework.

17. Strengthen and formalize a partnership mechanism between the Government and training institutions through an MoU

This mechanism should enable:

- Identifying gaps in knowledge and promotion of research (including thesis development) and evidence-gathering to inform policy and programmes.
- Strengthening of consultation mechanisms to inform curricula development to address emerging areas.
- Enhancing the production of compatible local teaching materials, provision of knowledge and skills based on the country's specific contexts and research outcomes.
- Development of short courses to promote in-service training and CPD.

18. Develop accredited courses on case management and social work supervision

- Develop a course on supervision in social work, based on global best practice.
- Include supervised field practice as part of completing the course requirements (i.e., no. of hours).
- Ensure courses are accredited through the Commission for University Education.
- Ensure that universities and training institutions offering the accredited courses have the capacity to do so.
- Offer flexible and adaptable terms of course delivery, i.e. part time, flexible hours, on- and offline.
- Source funds to offer subsidized access to courses for key staff, consider the courses mandatory for some staff and tie the completion of these courses to career progression incentives.

19. Expand the existing KSG 10-day child protection training

- Ensure that the KSG 10-day child protection training is compulsory for all staff and part of the induction training for new staff.
- Ensure that the facilitators are competent social workers.

20. Develop and implement capacity-development plans for the SSW

1. A plan to upgrade and upskill the existing SSW to attain the required qualifications

   Align with the competencies and capacities defined above and the registration requirements outlined in the future Social Work Act.
2. A plan for regular, consistent and strategic in-service training programmes

Key areas to include:

- Shift to the developmental continuum of service approach;
- Utilize the socio-ecological model to address the risks and leverage the protections that surround children at the family and community levels;
- Adopt a strengths-based, resilience-informed approach with both children and caregivers to ensure their full, meaningful participation, especially in decision-making.
- Effective case management.
- Social work supportive supervision.
- Interpretation of legislation for practice – including the Children Act, 2022.
- Public sector financing for social services and child protection.
- Engaging in advocacy at different levels.

3. A management development plan

   To ensure that different levels of management (first line, middle and top management) have the necessary skills and competencies to manage effectively. Job descriptions must differentiate between levels of management and function, or specialist area of management and the programmes must be specific to build the competencies and skills needed. Formal training in management is recommended for all levels of management.

21. Develop a change management plan

It is important that the longer-term SSW-strengthening process is combined with a change management plan for senior-level DCS and NCCS cadres. This will assist in better understanding the process, what their role is and what changes are required at all levels – including for senior management. The plan should be resourced to allow for meeting, learning and reflection. Adding coaching support may be considered as part of the plan.

22. Encourage and facilitate CPD

- Develop a system of points to be accrued towards career progression;
- Human resources play an important role in gathering relevant background information on opportunities, etc. for the SSW.

23. Revise and standardize induction training

- Review and update induction training.
- Implement induction training.
- Hold managers accountable, through the performance framework, for timely induction training of staff.
- Make it compulsory for all new staff to undertake the existing and accredited KSG 10-day child protection training as part of their induction training.

24. Develop a roll-out plan for implementing the 2019 national statutory case management SOPs

- Develop a road map for training all relevant staff and community-based cadres on the case management SOPs, using the developed curricula.
- Review all existing community-based case management SOPs and develop a standardized national SOP in line with the national statutory case management SOP.
- Enforce use of the standardized SOP for child protection by all NGOs, projects and community-based organizations to avoid duplication and promote minimum standards and quality services.

Supporting the SSW

25. Develop a supportive supervision framework

- Develop a supportive supervision framework for social workers, based on global guidance and good practice in social work supervision.
- Develop guidance and training curricula on supportive supervision with universities and offer as accredited training.
- Develop a plan for training managers and supervisors, building their capacity (e.g. only social workers holding a degree in social work) to perform this function

26. Develop and roll out a psychosocial support and self-care strategy for SSW

Mental health support is essential for members of the SSW to address burnout, deal with and prevent secondary trauma, manage health challenges resulting from stress and manage their psychosocial well-being.

27. Develop minimum standards for conditions of work for social workers

Define and ensure financing for a minimum package of work tools, infrastructure and office space, transport, professional phone, internet access, etc.

28. Improve the safety and security of social workers

- Review security arrangements in hardship, insecurity-prone areas and humanitarian settings.
- Develop relevant safety and security protocols for differing situations including home visits, removal of children and insecurity and humanitarian settings.
- Ensure access to mandated safety and security in field training.
- Include compensation packages as a strategy for motivating the SSW.
- Ensure regular rotation.

