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Poverty Reduction Strategy Papers: Children First!

**A Case Study on PRSP Processes
in Ethiopia, Kenya and Zambia from a Child Rights Perspective**

On Behalf of Kindernothilfe e.V., Duisburg
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Prologue

About 15 years ago on September 2nd 1990 the International Convention on the Rights of the Child entered into force. By now 192 States have ratified this Convention and it can be concluded that they have taken many measures in terms of legislation and policy development to respect, protect and promote the implementation of the rights of the child.

But it also became very clear as acknowledged by the Secretary General of the UN in his report to the General Assembly in 2002 that poverty is the major obstacle in the realisation of children's rights.

The member States of the United Nations have committed themselves to reduce by half the proportion of people living on less than one dollar a day by 2015.

One of the measures to achieve this goal is the promotion, in particular by the World Bank, of the development and implementation of Poverty Reduction Strategy Papers, especially in the developing countries that face high levels of poverty. The CRC Committee has regularly observed (when reviewing the reports of States Parties) that governments while acknowledging that children suffer the most from poverty, do not at all or insufficiently include children in the measures they undertake to address poverty.

The Committee is of the opinion – see e.g. its Concluding Observations for Rwanda of June 2004, CRC/C/15 Add. 234 – that the respect for the implementation of the rights of children must be made a primary consideration in the implementation of Poverty Reduction Strategy Papers.

The study undertaken at the request of Kindernothilfe shows that States Parties to the CRC still have a long way to go when it comes to ensuring that the plight of children is fully acknowledged and that the rights of children are respected and promoted in their poverty reduction strategies.

Hundreds of millions of children are deprived of most of their rights due to poverty. They should be the first to benefit from the poverty reduction efforts.

The CRC Committee likes to commend Kindernothilfe for this study and expresses the hope that it will contribute to a full recognition of the rights of children in the efforts to reduce poverty.

*Professor Dr Jaap E Doek
Chairperson of the UN Committee on the Rights of the Child*



Vorwort

Vor 15 Jahren, am 2. September 1990, trat das UN-Übereinkommen über die Rechte des Kindes in Kraft. 192 Staaten weltweit haben inzwischen diese Konvention ratifiziert und sich verpflichtet, die darin festgeschriebenen Kinderrechte in ihrem Land umzusetzen und somit jedem Kind eine bessere Zukunft zu gewährleisten. Dass Kindern und Jugendlichen weltweit eigenständige und umfassende Rechte zugestanden werden, ist ein Fortschritt.

Artikel 3 der Konvention verweist auf das Wohl des Kindes als vorrangiges Ziel bei allen Maßnahmen, die Kinder betreffen. Hierzu gehört es auch, dass Kinder weltweit ohne Armut aufwachsen können. Davon ist die Weltgemeinschaft noch weit entfernt. Jährlich sterben über zehn Millionen Kinder, ehe sie das fünfte Lebensjahr erreichen. Täglich sterben fast 4.000 Kinder, weil sie kein sauberes Trinkwasser haben. Über 100 Millionen Kinder im Grundschulalter können keine Schule besuchen. Gleichzeitig ist - gerade in vielen afrikanischen Ländern - mehr als die Hälfte der Bevölkerung jünger als 18 Jahre. Wer also Armut bekämpfen will, muss mit der Armut von Kindern und Jugendlichen anfangen.

Zwar haben die Staaten zum Beginn des neuen Jahrtausends mit den Millenniumsentwicklungszielen die weltweite Armutsbekämpfung ins Zentrum der Entwicklungspolitik gerückt. Dabei gilt den Kindern und Jugendlichen ein besonderes Augenmerk: Vier dieser acht Entwicklungsziele, die bis 2015 umgesetzt werden sollen, beziehen sich unmittelbar auf eine Verbesserung der Situation von Kindern und Jugendlichen.

Doch weder die Millenniumsentwicklungsziele noch die Strategiepapiere zur Armutsbekämpfung, die die Entwicklungsländer erarbeiten und umsetzen müssen, wenn sie in den Genuss von Krediten oder Entschuldungsmaßnahmen des Internationalen Währungsfonds (IWF) oder der Weltbank kommen wollen, haben bislang deutlich zur Reduzierung der Armut beigetragen. Dabei sollen diese "Poverty Reduction Strategy Paper" (PRSP) "der" mittelfristige Entwicklungsplan eines Landes sein. Sie sollen von den Regierungen der ärmsten Entwicklungsländer in enger Zusammenarbeit mit den bürger-gesellschaftlichen Organisationen erarbeitet werden – soweit die Theorie.

"Kinder an die erste Stelle setzen", so lautet der erste Grundsatz des Abschlussdokuments zum Weltkindergipfel aus dem Jahr 2002. Dieser Grundsatz muss auch für die PRSPs gelten. Hierzu müssen sich die Strategiepapiere ausführlich mit der Lage und Zukunft junger Menschen beschäftigen und zur Umsetzung der in der UN-Kinderrechtskonvention verbrieften Rechte beitragen. Doch das tun sie nicht, so lautete das ernüchternde Resultat der ersten Studie, die Klaus Heide von der Werkstatt Ökonomie in Heidelberg im Auftrag der Kindernothilfe im Jahr 2004 durchgeführt hat:

- Es fehlt eine umfassende Analyse von Kinder- und Jugendarmut;
- Kinder werden als Opfer und nicht als Träger von Rechten dargestellt;
- PRSPs fragen nicht nach den Folgen wirtschaftspolitischer Entscheidungen für Kinder und Jugendliche.

Diese Ergebnisse sind nicht überraschend, denn weder Kinderrechtsorganisationen noch Kinder und Jugendliche waren angemessen an der Erarbeitung der Strategiepapiere beteiligt.



Die große positive Resonanz auf diese Studie und auf ihre kinderrechtliche Perspektive veranlasste die Kindernothilfe, eine Folgeuntersuchung in Auftrag zu geben. In der vorliegenden Fallstudie: "Poverty Reduction Strategy Papers: Children First!" wurden die PRSP-Prozesse in drei afrikanischen Ländern: Äthiopien, Kenia und Sambia untersucht. Es wurde der Fragestellung nachgegangen, inwieweit diese Prozesse kinderrechtlichen Anforderungen genügen. Weiterhin wurden die Möglichkeiten und Grenzen einer kinderrechtlichen Qualifizierung der PRSP-Prozesse in den Ländern diskutiert. In allen drei Ländern weisen die Strategiepapiere mit Blick auf Kinderrechte Defizite auf. So liegt zum Beispiel keiner Strategie ein ausdrücklich kinderrechtlicher Ansatz zugrunde. Auch ist die Analyse der Armut von Kindern und Jugendlichen in den PRSPs in Kenia, Äthiopien und Sambia unzureichend. Doch bereits hier hören die Gemeinsamkeiten auf. Die Beobachtungen im Rahmen der Fallstudie legen nahe, bei der Bewertung der PRSP-Prozesse auf länderspezifische Besonderheiten zu achten. Diese wurden auch bei den Möglichkeiten und Grenzen einer kinderrechtlichen Qualifizierung der PRSP-Prozesse in Äthiopien, Kenia und Sambia berücksichtigt.

Trotzdem lassen es die Ergebnisse der Fallstudie zu, verallgemeinerbare Forderungen zur Weiterentwicklung von PRSP-Prozesse im Sinne der Kinderrechte zu formulieren. Denn Strategien zur Armutsbekämpfung müssen künftig einen Schwerpunkt auf die Bekämpfung von Kinderarmut und die vollständige Umsetzung des UN-Übereinkommens über die Rechte des Kindes legen und Kinderrechtsorganisationen - wie auch Kinder und Jugendliche selbst - müssen an der Erarbeitung, Umsetzung und Überprüfung der PRSPs beteiligt werden. Diese und andere Forderungen wurden an die Adresse der Regierungen, die die Strategiepapiere erarbeiten sollen, an die Weltbank und den IWF, an bi- und multilaterale Geber aber auch an Kinderrechtsorganisationen und Hilfswerke im Norden gerichtet.

Fünf Jahre nach Einführung des PRSP-Ansatzes führen Weltbank und IWF derzeit einen ausführlichen Überprüfungsprozess durch, in den auch Stellungnahmen der PRSP-Länder, der Geber und der Zivilgesellschaft einfließen sollen. Diese Chance nutzte die Kindernothilfe und schickte ihre Empfehlungen für eine Weiterentwicklung des Instrumentariums aus kinderrechtlicher Perspektive nach Washington: Zwar sind diese "Recommendations from a child rights perspective with regard to joint World Bank and IMF 2005 PRS Review" auf der Weltbank-Website zu finden, eine Stellungnahme der Weltbank zu den Empfehlungen erhielten wir jedoch nicht.

Die Kindernothilfe will es nicht dabei belassen, die Internationalen Finanzierungsorganisationen und die Regierungen in Nord und Süd für eine Stärkung der Rechte der Kinder im Kontext der Armutsbekämpfung in die Pflicht zu nehmen. Auch die Kinderrechtsorganisationen und Hilfswerke im Norden können und sollten einen Beitrag hierzu leisten. Zum Beispiel durch eine stärkere Unterstützung ihrer Südpartner bei dem Ausbau ihrer Lobby- und Advocacy-Aktivitäten. Die Kindernothilfe hat sich daher für die nächsten Jahre das strategische Ziel gesetzt, die Advocacy-Arbeit im In- und Ausland zu intensivieren, stärker miteinander zu verknüpfen und in der Programmarbeit zu verankern.

*Dr. Jürgen Thiesbonenkamp
Vorstandsvorsitzender, Kindernothilfe
Duisburg, September 2005*



Foreword

15 years ago, on 2nd September 1990, the UN Convention on the Rights of the Child came into force. 192 states worldwide have ratified this convention and committed themselves to implementing the rights enshrined in it, and thereby to guarantee every child a better future.