29. Support and promote the strengthening of existing social work associations in Kenya

- Strengthen collaboration with the associations by engaging them in all relevant forums.
- Link them to resourcing for their operations.
- ASWEK should collect evidence from social workers and social work organizations about conditions for social workers and service users and advocate with employers and governments for recognition of social work roles, better guidance for maintaining services and the provision of resources needed to support the SSW.

30. Support the establishment of a network of Kenyan social work professionals and academia in the diaspora

- Create a community of practice.
- Strengthen and facilitate the exchange of information, knowledge and opportunities for training.
- Draw on expertise from licensed social workers working in mature social service systems.
- Assist in the advocacy for the professionalization of social work in Kenya.

Zambia – SSW Mapping conclusions and recommendations

Recent legislative developments have improved and strengthened the regulatory framework for the SSW in Zambia. It is important that this is followed through by ensuring that feasible and comprehensive regulatory instruments and directives are put in place to further entrench the professionalization of the SSW and ensure implementation of the legislative framework, especially the Children's Code and the SWAZ Act.

The lack of clarity about the roles and responsibilities of the different professionals has resulted in the social services system including child protection, being fragmented, with low levels of collaboration and coordination between the various actors, departments and service providers. Ultimately, it

is the vulnerable children and families who are most affected by this situation. The lack of practice competencies and standards impacts on the quality of the care and services available for vulnerable children and their families and contributes to further system inefficiencies and ineffectiveness.

There is need for a focus on more comprehensive preventive services, based on the continuum of services approach and oriented to the need for prevention and early intervention to support families and prevent issues like child abuse, violence and other critical problems that impact children and their families. However, it is recognized that it is difficult to deliver preventative programmes in the current response-driven environment (with high caseloads), as the system is over-stretched and focussed on reaction to crises. In addition, better resourcing of social services is essential to enable responding to child protection violations with quality direct care/services from a rights-based approach.

In order to plan the workforce better, work processes and responsibilities need to be streamlined and a clearer distinction of the responsibilities between the social protection and social work / child protection functions be drawn. This should free up time for social work practice and enable a greater focus on comprehensive preventative and early intervention services.

To comply with the SWAZ Act, a comprehensive capacity development transition plan for the MCDSS is needed to ensure that the SSW has the requisite competencies for the work required. This requires the review, streamlining and updating of the job descriptions at all levels. Furthermore, continuous learning for professionals is a cornerstone of professional social work. This means that accredited in-service training needs to be expanded and made available to the SSW.

There is also need for a systematic supportive supervision approach to support social workers, enabling them to better manage their caseload, reduce stress and burnout incidence and contribute towards quality services and professional growth.

The following are the recommendations emerging from the rapid SSW mapping.

Legislative framework development

- Implement the SWAZ Act.

  The regulatory instruments of the SWAZ Act need to clarify who comprises the SSW, the qualifications needed and their scope of work. The same should be carried out for paraprofessionals, the auxiliary workforce and allied workers. This needs to be in place so that the process of regulating the profession (registration and licensing of social workers) can commence.

  - Develop a social work competency framework that clearly outlines the social work competencies required for each category and level of social work. This will create harmonized, standardized social work practice competencies across the country, define the professional standards of services, improve the quality of services and enable the professionalization of social workers.
  - Clearly distinguish between the professional (holds a degree in social work) and paraprofessional (holds a diploma or certificate) social workers.

- Registration, accreditation and licensing.
  - The system for the registration, accreditation and licensing of social workers is aligned to the requirements of the legislation. The next step is to draft and approve the required statutory instrument and ensure adequate human and financial resources for the council to manage the processes.

- Ensure no conflict of interest between the SWAZ council and SWAZ – distinguish between the roles and functions of the council and the association.

- Revise the social service delivery model for improved incorporation of the continuum of care approach.

  This ensures that the SSW approaches social service delivery from a developmental perspective, recognizing the inherent strengths of people, children and communities who, with the support of professionals, are empowered to become resilient and take responsibility for changing their own lives; focussing on how to prevent issues that may place individuals, children, families at risk; and promoting early intervention.

Planning the SSW

- Ensure the MCDSS institutional structure is fit for purpose.
  - Undertake a more in-depth and thorough assessment of the entire SSW.
  - Undertake an organizational assessment to determin if the departmental structure of the MCDSS is fit for purpose.
  - Better align the functions of the departments in the MCDSS for implementing the Children's Code.
  - Ensure compliance with the SWAZ Act.
  - Strengthen the child protection and social protection functions.
  - Develop a digitized human resources and registration system for the MCDSS.
  - Review the job descriptions and align with the SWAZ Act and the Children's Code.

- Focus on prevention.

  In alignment with a revised social service delivery model of continuum of care, divide job responsibilities into primary, secondary and tertiary/statutory interventions so that all social workers work on all three as part of the continuum of care.

- Address administrative overload.

  The function of social protection, an administrative function, must be separated from social work, a professional function. Organizational redesign is required to achieve this.
  - Shift administrative social protection tasks away from social workers.
  - Improve integration between the social welfare and social protection roles of the SSW to improve the quality of child protection services on the continuum of services (prevention, early identification, statutory and rehabilitative).

Developing the SSW

- Manage the transition of implementing the SWAZ Act.
  - Design a capacity-development transition plan for the MCDSS.
  - Design and resource capacity-development plans for in-service training programmes for the MCDSS.
- Update social work training.

  As competency-based education is a function of higher learning training institutions, the universities offering social work programmes will need to ensure that their curricula are aligned with the new/revised social work competency framework.
- Strengthen and formalize partnerships between the MCDSS and universities.

Supporting the Social Service Workforce

- Develop and implement a supportive supervision framework.

  Social work supportive supervision enables social workers to reflect on and improve the quality of their work, reduce burnout and build their capacity. This requires:

  - developing a supportive supervision framework and system;
  - training supervisors in social work supportive supervision.
- Ensure support for institutional strengthening and adequate resourcing of SWAZ.
- Resource provision.

  Ensure that social workers and CDAs have the resources they need to carry out their roles. These include, but are not limited to, transport, office space and tools of trade.

Developing the allied systems workforce

- Stipends for CWACs provide incentives for better levels of service within the scope of their responsibilities.
- Training of allied professionals on the implementation of the Children's Code.

Additional recommendations

The MCDSS needs a more robust approach to systems strengthening, also from supporting partners, to avoid further fragmentation of the social service system, ensure a more strategic approach and avoid duplication of resources through better use of existing resources. A change in one part of the system usually requires a change/adjustment in another part.

- There is need for more comprehensive preventive and early intervention services oriented towards supporting families and preventing issues like child abuse, substance abuse and other critical problems that impact children and their families.
- Scale up family-based and family-strengthening support interventions and programmes.
- Scale up progressive de-institutionalization of institutional facilities for children.
- Re-evaluate the eligibility criteria of the social protection system with the view to making the administrative approval system more effective.
- Define minimum standards for the care and protection of children in line with the Children's Code.
- Ensure that an accreditation system is put in place for all institutions engaged in the care and protection of children, as per the Children's Code.
- All NGOs and other institutions are required to apply for accreditation/re-accreditation based on the revised minimum standards.
- Develop an accountability and M&E system for minimum standards.
- Adequate resourcing for regular monitoring and inspection by district SWOs.

Annexure 2. Multivariable index of the demand for Social services

Determining an adequate and realistic-size SSW requires consideration of a combination of supply- and demand-side factors–the former to determine a realistic workforce growth rate and the latter to ensure that distribution of the new workforce is aligned to demand.

This annexure describes the steps followed in developing the Multivariable Index for the Demand for Social Services, or MIDSS.

1. BACKGROUND & RATIONALE

MINIMUM SOCIAL SERVICE WORKFORCE RATIOS

The use of staff-to-population ratios to determine appropriate staff needs and to inform and guide planning and delivery of services is well-established in the social sectors; pupil-to-teacher ratios and doctor/nurse-to-population ratios are commonly used as adequacy measures in the education and health sectors respectively.

The use of ratios in planning the SSW is less well-established. However, there are no globally recommended benchmarks for the ratio of SSW to a given population.

The GSSWA and UNICEF recently developed a *Proposed Guidance on Developing Minimum Social Service Workforce Ratios*, which outlines a pioneering approach to determining a country context-specific ratio for the SSW. The approach uses a combination of status quo analyses and regulatory and other factors to develop a target ratio of SSW to a given population in a country.

DETERMINING THE SIZE AND DISTRIBUTION OF THE WORKFORCE

Whilst the ratio-based approach provides guidance on a context-specific SSW ratio to be targeted in planning and advocacy, it does not consider two important factors:

- **Supply-side factors:** The size of the workforce and its growth in a country is largely limited by the capacities of local institutions for training existing and/or new members of the SSW. Ratio-targeting may and is likely to set unrealistic growth scenarios unless these capacities are taken into account. It is therefore critical that the initial SSW growth scenarios are based on such supply-side factors.
- **Distribution:** Once an accurate, supply-constrained workforce growth scenario and a realistic workforce-to-population ratio has been established it is critical that the workforce is distributed across the country to best meet the needs of the population. While extant measurements of need (if available) can be used to determine this, in the absence of such measurements, a proxy measure of need–calculated using identified risk factors and social determinants of need–ought to be used to determine the ideal distribution of the workforce.

2. IDENTIFYING RISK FACTORS

In the absence of country-specific sub-national demand profiles, it is important to identify risk factors that could predispose a sub-region to SSW need so as to determine a demand profile for each sub-region.