In all actions concerning children the best interests of the child shall be a primary consideration, stated in article 3 of the convention. This includes that children worldwide should be able to grow up without poverty. The international community is far from achieving this. Ten million children die each year, before reaching the age of five. Almost 4,000 children die every day, because they have no access to safe water. Over 100 million children of primary school age can not go to school. At the same time – especially in many African countries – more than half the population is under 18. Whoever wants to eradicate poverty has to begin with child and youth poverty.

At the beginning of the millennium the international community pushed poverty reduction into the centre of development policy with the Millennium Development Goals. There is a focus on children and young people: four of the eight development goals, which should be implemented by 2015, directly refer to the improvement of children and young people.

Yet neither the Millennium Development Goals, nor the Poverty Reduction Strategy Papers – which developing countries have to develop and implement in order to receive credit or debt relief from the International Monetary Fund or the World Bank – have clearly contributed to reducing poverty. Yet the Poverty Reduction Strategy Paper (PRSP) is supposed to be “the” mid-term development plan for a country. They should be developed by the government in close cooperation with civil society organisations – theoretically.

“Put children first” is the first principle of the concluding document from the world children’s summit in 2002. This should also be valid for the PRSPs. In great detail, the PRSPs should deal with the situation and future of young people and contribute to the implementation of the rights enshrined in the UN Convention on the Rights of the Child. Yet they fail to do so, according to the sobering result of the first study that Klaus Heide from Werkstatt Ökonomie in Heidelberg carried out on behalf of Kindernothilfe in 2004:

- A comprehensive analysis of child and youth poverty is missing;
- Children are presented as victims and not as holders of rights;
- PRSPs do not assess the impact of economic decisions on children and young people.

These results are not surprising since neither child rights organisations nor children and young people were sufficiently involved in the development of the strategy papers.

Due to the great positive response to the study and its child rights perspective, Kindernothilfe felt compelled to commission Klaus Heide to carry out a follow up investigation. In the present case study “Poverty Reduction Strategy Papers: Children First!” PRSP processes in three African countries were investigated: Ethiopia; Kenya; and Zambia. The study asks how far these processes fulfil child rights demands. Furthermore, the possibilities and limits of qualifying PRSP-processes in these countries from a child rights perspective are discussed. As regards child rights, the papers in each of the countries display various shortcomings. For example, not one strategy is expressly based on a child rights approach. The analysis of child and youth poverty in Kenya’s, Ethiopia’s



and Zambia's PRSPs is inadequate. This is where the similarities end. The case study observations urge us to pay special attention to country-specific differences when evaluating PRSPs. These were taken into consideration during the discussion on the possibilities and limits of child rights qualifying PRSP processes in Ethiopia, Kenya and Zambia.

Nevertheless, the results of the study do allow us to formulate general demands for the further development of PRSP processes with regard to children's rights. Poverty reduction strategies should focus strongly on combating child and youth poverty in future and on fully implementing the UN Convention on the Rights of the Child, and child rights organisations – as well as children and young people themselves – must participate in the development, implementation and monitoring of PRSPs. These and other demands are addressed to governments that should develop strategy papers, to the World Bank and the IMF, to bilateral and multilateral donors and also to child rights organisations and aid agencies in the North.

Five years after the introduction of the PRSP approach the IMF and World Bank are currently carrying out a detailed review into which the positions of PRSP countries, donors and civil society should flow. Kindernothilfe is using this opportunity to send its recommendations for the further development of the instrument from a child rights perspective to Washington: these "recommendations from a child rights perspective with regard to joint World Bank and IMF 2005 PRS Review" can be found on the World Bank website, however we have yet to receive a statement from the World Bank about the recommendations.

Kindernothilfe will not limit itself to reminding International Financial Organisations and governments in the North and South of their duty to strengthen the rights of the child within the context of poverty reduction. Child rights organisations and aid agencies can and should contribute as well. For example, by supporting their partners in the South more to expand their lobby and advocacy activities. For this reason, the strategic goal of Kindernothilfe over the next few years will be to intensify national and international advocacy, to strengthen the link with each other and to anchor them in the programmes.

*Dr. Jürgen Thiesbonenkamp
Chair of the executive committee, Kindernothilfe
Duisburg, September 2005*





Ethiopia
Photo: Ute Rademacher

Preliminary remarks

This study aims to contribute to an assessment of PRSP processes in Ethiopia, Kenya and Zambia from a child rights perspective. It links up with a previous study by the same author in 2004 which showed that the majority of the PRSPs at that time did not deal with child labour.¹

The study in 2004 was limited to child labour and to a text-immanent analysis of the PRSPs. Therefore, the request came for a case study with a wider scope that also goes beyond a mere text analysis.

That is the aim of this case study. It examines PRSP processes in three countries and looks into how far they fulfil child rights demands. The countries were chosen firstly because they belong to the poorest countries with a very high proportion of children and young people. Secondly, several Kindemohilfe partners actively contributed to PRSP processes in these countries. Thirdly, the three countries represent three different types of PRSP processes: In Zambia it is regarded as exemplary in Africa. In Kenya the relatively exemplary PRSP process was interrupted by a change of government, thereafter civil society participation was unsatisfactory. In Ethiopia civil society participation was limited from the outset. Fourthly, the three countries have at least to some extent different basic structures (population, urbanisation, general improvement or deterioration of the social situation, relative extent of child labour).

Verbal statements from representatives of child rights and civil society organisations form the core of this case study together with written statements and position papers. The author carried out a series of interviews in Zambia and Zimbabwe² in 2004 and in Kenya and Ethiopia in February 2005. Single sources are not referred to in the text – this would make for complicated reading – instead, a list of interviewees and written sources can be found in the appendix.

Basically, the point of the study is, above all, to contribute to a discussion about the significance of PRSPs – namely, about the possibilities and limits of the PRSP by presenting here the assessments of the organisations concerned. In this sense the case study is also a contribution to the general evaluation of PRSP processes too and in particular to the 2005 PRS-Review by the World Bank and International Monetary Fund.

Many thanks to all the people who took part in discussions in the countries mentioned for their willingness to participate despite their limited time. Without their willingness, this case study would not have been possible.

1 Klaus Heidel (2004): Poverty Reduction Strategy Papers – blind to the rights of the (working) child? The (I)PRSPs' Perception of child labour. A problem outline and annotated collection of source material. Compiled on behalf of Kindemohilfe e.V., Duisburg/Heidelberg.

2 The African Forum & Network on Debt & Development is one of the leading international networks on poverty reduction. The network is based in Harare/Zimbabwe.



1. Zusammenfassung

Armutsbekämpfung muss bei Kinderarmut anfangen

Mindestens die Hälfte der Bevölkerung in Äthiopien, Kenia und Sambia besteht aus Kindern und Jugendlichen. Deren Armut nimmt zu. Die Zahl der Straßenkinder wächst. Immer mehr Kinder müssen arbeiten. Angesichts dieser Tatsachen muss die Bekämpfung von Kinderarmut ein zentrales Ziel von Strategien zur Armutsbekämpfung sein.

Strategiepapiere zur Armutsbekämpfung: In kinderrechtlicher Hinsicht unbefriedigend

Die Beobachtungen der Fallstudie zeigen einerseits deutliche länderspezifische Unterschiede in der Bewertung der PRSPs durch Kinderrechtsorganisationen. Andererseits legen sie nahe, dass es auch kinderrechtliche Defizite gibt, die den äthiopischen, kenianischen und sambischen Strategiepapieren zur Armutsbekämpfung gemein sind.

Erstens lassen die PRSPs aller drei Länder einen expliziten kinderrechtlichen Ansatz fast gänzlich vermissen.

Zweitens ist die Analyse der Armut von Kindern und Jugendlichen in den PRSPs unzureichend. Vor allem in den Papieren Äthiopiens und Kenias fehlen wichtige Aspekte. Allen Strategiepapieren werfen Kinderrechtsorganisationen und teilweise Jugendorganisationen vor, dass sie die Situation von Jugendlichen kaum in den Blick nehmen und die Ursachen von Jugendarbeitslosigkeit nicht analysieren. Auch zusammenhängende Analysen der Ursachen von Kinderarmut fehlen in allen PRSPs.

Drittens hinterfragen Kinderrechtsorganisationen die wirtschaftspolitische Grundausrichtung der Strategiepapiere. Sie bezweifeln, dass das angestrebte Wirtschaftswachstum von sich aus zur Überwindung von Kinderarmut beitragen wird. Sie verweisen auf die Dominanz des informellen Sektors, dessen Entwicklung entscheidend für die Beseitigung von Kinderarmut ist. Allerdings ziehen sie hieraus unterschiedliche Schlüsse: In Äthiopien fordern sie die Stärkung privatwirtschaftlicher Strukturen in ländlichen Gebieten. In Kenia lehnen sie die Konzentration auf den privaten Sektor ab. In Sambia halten sie weitere Liberalisierungen für schädlich. In allen drei Ländern stehen sie einer wirtschaftspolitischen Fokussierung auf die Entwicklung der physischen Infrastruktur kritisch gegenüber.

Viertens vermissen Kinderrechtsorganisationen in Äthiopien und Kenia kohärente sozial- und bildungspolitische Programme, die spezifisch zur Bekämpfung von Kinderarbeit gestaltet sind und die Kinder als Träger von Rechten behandeln. In allen drei Ländern bemängeln sie, dass die PRSPs kein "children's budget" vorlegen.

Angesichts dieser Defizite bezweifeln Kinderrechtsorganisationen, dass die PRSPs wesentlich zur Überwindung von Kinderarmut beitragen werden.