An initial review of the literature identified several social determinants of SSW need that could be used to determine these demand profiles:

- **Socio-economic dimensions** – poverty, inequality, unemployment
- **Household dimensions** – household size, household headedness (gender and age), water, sanitation, electricity, food security
- **Socio-cultural dimensions** – gender equity, female employment
- **Health dimensions** – HIV status, alcohol abuse, drug abuse, child mortality, maternal mortality, nutrition
- **Geographic dimensions** – urbanization, population density
- **Child protection dimensions** – child abuse, child marriage, teenage pregnancy, harmful practices
- **Humanitarian crises** – armed conflict, natural disasters, internal displacement

3. DEVELOPING A DEMAND DISTRIBUTION INDEX

META-ANALYSES OF EXISTING STUDIES

The identified social determinants can be combined into a statistical composite index of the various relevant dimensions of social service needed to rank sub-regions in a country according to their SSW demand.

Development of this index requires a complex meta-analyses of studies that have interrogated the social determinants of SSW demand, as well as risk factors contributing to the social determinants. These meta-analyses can be used to develop a set of dimensions and component sub-dimensions that can be converted into sub-indices and combined into a final index of SSW demand.

Note: one can only use variables for which representative sub-national data is available!

AN EXAMPLE OF COMPONENT DIMENSIONS

$$MIDSS = \sqrt[3]{SEI * GI * CPI}$$

Where:

- Socio-economic index (SEI): Develop an index based on relevant socio-economic indicators, or use an existing index
- Geographic index (GI): Develop an index based on the level of urbanization and population density
- Child protection index (CPI): Develop an index based on the level of relevant child protection indicators
- Calculate the MIDSS, using the geometric mean of the above indicators.

AN EXAMPLE OF COMPONENT DIMENSIONS – SEI

AN EXAMPLE OF COMPONENT DIMENSIONS – GI

AN EXAMPLE OF COMPONENT DIMENSIONS – CPI

AN EXAMPLE OF A FINAL MIDSS

$$MIDSS = \sqrt[3]{SEI * GI * CPI}$$

4. APPLYING WEIGHTS TO DIMENSIONS

THE NEED FOR WEIGHTING

The base approach weights all dimensions equally. However, some dimensions may be found to have a more significant impact on SSW need than others. In order to account for this, it is important that the index calculations allow for weighting of the various components.

Allowing for weights (w1, w2 and w3) to be applied to each of the dimensions, the calculation of the index is amended as follows:

$$MIDSS = \sqrt[w^1+w^2+w^3]{SEI^{w^1} * GI^{w^2} * CPI^{w^3}}$$

Annexure 3. Methodology for estimating the economic cost of inaction

With reference to the framework for evaluating the cost of inaction on strengthening the SSW set out in Figure 5, this annexure provides a detailed description of the steps involved in estimating the different categories of costs.

Part 1 Estimate the direct medical costs of violence against children

Step 1 Estimate the national prevalence and incidence of violence against children

The first step in estimating the direct medical costs of VAC in Zambia and, by extension, the return on investment that would accrue if VAC could be avoided, is to gather data on the prevalence (lifetime experience) and incidence (past-year experience) of the major types of VAC, disaggregated by gender and calculate the prevalence and incidence rates. The purpose here is twofold. First, it provides a clear understanding of the prevalence and incidence of the various forms of VAC, which is in itself a strong evidence-based advocacy tool. Second, it provides the baseline prevalence and incidence data required to estimate PAFs (see Step 3) and the proportion of all cases of a particular disease or other adverse condition in a population attributable to VAC.

Microdata from the 2014 Zambia Violence Against Children Survey (VACS) was accessed and analysed to estimate the national prevalence and incidence of VAC. Respondents aged 18–24 years were considered to have been victims of the particular form of violence if they experienced any one of the respective harms with the first incidence happening prior to the age of 18 years recorded in the prevalence rate. Incidence rates were determined from reports of violence within the previous 12 months among respondents aged 13–17 years.

Physical violence

The VACS included questions on exposure to the following types of physical violence: punching; kicking; whipping; beating; choking; smothering; attempted drowning; burning; and threat of physical violence using a knife, gun or other weapon whether perpetrated by a parent, adult relative, community member, intimate partner, or peer.

Sexual violence

The VACS included questions on exposure to the following types of sexual violence: unwanted sexual touching; attempted unwanted sexual intercourse; physically forced intercourse; and coerced intercourse.

Emotional violence

The VACS included questions on exposure to the following types of emotional violence: being told they were not loved; hearing the wish expressed that they had never been born or were dead; or being ridiculed or put down, whether perpetrated by a parent, adult caregiver or other adult relative.

Step 2 Estimate violence against children –outcomes relationships

Once the national prevalence and incidence rates were established, multiple regression analyses were used to estimate the associations between these different types of childhood violence disaggregated by gender and the related health consequences and risk behaviours identifiable in the dataset. The VACS contained a number of questions relating to various health consequences and risk behaviours, which were used to model the relationships between VAC prevalence and health outcomes. Specifically, the health outcomes and health risk behaviours identified include: alcohol use; smoking; drug use; STIs and HIV; self-harm; mental illness; and perpetration of inter-personal violence. Based on the questions in the VACS, a set of binary variables were generated for the prevalence of each health outcome and risk behaviour.

Multiple regression analyses were then carried out to analyse the relationships between the different types of childhood violence (as identified in Step 1) and the related health outcomes and risk behaviours controlling for various socio-economic and demographic factors identifiable in the VACS dataset and having established associations in the literature with the variables of interest. The control variables used in this analysis include: age; family socio-economic status; urban or rural residence; and family structure. These variables were included in multiple regression analyses using generalized linear models with Poisson-distributed errors to estimate the relative risk of each identified health outcome occurring among those exposed to the various types of violence in childhood in comparison to those not exposed to such violence in childhood. While binary outcomes in cohort studies are typically analysed by applying a logistic regression model to the data to obtain odds ratios for comparing groups with different sets of characteristics, several articles in recent medical and public health literature point out that when the outcome event is common (incidence of 10% or more), it is more desirable to analyse the relationships through the estimation of relative risk ratios (McNutt et al., 2003; Greenland, 2004). Given that the outcome events are common in this case, the relative risk estimation approach was used.

Step 3 Estimate population attributable fraction

The two sets of data from steps 1 and 2 were then used to estimate the population attributable fraction (PAF) for each relevant health outcome. The PAF is an epidemiologic measure widely used to assess the public health impact of exposure in populations. In other words, the proportion of all cases of a particular negative health outcome in a population that is attributable to a specific exposure (in this instance, exposure to violence in childhood). The resulting PAF was used to compare the observed number of cases with the expected number of cases in the absence of VAC to estimate the total number of cases directly attributable to VAC. The causal nature of this attributability allows for interrogation of a health outcome scenario in the absence of VAC, which forms the basis of calculating the cost of inaction and the associated return on investment, estimation (see Step 4).

Step 4 Estimate the proportion of cases attributable to violence against children

Once the PAFs for each identified negative health outcome were estimated, the next step involved calculating the proportion of cases of each negative health outcome attributable to VAC. To obtain this, the PAFs from Step 3 were multiplied by the proportional case count for each relevant negative health outcome as drawn from the GBDS database, which is a comprehensive global study of epidemiological levels and trends, analysing 286 causes of death, 369 diseases and injuries and 87 risk factors across 204 countries and territories.

Step 5 Estimate the direct medical costs of violence against children

To estimate the direct medical costs of VAC, the proportional case counts were multiplied by the total health expenditure for each relevant condition sub-category as drawn from the 2018 NHA. The 2018 NHA includes disease-based costing that disaggregates overall health expenditure by disease category. It is mapped according to the GBDS allowing for this data to be used in conjunction with the disease burden data estimated in Step 4. Multiplying the proportional disease burden attributable to VAC for each of these disease categories by the total expenditure on each disease category provided an estimate of the total direct medical costs of VAC.

Part 2 Estimate the direct non-medical costs of violence against children

Step 1 Estimate the proportional contribution of violence against children to sector service use

To estimate the quantity of VAC-responsive services in the justice, child welfare and associated sectors, data on the number of cases of service intervention that are directly attributable to VAC was required. The Zambia Police Service maintains an annual record of all crimes recorded and registered, as well as specific records of crimes committed against women (GBV) and violent crimes committed against children (VAC). The Judiciary of Zambia maintains an annual record of all cases heard across the various levels of the Zambian judicial system including specific records on the number of criminal cases and the number of cases involving juveniles. This data provides the basis for the estimation of the proportional contribution of VAC to the use of services in the relevant sectors.

Step 2 Estimate the direct costs of violence against children in the justice and child welfare sectors

Estimating the direct non-medical costs of VAC in the justice, child welfare and associated sectors required accurate data on the costs associated with delivery of the response services identified in Step 1. This data was drawn from detailed budget and expenditure data from the MDAs responsible for child protection services. This cost and proportional service use data was then combined to estimate the direct non-medical costs of VAC in the justice and child welfare sectors.

Part 3 Estimate the indirect tangible costs of violence against children

Estimate the health-related productivity losses attributable to violence against children.

Step 1 Estimate PAFs

The process for estimating PAFs is shown in Part 1 Step 3.