Ethiopia
Photo: Angelika Veddeker

Kritik am Verlauf der PRSP-Prozesse

Die Kritik von Kinderrechtsorganisationen an den PRSP-Prozessen in Äthiopien, Kenia und Sambia fällt unterschiedlich aus:

In *Äthiopien* waren die Beteiligung von Kinderrechtsorganisationen an der Erarbeitung des PRSPs schwach und die von Kindern und Jugendlichen nur rudimentär vorhanden. Es gelang nicht, die nur selten vorgetragenen kinderrechtlichen Vorstellungen im äthiopischen Strategiepapier zu verankern. Bei der bisherigen Umsetzung des PRSPs unter Einschluss des Monitoring gab es keine strukturierte Zusammenarbeit der Regierung mit Kinderrechtsorganisationen, Kinder spielten weder als Subjekte noch als Thema eine Rolle.

In *Kenia* bot der erste PRSP-Prozess Kinderrechtsorganisationen gute und Kindern und Jugendlichen zumindest ansatzweise Möglichkeiten zur Mitwirkung an der Erarbeitung des PRSPs. Dennoch hatten die Bemühungen von Kinderrechtsorganisationen, auf den Inhalt des ersten PRSPs Einfluss zu nehmen, nur zu einem kleineren Teil Erfolg. Der zweite PRSP-Prozess schloss Kinderrechtsorganisationen, Kinder und Jugendliche sowie deren Organisationen weit gehend aus. Erfolglos hatten Kinderrechtsorganisationen gefordert, dass die Situation von Kindern und Jugendlichen ein zentrales Thema der Economic Recovery Strategy sein sollte. Das zur Umsetzung dieses Strategiepapieres entwickelte Investitionsprogramm aber ging relativ ausführlich auf Kinderarbeit und Jugendarbeitslosigkeit ein und griff damit Forderungen von Kinderrechtsorganisationen auf, obgleich diese an der Erarbeitung des Investitionsprogrammes nicht beteiligt worden waren. An der Umsetzung der aktuellen Strategiepapiere zur Armutsbekämpfung, zu der auch das Monitoring gehört, sind weder Kinderrechtsorganisationen noch gar Kinder und Jugendliche beteiligt.

In *Sambia* konnten sich Kinderrechtsorganisation sehr gut und Kinder und Jugendliche zumindest stärker als in den beiden anderen Ländern am gesamten PRSP-Prozess – also an der Erarbeitung und der Umsetzung des Strategiepapieres – beteiligen. Auch im Strategiepapier selbst konnten mehr kinderrechtliche Vorstellungen verankert werden als in den Papieren der anderen beiden Länder. Dennoch aber bilden Kinder und Jugendliche bei der Umsetzung des PRSPs keinen Schwerpunkt.

Diese Beobachtungen unterstreichen die Notwendigkeit, bei der Bewertung von PRSP-Prozessen auf länderspezifische Besonderheiten zu achten und vorschnelle Verallgemeinerungen zu vermeiden.



Voraussetzungen, Möglichkeiten und Grenzen einer kinderrechtlichen Qualifizierung der PRSP-Prozesse

Zu den Voraussetzungen für eine kinderrechtliche Qualifizierung von PRSP-Prozessen gehört die Bereitschaft von Kinderrechtsorganisationen, sich an diesen Prozessen zu beteiligen. Die diesbezüglichen Aussichten sind nicht einfach abzuschätzen: In Sambia sind Kinderrechtsorganisationen tendenziell zu einer Mitwirkung an PRSP-Prozessen bereit, in Äthiopien und Kenia überwiegen kritische Skepsis bis Ablehnung. Allerdings erklärt sich diese skeptische bis negative Einstellung von Kinderrechtsorganisationen zu PRSP-Prozessen zumindest teilweise durch die grundsätzliche Kritik dieser Organisationen an den Regierungen ihrer Länder. Daher ist es durchaus offen, ob Kinderrechtsorganisationen, die zum Zeitpunkt ihrer Befragung durch den Autor dieser Studie im Februar 2005 eher kein Interesse an einer künftigen Mitwirkung ausdrückten, ihre Haltung dann ändern würden, wenn sich die politischen Rahmenbedingungen aus ihrer Sicht verbessern sollten.

Die Erfolgsaussichten für eine kinderrechtliche Qualifizierung von PRSP-Prozessen können also nicht losgelöst von den politischen und sonstigen Rahmenbedingungen eines Landes abgeschätzt werden. Für die bi- und multilaterale Entwicklungszusammenarbeit bedeutet dies erstens, dass es auch von diesen Rahmenbedingungen abhängt, ob und in welchem Maße die Entwicklungszusammenarbeit im Rahmen von PRSP-Prozessen durchgeführt werden kann. Dies gilt in besonderem Maße für die Entwicklungsfinanzierung. Zweitens ist es je nach Land in unterschiedlichem Maße notwendig, die Unterstützung einer kinderrechtlichen und sonstigen Qualifizierung von PRSP-Prozessen zu verknüpfen mit der Ermutigung von Regierungen zu "good governance" und zu einer aktiven Menschenrechtspolitik unter Einschluss einer nachhaltigen Verwirklichung der Rechte des Kindes.

Des Weiteren sind die Chancen für eine kinderrechtliche Qualifizierung von PRSP-Prozessen auch davon abhängig, ob und in welchem Maße es gelingt, mit diesen Prozessen die vielen anderen politischen Planungsprozesse, Sektorpapiere und Gesetzesvorhaben, die für die Verwirklichung der Rechte des Kindes unter Einschluss der Bekämpfung von Kinderarmut und Jugendarbeitslosigkeit bedeutsam sind, zu verknüpfen. Geschieht dies nicht, ist sehr genau zu prüfen, ob die Entwicklungszusammenarbeit den PRSP-Prozessen jene herausragende Bedeutung zuweisen soll, die sie laut Weltbank und Internationalem Währungsfonds haben sollen.

Schließlich ist zu bedenken, dass es für eine kinderrechtliche Qualifizierung von PRSP-Prozessen unabdingbar ist, Kinderrechtsorganisationen und in besonderem Maße Selbstorganisationen von Kindern und Jugendlichen so zu unterstützen, dass sie besser als bisher in der Lage sind, Möglichkeiten zivilgesellschaftlicher Partizipation an PRSP-Prozessen wahrzunehmen. Hierzu gehören eine bessere finanzielle und personelle Ausstattung dieser Organisationen, eine Stärkung effizienter Kooperationsstrukturen und ganz allgemein die vorrangige Förderung von politischer Menschen- und Kinderrechtsarbeit.

Forderungen

Die Beobachtungen der Fallstudie führen zu Forderungen für eine kinderrechtliche Qualifizierung von PRSP-Prozessen. Sie werden an dieser Stelle nur knapp angedeutet, daher sei ausdrücklich auf die ausführlichen Forderungen auf den Seiten 52 bis 54 verwiesen.

Inhalt von PRSPs

- Strategien zur Armutsbekämpfung müssen einen Schwerpunkt auf die Bekämpfung von Kinderarmut legen. Sie müssen die Auswirkungen makroökonomischer Strategien und Politiken auf Kinder und Jugendliche untersuchen. Erforderlich ist weiter, dass PRSPs zur Förderung der informellen Ökonomie beitragen.
- PRSPs müssen ein "children's budget" präsentieren.



Partizipation von Kindern, Jugendlichen und Kinderrechtsorganisationen

- Eine umfassende Partizipation von Kindern, Jugendlichen und Kinderrechtsorganisationen an der Erarbeitung und Umsetzung von PRSPs sowie an der Überwachung der Umsetzung muss gewährleistet sein.

Kohärenz politischer Planungsprozesse

- PRSP-Prozesse werden nur dann nachhaltig zur Verwirklichung der Rechte des Kindes beitragen, wenn sie mit anderen einschlägigen politischen Planungsprozessen und Gesetzesvorhaben verknüpft werden.

Richtlinien von IWF und Weltbank

- Die Richtlinien von Weltbank und Internationalem Währungsfonds zur Erarbeitung und Umsetzung von PRSPs und zur Bewertung von PRSP-Prozessen müssen so ergänzt werden, dass sie einer kinderrechtlichen Qualifizierung von PRSP-Prozessen dienen.

Bi- und multilaterale Entwicklungszusammenarbeit

- Die Entwicklungszusammenarbeit und –finanzierung darf nur dann vollständig an PRSP-Prozesse gebunden werden, wenn diese zur Verwirklichung der Rechte des beitragen. Ob dies der Fall ist, hängt auch von länderspezifischen politischen und weiteren Rahmenbedingungen ab.

Kinderrechtsorganisationen und Hilfswerke im Norden

- Kinderrechtsorganisationen und Hilfswerke in den Industrieländern sollten ihre Lobbyaktivitäten zur kinderrechtlichen Qualifizierung von PRSP-Prozessen gegenüber Parlamenten und Regierungen, dem Europäischen Parlament und der Europäischen Kommission sowie gegenüber IWF und Weltbank verstärken, international vernetzen in hierbei mit dem UN-Ausschuss für die Rechte des Kindes kooperieren.
- Kinderrechtsorganisationen und Hilfswerke in Industrieländern sollten darauf drängen, dass Weltbank und IWF bei ihrer Evaluierung von PRSP-Prozessen stärker als bisher Erfahrungen und Einschätzungen von Kinderrechtsorganisationen und Selbstorganisationen von Kindern und Jugendlichen in Ländern mit einem PRSP berücksichtigen.
- Gleichzeitig ist eine stärkere Förderung der Lobby- und Advocacy-Aktivitäten von Kinderrechtsorganisationen sowie der Selbstorganisationen von Kindern und Jugendlichen in Ländern mit einem PRSP erforderlich.
- Der Erfahrungsaustausch von Kinderrechtsorganisationen und Selbstorganisationen von Kindern und Jugendlichen in Ländern mit einem PRSP sollte unter Einschluss eines grenzüberschreitenden Austausches gefördert werden.