Step 2 Estimate the years of productive life lost to violence against children

DALYs were developed by the World Bank and subsequently supported by WHO as a measure of the global burden of disease. DALYs combine the number of healthy years lost due to mortality and morbidity, which are measured by years of life lost (YLL) and years of health life lost due to disability (YLD) respectively.

YLLs are calculated as the number of deaths due to a specific health-related cause multiplied by a loss function that takes into account the years lost due to death in relation to the age at which death occurs. The formula for YLLs is:

Years of life lost (YLL) due to premature death

$$YLL(c,s,a,t) = N(c,s,a,t) \times L(s,a)$$

where N(c,a,s,t) is the number of deaths due to the cause c, for the given age a and sex s in the year t; and L(s,a) is a standard loss function specifying the years of life lost for a death at age a for sex s (WHO, 2013).

YLDs are calculated using an incidence perspective, for which the number of cases in a time period is multiplied by the average duration of the disease and a weight factor that reflects the severity of the disability, ranging from 0, which reflects perfect health, to 1, in the case of death (Arneson and Nord, 2000). The formula for YLDs is:

Years of healthy life lost due to disability (YLD)

$$YLD(c,s,a,t) = I(c,s,a,t) \times DW(c,s,a) \times L(c,s,a,t)$$

where I(c,a,s,t) is the number of incident cases of cause c, for the given age a and sex s in the year t; DW(c,s,a) is the disability weight for cause c, age a and sex s; and L(c,s,a,t) is the average duration of the case until remission or death (WHO, 2013).

A single DALY can be thought of as a single year of health life lost due to a specific health outcome, making it an ideal measure for calculating health burdens. To calculate the health burden attributable to VAC in Zambia, country-level estimates of DALYs for each of the health outcomes and risks identified were obtained from the GBDS. The DALY estimates for each relevant health outcome were multiplied by the relevant PAF to obtain a total VAC-attributable estimate of the years of productive life lost for Zambia.

Step 3 Estimate the health-related productivity losses attributable to violence against children

The identified years of productive life lost needed to be converted into an economic cost of actual lost productivity. This required a measure of productivity for the average Zambian in an average year, which could then be multiplied by the total number of years of productive life lost to estimate the total economic cost of actual lost productivity. This average productivity is estimated using data drawn from the 2021 Zambia Labour Force Survey dataset, which is summarized here.

Labour force data and estimated productivity cost of a DALY, by gender

	Males	Females
Labour Force		
Working-Age Population (WAP)	4,909,030	5,140,161
Labour Force	2,161,123	1,454,384
Employed	1,915,743	1,249,005
Formal Employment	708,657	310,310
Informal Employment	814,784	505,013
Household Employment	392,302	433,682
Productivity Cost of a DALY		
% of WAP in Formal Employment	14.44	6.04
% of WAP in Informal Employment	16.60	9.82
% of WAP in Household Employment	7.99	8.44
Average Monthly Wage for Formal Employment (ZMK)	5,731	5,478
Average Monthly Wage for Informal Employment (ZMK)	2,511	1,663
Average Monthly Wage for Household Employment (ZMK)	2,125	2,679
Annual Productivity Cost of a DALY (ZMK)	16,967	8,641

Source: Labour Force Survey, 2021.

Part 4 Estimate the education-related income losses attributable to violence against children

Step 1 Estimate the national prevalence of violence against children

See Part 1 Step 1.

Step 2 Estimate the marginal effects of violence against children on educational attainment

The Zambia VACS contains a number of questions about educational attainment. These were used to estimate the marginal effects of exposure to violence in childhood on educational attainment. A set of binary variables was generated to establish the prevalence of each education outcome.

Regression analyses were then employed to analyse the marginal effects of the different types of childhood violence on educational attainment, controlling for various socio-economic and demographic factors that were identifiable in the VACS dataset and having established associations in the literature with the variables of interest. Marginal effects measure the impact that a unit change in one variable has on the outcome variable of interest while all other variables are held constant. In other words, the marginal effects estimation measures the impact (represented by a proportional change in level of educational attainment) that exposure to childhood violence has on the victim and so measures the proportional change in educational attainment that would have occurred in the absence of such violence.

Step 3 Calculate the impact of educational attainment on earnings

The relationship between educational attainment and earnings was estimated to calculate the reduction in earnings attributable to VAC. This is the how the education impacts of VAC manifest as economic costs to society. Data from the Zambia LFS was used to model the impact of educational attainment on earnings in Zambia.

Step 4 Calculate the education-based economic burden of violence against children

The number of lifetime childhood violence victims in the Zambian labour force was estimated and this figure was multiplied by the education-attributable loss of adult earnings due to per-case incidence of childhood violence. The total number of lifetime childhood violence victims in the Zambian labour force was estimated using the national prevalence of VAC and Zambian labour force data drawn from the LFS dataset.

Part 5 Estimate the indirect intangible costs of violence against children

Step 1 Estimate PAFs

The estimation of PAFs is shown in Part 1 Step 3.

Step 2 Calculate the health-related quality-of-life cost of violence against children

The calculation of DALYs is shown in Part 3.

Step 3 Estimate the indirect intangible costs of violence against children

A DALY is effectively a measure of lost time due to health-related VAC consequences. For translation into public health policy and communication to stakeholders, it is important to convert the VAC-related health burdens into monetary terms. This enables assessment of the economic benefits to be observed in a state of reduced rates of VAC. Monetization of DALYs requires a country-specific estimate of the monetary value apportioned to the avoidance of premature mortality or morbidity (the value of a statistical life, or VSL). This is then used to estimate the VSLY, which represents the economic burden of a DALY accrued, expressed in monetary terms. The VSL is typically calculated through empirical studies: stated preference studies, which collect data on a population's explicit willingness to pay for a

reduced likelihood of mortality and/or morbidity, or to accept an increased likelihood of mortality and/or morbidity; or revealed preference studies, which use extant data to interrogate the implicit value a population puts on mortality and morbidity risk. In lieu of such empirical estimates, a number of proxy measures of a VSL or VSLY are proposed:

The WHO (2001) proposes assuming that one DALY, which is effectively one full productive year of life, is economically equivalent to a country's per capita GDP. In other words, it is assumed that one year lost due to either disability or mortality is one year lost from the productive capacity of a country's economy and can therefore, on average, be approximated by the per capita GDP. While this approach is widely used in the literature, subsequent empirical analyses of actual VSLY measures have found the per capita GDP-based approach to vastly under-estimate the actual VSLY (Robinson et al, 2018). Robinson et al. (2018) propose three alternative population-averaged approaches, based on empirical studies that have estimated VSL in high-income-country contexts, namely:

- Extrapolation of the VSL from the value estimated for the United States in a 2016 study, using an income elasticity of 1.5 to account for the impact of income on willingness to pay estimates and thus the VSL.
- A VSL value of 160 times a country's gross national income (GNI) per capita, equivalent to the VSL-GNI per capita ratio in the 2016 US study mentioned.
- A VSL value of 100 times a country's GNI per capita, equivalent to the VSL-GNI per capita ratio estimated in an empirical study of OECD countries.

Each of the three approaches were applied to the Zambian context to estimate the VSL. Since a VSL expresses a population's average willingness to pay for reduced mortality risk, converting the VSL to a VSLY requires dividing the VSL by a population average undiscounted life expectancy – estimated at 32.7 years for Zambia (30.6 years for males and 34.7 years for females). This approach yielded the following results.

VSL and VSLY estimates for Zambia, using various approaches

	VSL	VSLY	VSLY : GDP per capita
Extrapolation from US VSL	923 381	28 276	1.24 : 1
GNI per capita * 100 (OECD ratio)	2 271 525	69 559	3.06 : 1
GNI per capita * 160 (US ratio)	3 634 440	111 294	4.90 : 1

Source: From World Development Indicator data.

The various approaches yield significantly different VSLY estimates. This logically has a significant impact on any measurement of economic burden made using such estimates. It was therefore critical that the most accurate proxy measure was employed for this study.

To this end, a 2019 study by Patenaude et al. (2019) interrogating the VSLY using a large population-based survey in Tanzania–a good socio-economic proxy for Zambia–represented a useful test of the robustness of the above approaches relative to an empirically estimated VSLY.

Here, the results of the Patenaude et al. (2019) study are compared with the results of the three approaches for Tanzania.

Various VSLY estimates vs actual VSLY for Tanzania

	VSLY (USD)	VSLY : GDP per capita
Patenaude et al. (2019) estimate	9 340	3.36 : 1
Extrapolation from US VSL	2 523	0.91 : 1
GNI per capita * 160 (US ratio)	11 758	4.23 : 1
GNI per capita * 100 (OECD ratio)	7 348	2.64 : 1

Source: Patenaude et al. (2019) and from World Development Indicator data.

The third approach, while underestimating the actual VSLY slightly, falls within the 95% confidence interval estimated by Patenaude et al. (2019), which implies that there is no statistically significant difference between these estimates. This approach therefore represents the best proxy estimate of the VSLY for Tanzania.

It is therefore this third approach that was used to estimate the VSLY for Zambia for this study, which is presented here.

Final VSL and VSLY estimates for Zambia, by gender

	VSL (ZMK)	VSLY (ZMK)
Males	2,271,525	74,220
Females	2,271,525	65 ,48

Source: From World Development Indicator data.