2. Executive summary

Poverty reduction should begin with child poverty

Children and young people comprise at least half of the population in Ethiopia, Kenya and Zambia. Their poverty is on the increase. The number of street children is growing. More and more children have to work. In light of these facts, eliminating child poverty should be a central aim of poverty reduction strategies.

Poverty Reduction Strategy Papers: poor from a child rights perspective

The observations collected in this case study demonstrate clear country-specific differences in the evaluation of PRSPs by child rights organisations. On the other hand they suggest that, from a child rights perspective, all three Poverty Reduction Strategy Papers display common shortcomings.

Firstly, the PRSPs for all three countries almost completely lack an explicit child rights approach.

Secondly, the child and youth poverty analysis is insufficient, especially in the Ethiopian and Kenyan strategy papers where important aspects are missing. Child rights and some youth organisations accuse all strategy papers of practically ignoring the situation of young people and of not analysing the causes of youth unemployment. None of the PRSPs include a coherent analysis of the causes of child poverty.

Thirdly, child rights organisations question the basic economic orientation of the strategy papers. They doubt that the aspired economic growth alone will contribute to overcoming child poverty. They refer to the dominance of the informal sector, the development of which is crucial for the elimination of child poverty. However, in each country they draw different conclusions. In Ethiopia organisations demand the strengthening of private enterprise structures in rural areas. In Kenya concentrating on the private sector is rejected. In Zambia further liberalisation is considered to be damaging. In all three countries they are critical of the economic focus on the development of physical infrastructure.

Fourthly, child rights organisations in Ethiopia and Kenya miss coherent social and educational programmes that are specifically designed to eliminate child poverty and that treat children as rights holders. In all three countries they complain about the absence of a "children's budget" in the PRSP.

In view of these shortcomings, child rights organisations doubt that the PRSPs can make a significant contribution to overcoming child poverty.

Criticism of PRSP processes

The PRSP development and implementation processes failed to meet child rights demands in all three countries. This is criticised by child rights organisations. However, the differences between



the countries are more predominant as regards the PRSP processes than the content of the PRSPs. Therefore, the child rights organisations' criticism of the PRSP processes differs in each country.

In *Ethiopia* the participation of child rights organisations in the PRSP process was weak and children and young people hardly participated at all. They were not successful in getting child rights recommendations anchored in the PRSP. Up to now, no structured cooperation between the government and child rights organisations has taken place during PRSP implementation and monitoring; children have not been an issue and have not played a part as subjects.

In *Kenya*, during the first PRSP process, child rights organisations did have good opportunities to get involved in the development of the PRSP. Children and young people were at least partly given the opportunity to participate. Yet the child rights organisations were only partly successful in their efforts to influence the content of the first paper. Child rights organisations, children and young people as well as child and youth organisations were largely excluded from the second PRSP process. Without success child rights organisations demanded that the situation of children and young people should be a key issue in the Economic Recovery Strategy. The Investment Programme developed to implement the Economic Recovery Strategy did deal with child labour and youth unemployment in relative detail. In this way some demands of child rights organisations were met, although there were not involved in the development of the Investment Programme. No child rights organisations, let alone children and young people themselves, are participating in the implementation – this includes monitoring - of the current strategy paper.

In *Zambia*, child rights organisations were able to get very involved in the PRSP process both in the development and implementation of the strategy paper – much more so than in the other two countries. In Zambia, child rights recommendations found their way into the strategy paper itself – again, more so than in the other two countries. Nevertheless, children and young people are not a priority of the PRSP implementation.

These observations underline the need to pay attention to country-specific distinctions and to avoid rash generalisations when assessing PRSP processes.

Qualifying PRSP processes from a child rights perspective: prerequisites, possibilities and limits

To qualify PRSP processes from a child rights perspective requires willingness on the part of child rights organisations to participate in PRSP processes. The chances of this are difficult to estimate: in Zambia child rights organisations tend to be prepared to cooperate in PRSP processes; in Ethiopia and Kenya scepticism and rejection prevail. However, the scepticism and negative attitude towards the PRSP processes in Ethiopia and Kenya is at least partly explained by the fundamental criticism towards their governments. For this reason it remains open whether or not child rights organisations, who in February 2005 expressed no interest in future cooperation, would change their position if, in their opinion, political conditions improved.

As a result, it is not possible to assess chances of success for child rights qualifying PRSP processes, independent of political conditions. For bilateral and multilateral development cooperation this means that these general conditions govern whether and to what extent development cooperation can be carried out within the scope of PRSPs. This applies to development aid in particular. In addition, depending on the country, it is necessary to combine support for a child (and other) rights qualifying of PRSP processes with encouraging the government to practise "good governance" and to have an active human rights policy which includes a lasting implementation of the rights of the child.

Furthermore, the chances for child rights qualifying PRSP processes also depends on whether it is possible to link PRSP process to other policy planning processes, sector papers and proposed laws which are important for the realisation of the rights of the child and the eradication of child poverty and youth unemployment. Failing that, it is necessary to closely examine whether deve-



Development cooperation should attach such outstanding importance on PRSP processes – as instructed by the World Bank and International Monetary Fund.

Finally, it should be taken into consideration that in order to qualify PRSP processes from a child rights perspective, it is essential to support child rights organisations and especially child and youth led organisations so that they are in a better position to seize the opportunities of civil society participation in PRSP processes. This involves, improving their financial and human resources, strengthening efficient cooperation structures and prioritising support for political human and child rights work in general.

Demands

The observations collected in this case study lead to demands in order to qualify PRSP processes in a child rights perspective. These demands are only briefly indicated here; please consult the full list of demands in chapter seven, pages 52 to 54.

PRSP content

- Poverty reduction strategies must prioritise the reduction of child poverty. They must investigate the impacts of macro-economic strategies and policies on children and young people. It is essential that PRSPs also contribute to supporting the informal sector.
- PRSPs should present a "children's budget".

Participation of children, young people and child rights organisations

- The extensive participation of children and young people and their organisations in the development, implementation and monitoring of PRSPs must be guaranteed.

Coherence political planning processes

- PRSP processes will only contribute to realisation of the rights of the child when they are linked to other relevant political planning processes and legislative projects.

World Bank and IMF guidelines

- World Bank and IMF guidelines on the development and implementation of PRSPs and assessment of PRSP processes should be amended to serve qualifying PRSP processes from a child rights perspective.

Bilateral and multilateral development cooperation

- Development cooperation and development funding may only be fully linked to PRSP processes if they contribute to the realisation of human rights. Whether this is the case depends on the conditions in each country.

Child rights organisations and aid agencies in the North

- Child rights organisations and aid agencies in industrial countries should intensify lobby activities towards their government and parliaments, the European Parliament and European Commission as well as the IMF and the World Bank in order to get through child rights standards for PRSP processes. They should cooperate internationally and with the UN Committee on the Rights of the Child for this purpose.
- Child rights organisations and aid agencies in industrial countries should urge the World Bank and IMF to consider more than previously the experiences and evaluation of child rights organisations and child and youth led organisations in countries with a PRSP when reviewing PRSP processes.
- It is necessary to intensify the support for lobby and advocacy activities of child rights organisations and of child and youth led organisations in countries with a PRSP.
- Child rights organisations and children's organisations should be supported in "experience sharing" both nationally and across borders.





Ethiopia
Photo: Christoph Engel

3. The situation of children and young people in Ethiopia, Kenya and Zambia

Children and young people make up at least half of the population in Ethiopia, Kenya and Zambia. Their poverty is increasing. The number of street children is growing. More and more children have to work. Given these facts, eliminating child poverty must be a central aim of poverty reduction strategies.

Ethiopia: extreme child poverty in rural areas

The largest country included in the study, Ethiopia – a multi-ethnic state with a population of over 73 million – belongs to the ten poorest countries on earth. Around two fifths of the population has to survive on less than two US Dollars a day¹. However the social situation across Ethiopia has, in part, slightly improved since 1985 as shown by the Human Development Index, by child mortality and school enrolment rates (cf. table on page 19).

In comparison to the average of all Least Developed Countries (LDCs) Ethiopia's urbanization rate is far below average.

Children and young people claim an above-average share of the Ethiopian population in comparison to the average of all LDCs; half of the population is 17.7 years old and younger. Thus, children and young people living in absolute poverty in rural areas comprise the majority of the Ethiopian population. Any poverty reduction strategy in Ethiopia should place distinct emphasis on eliminating rural child poverty.

Contrary to the general trend, the social situation of most children has deteriorated – according to statements from child rights organisations. For example: the number of street children has swelled to 0.5 million. There were only 2,000 street children in Addis Ababa in the middle of the 90's, by 2004 the number had increased to 100,000. It has to be taken into consideration, however, that it was previously forbidden for children to live on the streets; the problem of street



children has therefore not only grown but also become more visible. In Ethiopia most street children typically live in rural areas.

In Ethiopia a much larger proportion of 5 to 14 year olds work than in Kenya and Zambia, practically every second boy works (cf. table on page 19). Child labour is far less due to more recent developments than traditional. This clearly differentiates Ethiopia from Kenya and Zambia. Almost 96 percent of working children are to be found in rural areas. Over 92 percent are unpaid helpers within their families, who pursue economic activities. Almost 68 percent of working children and young people work in small (agricultural) family businesses. Working in informal "family enterprises" can expose children and young people to serious violations of their rights, as shown by the fact that over 47 percent of five to nine year olds boys and almost 35 percent of girls in this age-range work 40 plus hours a week. Added to that, in the southern part of the country a share of the children are bonded child labourers.