Annexure 4. Steps in developing a costing tool

Here we describe the steps for developing a costing tool. This may create the impression that developing a costing tool is a linear process following a sequence of steps. In practice, this is generally not the case. As the development progresses, the research team often needs to go back to previous steps to make changes before moving forward again. It is important to approach the process of developing a costing tool as a consultative process in which everyone involved learns from each other about how the intervention is implemented and the resources are used.

Step 1: Preparation – doing a proper situation analysis is key. If the research team prepares well, they move into the design step with a clear understanding of the objectives of the costing, the capabilities of the intended users, the quality and structure of financial and non-financial data and the structure and format of government budgets and services in the country.

Step 2: High-level design of the costing model – this involves developing the structure of the MS Excel Workbook (which is made up of worksheets). The research team will identify the worksheets needed and develop a set of sensible names for them. This should be guided by the findings of the process mapping and logical framework so that the costing tool has worksheets that mirror how the intervention is implemented by government. For instance, if there is a national ministry that does policy work and local governments that are responsible for implementation, it may make sense to have a worksheet in which the responsibilities of the ministry are costed and separate worksheets for the local governments' responsibilities.

During this step, the research team should consider where input and price data will be stored and linked to in the core worksheets and worksheets in which the results–both financial and non-financial–will be summarized. Part of this step is to design the structure of the different kinds of worksheets and consider things like the headings, the sections of each worksheet, where demand and activity assumptions will be shown and entered, where results are calculated and summarized and what colour schemes will be used. It is important that the tool facilitates communication and makes sense to the end user. This objective of the costing tool must be kept top of mind during this step.

Step 3: Specify the activities, demand variables and inputs – this can be a complicated process and usually involve several iterations including Step 2 and Step 4. The amount of work needed in this step also depends on how the intervention is implemented. The objective of this step is to organize the activities that will be costed in each worksheet in a logical, consistent manner so that it makes sense to the user but is also practical from a spreadsheeting and calculations perspective. The key demand and input variables such as personnel, time variables and price variables should be listed. Variables that belong together should be kept together, which involves thinking through how each activity is costed.

Step 4: Build the costing formula – this involves applying the cost formula (Cost = Demand X Inputs X Price) across the different worksheets. In steps 2 and 3, the design and structure of the worksheets should ensure consistency about where and in which columns the inputs are described, the quantity assumptions are entered and the unit price information is entered or linked to in other worksheets.

This is simple for some inputs and activities but can get complicated. A tool with a good structural design facilitates construction of the costing formulae.

Step 5: Summarize the costing results – the costing results should include both financial and non-financial results. A costing tool should be set up to summarize the results in a way that facilitates planning the implementation of the intervention. The results should show:

- summaries of total costs, showing:
- set-up and ongoing costs (or capital and current costs)
- costs by key inputs, main activity and type of institution
- costs by department or level of government
- summaries of the outputs by activity
- summaries of the types of personnel and other key inputs (e.g., vehicles) required

When presenting summary information, it is important to not combine set-up and ongoing costs into single totals since the former are one-off costs and the latter are ongoing. This means that governments need to budget for them differently. Also, the long-term sustainability of programmes is largely determined by their ongoing costs.

The financial results should be aligned with the structure of budgets and consistent with the economic classifications used by the government. Options for calculating unit costs and marginal costs should be explored although the reliability of these depends on the nature of the activities and quality of the input data used.

Step 6: Check, check and check the results – various approaches can be used to check if the tool is correctly calculating results. It is, in fact, something that should be considered during the design of the tool. Different formulae can be used to summarize the results and at least two approaches to summarizing the results should always be used – for example, calculate the totals using a SUM and SUMIF and an additional formula that shows where these results differ indicating errors somewhere in the calculations. The robustness of the calculations should be tested by running extreme scenarios and incremental scenarios in which the level of demand is increased by 25 per cent, 50 per cent and 75 per cent and checking that the results are in the correct order of magnitude. It is also helpful to get a new set of eyes, preferably those of a subject expert, to check the logic and results of the tool.

Step 7: Develop a policy choices worksheet – a policy choices worksheet that shows the impact of changing key policy options in a very visual way can be a useful value-add to the tool. For instance, this worksheet could show how changing the ratio of social workers to 100,000 children impacts on the costing results. To do this, the worksheet will have cells where this ratio can be changed and alongside it, the results are shown in a graph. A well-structured policy choices worksheet can facilitate constructive discussions about issues that need to be considered in the design and rollout of the intervention. It is best to develop the policy choices worksheet right at the end of the process of developing the tool, effectively, as a very final step, once all key stakeholders have agreed that the structure and design of the tool is correct.

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