Kenya: Child poverty in urban slums

Kenya is also a multi-ethnic state with a population of 34 million – its size is between that of Ethiopia and Zambia. It is one of the less poor LDC countries; however the situation has clearly deteriorated since 1995 (cf. table on page 19). Yet the difference to Ethiopia and Zambia is conspicuous: just under 59 percent lives under the "two-dollar line" – a lower proportion of the population than in the other two countries.

Over the last thirty years a process of rapid urbanisation has taken place in Kenya. Today, poverty in Kenya is largely poverty in an urban slum.

Kenya's age structure corresponds to the average of all LDCs, roughly half of the population is 18 and younger. That means that children and young people make up a considerable part of the poor in Kenya. Poverty reduction strategies must take this fact into consideration; the focus must be on eliminating child poverty in urban areas.

Child poverty in Kenya has increased over the last ten years. For example the number of street children grew. According to estimations there were 25,000 street children in 1992, 40,000 in 1997 and in 2001 between 250,000 and 300,000 with 60,000 in Nairobi alone. Child labour also increased, today roughly 25 percent of all 5-14 year olds work. The number of child domestics is estimated at 0.5 million. About 80 percent of working children are found in agriculture.

On the one hand, the introduction of free primary education in January 2003 led to a clear increase in the number of children enrolled in school – according to government figures there were 1.5 million extra school enrolments. On the other hand, the funds for primary education were not raised enough which meant that the quality deteriorated in primary schools because of the considerable growth in average class sizes. Such persistent school misery is illustrated by the fact that in 2003 only 53 percent of school children passed the primary school leaving exam. That absence of state schools in urban slums aggravates the situation.

For orphans the school situation is especially precarious. In February 2005 a representative of a child rights organisation reported that in one primary school he found 40 percent AIDS orphans. In his experience these children require particular encouragement. Otherwise they have no chance to achieve a school leaving certificate. Yet this encouragement is generally missing. In this way the state school system becomes a "training ground for criminals" according to the child rights advocate.

Zambia: increasing number of AIDS orphans

With roughly eleven million inhabitants, Zambia is the smallest of the three countries investigated. The multi ethnic state belongs to the fifteen poorest countries on earth, although the climate and mineral resources offer conditions for achieving a better economic and social conditions.



Increase in poverty in Kenya and Zambia

Basic data on Ethiopia, Kenya and Zambia

| | Ethiopia | Kenya | Zambia | Average Least Developed Countries |
|--|--------------|------------------------|--------------------------|-----------------------------------|
| General data | | | | |
| Population (2004) | 73.1 million | 33.8 million | 11.3 million | |
| Gross domestic product per capita (purchasing power parity) (2002) | 780 USD | 1,020 USD | 849 USD | 1,307 USD |
| urban population as a portion of total population | | | | |
| 1975 | 9.5% | 12.9% | 34.8% | 26.1% |
| 2002 | 15.4% | 38.2% | 35.4% | 33.4% |
| portion of the population surviving on less than 2 USD per day (PPP) | 80.7% | 58.6% | 87.4% | |
| Human Development Index (HDI) | | | | |
| 1995 | 0.319 | 0.524 | 0.418 | |
| 2002 | 0.359 | 0.496 | 0.389 | 0.446 |
| HDI rank | 170 | 148 | 164 | 142 to 177 |
| life expectancy | | | | |
| 1970 | 41 | 50 | 49 | 43 |
| 2003 | 46 | 44 | 33 | 49 |
| HIV/AIDS prevalence (% ages 15-49) | 4.4% | 6.7% | 16.5% | |
| Age structure | | | | |
| portion (%) of population under 18 | 52.3% | 49.4% | 53.8% | 49.4% |
| portion (%) of population under 15 | 45.7% | 42.1% | 46.5% | 42.9% |
| median of age distribution 2004 | 17.7 years | 18.2 years | 16.5 years | |
| Data on the social situation of children | | | | |
| Mortality in children under 5 (per 1,000 live births) | | | | |
| 1990 | 204 | 97 | 180 | 278 |
| 2003 | 169 | 123 | 182 | 155 |
| Primary school enrolment net rate (%) | | | | |
| 1990/1991 | 23% | 74% | 79% | |
| 2001/2002 | 46% | 70% | 66% | |
| boys (1998 – 2002) | 52% | 69% | 66% | 67% |
| girls (1998 – 2002) | 41% | 71% | 66% | 61% |
| portion of 5-14 year olds who work (1998-2003) | | | | |
| boys | 47% | 26% | 10% | |
| girls | 37% | 24% | 11% | |
| number of street children | 500,000 | 250,000 bis 300,000 | 500,000 bis 1,500,000 | |

Sources: CIA (no date): The World Fact Book (www.cia.gov/cia/publications/factbook/); UNICEF (2004): The State of the World's Children 2005, New York; United Nations Development Programme (2004): Human Development Report 2004, New York



Zambia still suffers from the ruinous consequences of a market radical structural adjustment policy. Liberalisation caused an increase in unemployment. Central social indicators have deteriorated over the last twenty years. The extremely high HIV/AIDS rate pushed life expectancy down to 33. Roughly 40 percent of male teachers are apparently infected. Today, almost ten of Zambia's eleven million inhabitants live under the "two-dollar line" and therefore in absolute poverty.

Unlike Ethiopia and Kenya, the portion of the urban population has been high for a long period of time; in Zambia poverty is therefore also urban poverty.

Due to the high HIV/AIDS rate Zambia can now be counted as one of the "youngest" countries on earth, half of the population is 16.5 years old or younger; almost 54 percent of the population is under 18: therefore poverty in Zambia is predominantly poverty of children and young people, many of them live in urban areas. This is extremely important for the design of poverty reduction strategies.

According to child rights organisations, the social situation of children and young people has deteriorated dramatically over the last fifteen years. For example, in comparison to other LDCs, previous above-average primary school enrolment rates have plummeted. The number of street children has risen dramatically, estimated between 0.5 and 1.5 million in 2004. If the high estimate were correct, it would mean that street children represent almost 14 percent of the population – a central challenge for any poverty reduction strategy. A large part of street children are AIDS orphans, the number of child headed households living on the street has increased dramatically.

Due to the intensified poverty the portion of working children increased and the starting age of work sank. Child labour is only found in the informal economy. Child labour in quarries is widespread. Zambia has now become a trading centre for child trafficking with destination South Africa. Nevertheless, the share of working children in Zambia is less than in Ethiopia and Kenya. This is certainly connected to the importance given to good education, even in the poorest families.

Challenge for PRSPs

Against this background it is essential that Poverty Reduction Strategy Papers focus on eliminating child poverty. In this sense, the UN Committee on the Rights of the Child demanded in 2003: „As the central, country-led strategy for achieving the Millennium Development Goals, PRSPs must include a strong focus on the rights of the child. The Committee urges governments, donors and civil society to ensure that children are a prominent priority in the development of PRSPs." The Poverty Reduction Strategy Papers "should reflect child rights principles, with a holistic, child-centred approach recognizing children as holders of rights and the incorporation of development goals and objectives which are relevant to children".² The content of PRSPs as well as the development and implementation should fulfil these demands. Whether this is the case is investigated on the basis of verbal statements from child rights organisations as well as on the basis of position papers and written statements by these organisations.



(1) The "two-dollar-limit" is more appropriate than the "one dollar limit" for measuring absolute poverty.

(2) Committee on the Rights of the Child (2003): General Comment No. 5 (2003). General measures of implementation for the Convention of the Rights of the Child, para 62.

4. Poor child rights perspective

The criticism of child rights organisations with regard to the content of PRSPs.

In order to contribute to poverty eradication and the realisation of the rights of the child, strategy papers must include a *poverty analysis* that focuses strongly on violations of these rights and therefore the different causes and dimensions of child poverty. *Economic strategies and policies* should prioritise strengthening the rights of the child through the elimination of child poverty and youth unemployment. Finally, it is important that *social and educational programmes and projects* focus on children and young people and are incorporated into the whole strategy. In principle, children and young people must be recognised as holders of rights and not as objects of social measures. Not least, PRSPs must clearly identify the amounts of the budget set aside to be used directly and indirectly for the reduction of child and youth poverty.

To determine whether the content of PRSPs fulfils these demands requires more than looking for clear links to the rights of the child, to relevant international treaties or national legal documents. This is because the mere mention of the rights of the child and important treaties is no guarantee that the content of the PRSPs have a child rights perspective. At the same time, a PRSP that fails to explicitly mention the rights of the child and important treaties does not necessarily lack a child rights perspective (completely).

For this reason, only a detailed analysis of PRSPs shows whether the demands of a child rights perspective are fulfilled. Such an analysis can not be undertaken here. Rather, the following sections are limited to a few remarks that are important for child rights organisations¹ in Ethiopia, Kenya and Zambia. These remarks already show considerable shortcomings of the strategy papers as far as the rights of the child are concerned.

4.1 No clear link to the rights of the child

Ethiopia's, Kenya's and Zambia's Poverty Reduction Strategy Papers do not mention the United Nations Convention on the Rights of the Child even once.

At best, the rights of the child are mentioned in passing in Kenya's and Ethiopia's PRSP. The Zambian PRSP goes only a little further into detail. Child rights organisations in all three countries are critical of this.

Ethiopia

The Ethiopian Poverty Reduction Strategy Paper from July 2002 (Sustainable Development and Poverty Reduction Programme) only refers to the rights of the child once and then only in passing: the PRSP states that women and children have the right to be protected against violence. Otherwise any clear child rights approach is absent from the Ethiopian strategy paper, which is fiercely criticised by some child rights organisations.



Kenya

The Kenyan Economic Recovery Strategy adopted in June 2003 and the Investment Programme of March 2004² designed to implement the strategy do not mention child rights at all. At least the Investment Programme announces an investigation into labour laws – the objective is to bring them in line with the demands of international standards. Although the exemplary list of international standards does not include the UN Convention on the Rights of the Child we can assume that since Kenya has ratified the Convention, the Convention is also implied. Besides, the government's list of educational measures includes the implementation of the Children's Act.

These weak references to the rights of the child do not go far enough for Kenyan child rights organisations. They stress that a Poverty Reduction Strategy Paper without an explicit child rights approach does not make a lasting contribution to improving the situation of children. They call for the "mainstreaming" of a general human rights approach – not only a child rights approach.

Zambia

The Zambian PRSP from March 2002 mentions the right to education in three places and refers indirectly to the economic rights of young people (and women), included under property and land rights. Otherwise no direct reference is made to the rights of the child which child rights organisations see as a deficit. It is surprising since Zambia's PRSP makes clearer reference to human rights than Ethiopia's and Kenya's strategy papers. It even reports how Zambia's unsatisfactory human rights performance came to light during the PRSP consultation process.

In light of these findings it has to be asked whether the strategy papers of Ethiopia, Kenya and Zambia are at least implicitly following a child rights approach.

4.2 Poverty analysis: unsatisfactory from a child rights perspective

For child rights organisations in Ethiopia, Kenya and Zambia the analysis of child and youth poverty featured in the strategy papers does not go far enough.

Strongest criticism is voiced in Ethiopia: according to child rights organisations, essential aspects of child poverty are missing in the PRSP.

Organisations in all three countries strongly criticise that PRSPs hardly investigate the situation of young people and that they only deal with youth unemployment in passing (if at all).

Ethiopia

The poverty analysis in the Ethiopian strategy paper presents extensive data on child malnutrition, deficiency diseases, child mortality and the educational situation. It paints a bleak picture of children as victims of underdevelopment and poverty. It stresses that poverty hinders school education. It becomes clear that the extent of child poverty differs according to region. However, many areas of the social reality of children and young people are hardly, if at all, touched upon. A complete analysis of the situation of children and young people, which goes beyond a description of child poverty is not given:

- In principle, child rights organisations criticise the omission of a *systematic chapter on children* and young people.
- Child rights organisations complain that the strategy paper does not investigate the widespread poverty of children of *shepherds and nomads*.
- *Child labour* is not mentioned once, despite affecting a large proportion of children in both rural and urban areas. Child rights organisations also criticise this omission.





Zambia
Photo: Christoph Engel

- In the Ethiopian PRSP *street children* are only dealt with in a couple of places: like long distance lorry drivers and prostitutes they are more susceptible to drug abuse and, like them, are exposed to an increased risk of HIV infection. Street children (like prostitutes and long distance lorry drivers) appear to be a threat that is difficult to contain for the state "law and order" structures. Such a view falls far short of any approaches developed by child rights organisations.
- The Ethiopian strategy paper does not analyse the causes of *youth unemployment*. Yet unemployment represents one of the biggest problems for young people, according to non-governmental organisations.

Kenya

The Kenyan *Economic Recovery Strategy* only fleetingly deals with the situation of *children*. The deterioration of the social situation since the 80's becomes clear and expresses itself in an increase in child mortality (amongst other things). Yet the causes of child poverty are not analysed. The strategy paper briefly mentions *child labour* in passing and street children not at all. *Young people* figure even less than children in this strategy paper. Youth unemployment is not mentioned. These deficits have come under fire from child rights organisations.

The *Investment Programme*, developed to implement the Economic Recovery Strategy, has some emphasis which goes a further. Although it offers only few data on child poverty and completely lacks an analysis of child poverty it does deal relatively extensively with *child labour* and *youth unemployment*. Since the Investment Programme in Kenya was not published at the time of the interviews with child rights organisations in February 2005 there is no comment from these organisations on the content of the analysis of child poverty in the programme.

Zambia

In comparison to the Ethiopian and Kenya strategy papers the Zambia PRSP does deal with child poverty more, it is not considerably more analytical however. The PRSP includes extensive data on child education, health and nutrition. One section on child poverty refers to its different forms: orphans; street children; working children and child headed households. It describes *child labour* as "an offshoot of the declining economic conditions". *Young people* are mainly mentioned in



connection with education and HIV/AIDS. This is insufficient for members of the Zambian youth parliament – in their opinion it lacks an adequate analysis of youth poverty.

Basically, child rights organisations criticise the omission of a systematic chapter on children and young people – the government justifies this by referring to children and young people as “cross cutting issues”, for this reason it were not necessary to include a special chapter on their social situation.

4.3 Child rights organisations criticise the economic focus of PRSPs

Child rights organisations in Ethiopia, Kenya and Zambia did not yet comprehensively and systematically assess the economic strategies of PRSPs from a child rights perspective.

Nevertheless they strongly criticise the basic economic direction of the strategy papers. They have different and country specific emphases which are clearly influenced by the economic and social developments and problems in their respective country.

Organisations in Ethiopia and Kenya question the claim that economic growth can reduce child poverty of its own accord. In Kenya they rejected the concentration on the formal economy or rather the private sector. In contrast, Ethiopian organisations demand that the public sector be strengthened. In Zambia privatisation is the focus of criticism.

Ethiopia

Ethiopian child rights organisations criticise the fact that *economic growth* is the main economic aim of the PRSP. According to organisations this does not automatically have a positive effect on the situation of children. For this reason, child rights organisations believe it is essential to link an economic growth strategy with social policy. They criticise the Ethiopian PRSP for not doing this. In addition, the planned investment in physical infrastructure – road construction, for example – does not help poor people, according to organisations.

Road construction for the poor?

“What good is a road construction plan that is orientated to motorised traffic, if 90% of Kenyans exclusively go by foot? How do poor people benefit from an improvement in power supply, if wood is the fuel for most Kenyans?”

The representative of a child rights organisation in Kenya, February 2005

Child rights organisations complain that the PRSP does not present an economic strategy to combat extreme *youth unemployment*.

Not least child rights organisations criticise the fact that the Ethiopian strategy paper holds on to *state owned land* and does not plan any measures to develop the private sector in rural areas. In their opinion, this hinders economic and social development of very poor areas and stands in the way of overcoming child poverty. This point of criticism derives from the negative experiences with the Ethiopian government and the Ethiopian state and its tendency to want to control everything.

Kenya

The criticism of the Kenyan child rights organisations with regard to the economic orientation of the Economic Recovery Strategy focuses on three issues:



- In principle, they criticise that fostering growth in the *formal economy* has priority in the strategy paper, that the strategy attach to much importance to the expansion of physical infrastructure and that it plans to continue with the policy of privatisation. Child rights organisations are not confident that such emphasis will make a considerable contribution to the reduction of child and youth poverty.
- Child rights organisations consider the emphasis on the *private (formal) sector* to be false stressing the weakness of the formal economy. They remind us that 90 percent of employees in the tourism sector, in the manufacturing sector and in trade are either employed informally in formal companies or employed in informal businesses. In their opinion, it is important to support small firms in the informal sector, including small farmers.
- In the view of child rights organisations it is not clear how *extreme social inequality* should be overcome.

Zambia

Zambian child rights organisations including the 178 Children in Need Network members reject the Zambian PRSP intention to carry out liberalisation and privatisation in the future as part of the planned economic structural reforms. They point out that above all privatisations carried out over the last two decades have intensified Zambia's social and economic crisis.

4.4 Insufficient programmes and projects

The scheduled programmes and projects in the PRSP to combat child and youth poverty are not sufficient, according to child rights organisations in Ethiopia and Kenya. The absence of a "children's budget" in both countries is fiercely criticised.

In Zambia criticism of the planned measures was much weaker.

Ethiopia

According to child rights organisations in Ethiopia, the planned *social and educational programmes and projects* are not sufficient to really improve the situation of children.

- The *educational measures* fade out aspects of social reality, according to child rights organisations. One example: poor children don't even go to non-formal schools simply because they don't have clothes to wear. The PRSP does not say what can be done about this.

Educational programmes are not linked to an overall strategy, this was even criticised by the World Bank and the International Monetary Fund.

- The absence of special measures for children of *shepherds and nomads* is a further point of criticism. It is true that the PRSP includes many sections on education but it does not ask which schools are suitable for Nomad-children.
- According to child rights organisations, special measures to protect *working children and street children* are necessary. In the PRSP these are not planned. Only in one place does it take up civil society demands, namely, where it formulates the intention to carry out rehabilitation programmes for street children and to allow children to take part in the organisation of these programmes. This was demanded by the Christian Relief and Development Association (CDRA), the umbrella organisation of over 190 civil society organisations, in a position paper submitted three months before the completion of the PRSP.
- Child rights organisations criticise the Ethiopian government's tendency to want to bring everything under state control – also with regard to PRSP implementation. They use the example of the announcement of the PRSP of an investigation into whether traditional and religious



alms could be replaced by a state fund for a job-creation measure for "very poor, street children, orphans and prostitutes".

Of central importance for an assessment of the PRSP programmes and projects is an analysis of the planned resource allocation. This is not possible, however, since the PRSP does not even attempt to draw up a "children's budget" with funds directly and indirectly planned to reduce child and youth poverty (as demanded by the UN-Committee on the Rights of the Child in 2003). Thus it is not possible to assess whether the estimated funds will focus on reducing child and youth poverty.

Kenya

The educational measures scheduled in the *Economic Recovery Strategy* are confined to formal education. It is not discernable whether non-formal education should also be supported or not, even though this form of education prevails in both rural regions as well as in urban slums. Child rights organisations believe it is wrong to concentrate on formal education.

With the exception of educational initiatives the strategy paper does not plan any measures that directly apply to children. The Kenyan government justified this absence by pointing out that poverty reduction would be for the benefit of all age groups and that there would be no need for a special strategy to reduce child poverty. Child rights organisations oppose this.

The Economic Recovery Strategy does not present a "*children's budget*" which is strongly criticised by child rights organisations. For them "mainstreaming" the rights of the child means not least that the realisation of the rights of the child should take precedence in the PRSP budget. Yet according to their opinion it is not clear how programmes and projects to reduce child poverty will be funded.

Furthermore, child rights organisations criticise the fact that planned funds allocation is arranged according to the responsibility of the ministries and not according to necessary programmes and projects. In their opinion it is for this reason that cross cutting issues do not come in to view.

Zambia

Child rights organisations in Zambia are by far less critical of scheduled programmes and projects as child rights organisations in Ethiopia and Kenya. They confine their criticism to a few aspects. Some organisations complain that the PRSP does not plan measures against the economic exploitation of children. The distribution priorities of the PRSP are also criticised. However, the majority of the organisations stress that most civil society demands are incorporated into the PRSP. Their criticism refers to the implementation of the PRSPs, not to its content. This reflects the position of the Zambian civil society towards the PRSP.

4.5: First interim findings

The observances collected in this chapter demonstrate clear country-specific differences in the evaluation of PRSPs by child rights organisations. On the other hand they suggest that, from a child rights perspective, all three Poverty Reduction Strategy Papers display shortcomings.

Firstly, the PRSPs for all three countries almost completely lack an explicit child rights approach.

Secondly, the child and youth poverty analysis is insufficient, especially in the Ethiopian and Kenyan strategy papers where important aspects are missing. Child rights and some youth organisations accuse all strategy papers of practically ignoring the situation of young people and of not analysing the causes of youth unemployment. None of the PRSPs include a coherent analysis of the causes of child poverty.

Thirdly, child rights organisations question the basic economic orientation of the strategy papers.





Kenya
Photo: Christoph Engel

They doubt that the aspired economic growth alone will contribute to overcoming child poverty. They refer to the dominance of the informal sector, the development of which is crucial for the elimination of child poverty. However, in each country they draw different conclusions. In Ethiopia organisations demand the strengthening of private enterprise structures in rural areas. In Kenya concentrating on the private sector is rejected. In Zambia further liberalisation is considered to be damaging. In all three countries they are critical of the economic focus on the development of physical infrastructure.

Fourthly, child rights organisations in Ethiopia and Kenya miss coherent social and educational programmes that are specifically designed to eliminate child poverty and that treat children as rights holders. In all three countries they complain about the absence of a "children's budget" in the PRSP.

In view of these shortcomings, child rights organisations doubt that the PRSPs can make a significant contribution to overcoming child poverty.

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- 1 No differentiation between child rights organisations and child relief organisations will be made so that the text is readable. Moreover, it is impossible to draw a clear line between the two (even an organisation that "only" supports non-formal schools, is implicitly active for the rights of the child).
 - 2 In Kenya there are three Poverty Reduction Strategy Papers: firstly, one PRSP that was adopted under the government of Daniel arap Moi in November 2002 but never implemented. Today it has no significance in Kenya. Secondly, the newly elected government (December 2002) under the leadership of Mwai Kibaki adopted an Economic Recovery Strategy for Wealth and Employment Creation 2003-2007 in June 2003. Thirdly, an Investment Programme to implement this strategy followed in March 2004.



5. PRSP processes failed to meet child rights demands

Child rights organisations in Ethiopia and Kenya criticised inadequate participation of children and young people.

Not only should the *content* of PRSPs have a strong focus on child's rights but also their *development and implementation processes* whereby implementation not only includes the realisation of strategies, policies and measures but also monitoring and evaluation of the whole process.

A central criterion of assessment of PRSP processes is the quality of the *participation process* as demanded by the World Bank and International Monetary Fund. Participation should not be limited to listening to civil society, rather, it also includes participation in decision making processes with the aim of anchoring civil society demands in the PRSP.

In order to observe the relevant norms of the Convention on the Rights of the Child, children and young people must take part in PRSP processes. To achieve this, appropriate conditions must be created and required conditions need to be adhered to: planning processes must be transparent and government documents need to be intelligible. Children need to be given a setting in which they feel comfortable and that encourages them to express themselves. They need time. It is therefore not appropriate to subject them to interviews with government officials for several hours. Non governmental organisations compiled a list of conditions that should be fulfilled, if child and youth participation is to be successful.

Yet this is not simple as child and youth participation is a demanding project that can only be realised up to a certain point under the social and political conditions of countries concerned. Therefore, the participation of child rights organisations is particularly important, since they bring child rights positions into PRSP processes and can also promote child and youth participation.

5.1 Different experiences: civil society, child and youth participation in PRSP development

Initially the PRSP development processes strengthened civil society in all three countries. Yet in Ethiopia non governmental organisations felt increasingly marginalised as the process continued. In Zambia the extensive civil society participation did not sufficiently influence the content of the PRSP. In Kenya initial civil society participation was extensive until the government change through the NARC-Coalition in December 2002. Obvious disappointment on the side of civil society grew because the new strategy papers were drawn up without any extent of civil society participation.

Children and young people in Ethiopia did not play any kind of role worth mentioning, neither as an issue nor as actors. This was different in Zambia and above all in Kenya. Yet the participation of children and young people in these countries was still unsatisfactory.



Whereas in Zambia child rights organisations could get involved in the PRSP development process, in Kenya they were excluded to a large extent as a result of the regime change.

The participation of child rights organisations as well as the participation of children and young people in the development of the Poverty Reduction Strategy Papers are part of the general civil society participation and can only take place within the limits set for civil society participation in general. It is therefore necessary to list some comments on civil society participation in general in the following.

Ethiopia: children and young people neither an issue nor actors

After the Ethiopian government had drawn up its interim PRSP without civil society participation it opened up the process for the development of the complete PRSP to civil society – not least due to pressure from international donors. From August 2001 *consultations* were carried out in 117 of 550 districts (Woredas), which were chaired by civil society organisations (CSOs). This prominent local, regional and national NGO participation was, according to World Bank and IMF assessments, a new experience for Ethiopia.

However, the consultations served, above all, to collect civil society reactions to (already existing) state programmes. There were hardly any opportunities for developing civil society ideas on the future PRSP, this was even criticised by the World Bank and IMF.

Ethiopia: how non-governmental organisations judge the PRSP development process

Positive:

There were never so many opportunities to participate in political planning processes. The PRSP development process strengthened civil society organisations.

Negative

The government did not take non-governmental organisations seriously.

No civil society representatives were in the decisive planning bodies.

The duration of the consultations was not long enough for decisive participation of local people.

Non-governmental organisations were sometimes asked to present their positions through international donors.

Almost none of the civil society recommendations are found in the PRSP.

In retrospect it turns out that that the main purpose of the consultations was to document it in the attachment to the PRSP – as a sign of good will towards the international donors.

The government only agreed to the PRSP process because of international donors.

Self-criticism

Many civil society organisations only participated in the PRSP development because they wanted to use it to strengthen their position towards the government and to present their own papers.

Source: verbal statement in February 2005

Civil society organisations were not, however, represented in the *official planning bodies* for PRSP development. The civil society umbrella organisation, the Christian Relief and Development Association (CRDA) organised several consultations itself and presented the results in the study "NGO's perspective on PRSP for Ethiopia" at a big national PRSP consultation in March 2002. However, only a very small part of the recommendations laid out in this study made their way into the PRSP.

In retrospect, Ethiopian NGOs cautiously assess the PRSP development process. On the one hand they agree that the process provided Ethiopia with a new quality of civil society participation and strengthened the social standing of civil society organisations. On the other hand they



emphasise that this did not lead to notable participation in decision making processes. Overall child rights organisations question what the PRSP process contributed to the reduction of child poverty.

Children and young people hardly featured at all in this ambivalent PRSP process – neither as an issue let alone as active subjects. According to concurring statements from child rights organisations children did not participate in the PRSP process and young people to some extent. Apart from one exception, child and youth-led organisations were not yet in existence during the PRSP preparation years. Local children’s organisations hardly participated in the consultations at district level, either that is because they were not invited, or because they did not attach great importance to the consultations.

At national level, child rights organisations submitted only a few demands. The only significant exception was a two-day workshop in September 2001 organised by the NGO umbrella organisation CDRA. At this workshop the interim PRSP was assessed critically. Based on this criticism demands on the future PRSP process were drawn up. Two discussion panels dealt with children and young people (the panel “education” and “children and young people”). The discussions of these panels were hardly reflected in the position paper submitted by the CDRA in March 2002. Only a few passages focused clearly on children and young people. In this connection, priorities were on educational issues and young people’s access to credit. At least the government was called upon to issue an action plan for the implementation of the UN Convention on the Rights of the Child.

Apart from this workshop, *civil society organisations* made little effort to firmly establish a child rights perspective in the Ethiopian PRSP. If they dealt with child and youth poverty at all, they concentrated on demands for improving the education and health systems. Participating in PRSP processes was not a priority for child rights organisations. “We were all a little ignorant as far as the PRSP was concerned”, reflected one NGO representative in hindsight. It is therefore also not surprising that the list of main results from the consultation process, which is attached to the PRSP, quotes only a few recommendations (mostly educational) to reduce child labour and youth unemployment.

Kenya: children and young people only participated in the “first” PRSP process

In Kenya there were two very different PRSP processes because the first PRSP process was not completed due a regime change.

The “first” PRSP process

The first PRSP process distinguished itself from the outset with its extensive civil participation. Civil society already participated in the development of the *interim PRSP* which was published in July 2000. Three national forums lasting several days took place between March and summer 2000. Child rights organisations and young people took part in these forums and introduced their own demands.

At the beginning of November 2000 a *National Consultative Forum* with large civil society participation started the processes off in Kenya and was followed by numerous consultations, workshops and seminars on the development of the PRSP. After November 2000 the National Consultative (Stakeholder) Forum met twice before April 2001. Child rights organisations and young people were always represented.

A National Steering Committee was set up and chaired by the Ministry for Finance and Planning to which representatives of civil society organisations also belonged.

The *National Council of NGOs* established a working group of 30 key civil society organisations. This working group prepared civil society inputs into the PRSP process.

The government set up nine sector working groups and eight thematic working groups headed



by civil society representatives, with one exception. One of the thematic working groups dealt with youth. It was established on the recommendation of the NGO Council.

Between December 2000 and March 2001 *consultations* took place in all districts in Kenya – each with an average of 200 participants. Quotas for certain population groups were established: for example at least 30 percent of participants should be women; at least 10 percent disabled and at least 10 percent young people. Street children were also included in some districts. Civil society organisations played leading roles as facilitators during these district consultations. The Christian Children’s Fund and World Vision were “lead agencies” in ten district consultations.

Both child rights organisations and young people were able to play a part in this consultation process. However, opportunities to influence political decisions remained limited – often, consultations were not further developed into an instrument for relevant participation. Nevertheless, youth participation and child rights organisations’ participation went far exceeded previous participation levels in Kenya.

First disappointments

The limits of the consultation process became clear in September 2001 when the government presented the first draft of the PRSP: civil society organisations had failed to get a separate section on children and young people into the PRSP (the government had rejected their recommendation on the grounds that children and young people were “cross cutting issues”). The recommendations concerning child labour were not included in the draft either. Given the considerable time and energy invested by many organisations, especially small ones, this circumstance led to first disappointments.

These intensified when the government, under Daniel arap Moi, repeatedly revised the draft PRSP during its last year in office, but more or less left it aside – also due to a conflict with the International Monetary Fund about necessary measures to combat corruption in Kenya. Only in November 2002 did the cabinet adopt the PRSP.

Kenya: critique of the “second” PRSP process

Civil society organisations accuse the NARC government under President Mwai Kibaki of breaking with the democratic practice of the “first” PRSP process. Their points of criticism are as follows:

The government replaced the poverty orientation of the first PRSP with a strategy orientated at promoting the private sector.

The Economic Recovery Strategy is not the result of widespread consultations.

Only the political elite in Nairobi had the chance to participate.

Child rights organisations were excluded from the consultation process.

At local level the Economic Recovery Strategy is not even known; that goes for both urban slums as well as for rural areas.

Children and young people were not involved in the development of the Economic Recovery Strategy at all.

Source: verbal statements in February 2005.

Parliamentary elections took place one month later, in the run up to which, many non-governmental organisations including child rights organisations had supported a change in government. Indeed the elections on 27 December 2002 brought the oppositional rainbow coalition of NARC under Mwai Kibaki into power.

After the election success many non governmental organisations hoped that the new government would revive the PRSP process. NGOs were further encouraged when the new government introduced free primary education as one of its first measures, thereby fulfilling a key central demand of child rights organisations.



The second PRSP process

As early as February 2003 the NARC government organised a national workshop on the PRSP in which civil society organisations also participated. Several small workshops in Nairobi and Mombassa followed but only few non governmental organisations took part. Child rights organisations such as the Undugu Society of Kenya were not included.

In June 2003 the results of the consultations were presented by the new government: the *Economic Recovery Strategy for Wealth and Employment Creation 2003 – 2007* replaced the old PRSP. The government claimed that this strategy was based on the PRSP complemented by the NARC election manifesto. Therefore the government were able to use the results of the old consultation process in order to shorten the more recent one. Civil society organisations strongly protested.

The disappointed child rights organisations addressed their recommendations towards the *Investment Programme* for the implementation of the Economic Recovery Strategy, that the government had announced. They did so at a *workshop* "Economic Recovery Strategy for Wealth and Employment Creation – Implications for Children" on 18 September 2003. This workshop was organised by the Kenya Alliance for Advancement of Children (KAARC) in cooperation with the PRSP Working Group on Children and Youth. During this workshop, child rights organisations accused the government of hardly having dealt with the situation of children and young people in the Economic Recovery Strategy.

The non governmental organisations emphatically demanded the realisation of the Rights of the Child, including the participation of children: "As children are the silent majority and will be future drivers of change in the country, it is essential to evaluate the impact of policies on them and to actively involve them in decisions that will affect their future. In addition to this approach the state has a legal obligation to ensure children realise their basic rights as embodied within the Children Act Cap. 586, and in the Draft Constitution of Kenya."¹ In this way, child rights organisations demanded the participation of children and young people in the PRSP process (please refer to the box for details of the demands).

Despite all civil society criticism the government stuck to its course and drew up an Investment Programme for the implementation of the Economic Recovery Strategy. It was discussed with trade and industry at a National Investment Conference in November 2003. One week later the draft Investment Programme was presented at the Donor Consultative Group Meeting. At this consultation with over 2000 participants, the National Council of NGOs together with ActionAid and the Institute for Economic Affairs presented a position paper with a list of demands. Yet the extensive recommendations resulting from the workshop "Implications for Children" which took place two months previously were not included in the position paper – with one exception, which recommended that young people be included in the catalogue of population groups that need to be accorded special attention.

The government did not invite child rights organisations let alone children or young people themselves to participate in the development of the Investment Programme. The government's intentions emerged more clearly as the priorities for the Investment Programme were defined at a workshop on privatisation in January 2004. On 12 March 2004 the government adopted the Investment Programme and presented it to the International Monetary Fund and the World Bank but did not publish it in Kenya. Only in January 2005 did the International Monetary Fund present the Investment Programme on its website – as Kenya's PRSP. Child rights organisations' and non-governmental organisations' representatives' reaction was one of disappointment and indignation when the author informed them of this instance:

At the end of a long PRSP process, which began with much civil society commitment and hope, a paper was produced under circumstances which meant that civil society was hardly able to contribute to it. Whether the fact that it does deal with children and young people in more detail than the Economic Recovery Strategy is down to, at least indirectly, the efforts of child rights organisations can not be decided here. It can't be ruled out that the advocacy and lobby efforts of child rights organisations did actually influence the content without structured participation in the Investment Programme development process.



Demands of Kenyan child rights organisations: children must participate in the PRSP process.

At a workshop "Economic Recovery Strategy for Wealth and Employment Creation – Implications for Children" in September 2003 child rights organisations demanded the participation of children and young people in the PRSP process. The demands in detail:

- Impact Assessment of strategies and measures for children,
- active and meaningful participation of children and young people in the development and implementation of Poverty Reduction Strategy Papers,
- development of processes to aid the participation children and young people so that they can influence the sector working groups that are involved in the preparation of mid-term financial plan (the mid-term financial plan is part of the implementation of the Economic Recovery Strategy),
- active participation of organisations working with children in the development, implementation and monitoring of the Poverty Reduction Strategy Papers as well as the financial plans connected to this.
- child rights questions must be prioritised in all national policy planning processes,
- steering and planning committees to oversee the implementation of the strategy papers should work together in a structured way; in this connection the National Council of Children's Services should also be included,
- the implementation of the Children's Act and measures to achieve the millennium development goals should serve the realisation of the rights of the child,
- strategy papers must include measures for the protection of children which also refer to child labour.

Source: Implications for children 2003, 1-4

Zambia: children and young people included

The Zambia Interim PRSP published in July 2000 was developed without civil society participation and met with protest from civil society organisations. As a result and due to the expectations of foreign and international donors – who finance the Zambian national budget to a large extent – civil society organisations were invited to participate in the development of the PRSP. In July 2000 thematic working groups were established in which civil society organisations took part.

They had already united to form the Civil Society Network for Poverty Reduction (CSPR) which took a leading role in the organisation of civil society participation. One of the first demands was the establishment of a *working group on youth and employment* to add to the working groups already established by the government. The government rejected this demand and merely agreed to assign the additional issues to existing working groups for them to deal with. As a result the CSPR established its own working groups including one on children and young people.

In 2001 the government carried out consultations in Lusaka and in eight provinces. The CSPR on its part held a range of workshops and seminars throughout the country. In July 2001 the CSPR presented detailed civil society recommendations for a PRSP which received a lot of attention. The first draft of the PRSP was presented by the government in August. Within one week of each other both the CSPR and then the government organised a National Discussion Forum on the draft PRSP.

The process came to a standstill as a result of the election campaign for the presidential and the parliamentary elections so much so that the newly elected government only completed the final draft of the PRSP in March 2002. After the conference with foreign and international donors at the beginning of July 2002, the PRSP was adopted by the cabinet and presented to the World Bank and the International Monetary Fund.

This far reaching PRSP process has often been described as an exemplary one for Africa. It is often stated, even in the PRSP itself, that civil society recommendations are incorporated into the Zambian PRSP. Yet although it cannot be denied that the democratic structure of the planning process represented a new experience for Zambia and that the PRSP process considerably



strengthened civil society, shortcomings are to be noted (which were partly inevitable given the political, social and socio-economical conditions).

Child and youth poverty was an important issue for the Zambian PRSP development process. Civil society organisations focused on this issue; the government was also interested in dealing with the poverty situation of children and young people during the PRSP process.

The PRSP process in Zambia: shortcomings despite being exemplary

Civil society organisations found six points of criticism:

First of all there were actually *two PRSP processes*, one steered by the government and one by civil society organisations which was mainly controlled by CSPR. In Lusaka during the PRSP development phase they were well linked but at district level they were not well linked. During the process steered by the government civil society organisations spoke in the name of poor people. At district level poor people were hardly involved at all. In contrast to this, poor people themselves were given the opportunity to speak up during the civil society process.

Secondly, the participation process organised by the government was dominated by *elites* in the CSOs and public administration which had relatively good contact with one another. Other population groups had less opportunity to get involved: at the provincial level only hearings took place and there was no participation in decision making processes. At district level even the hearings were incomplete. The poor rural population was not really able to get involved, especially if it was not organised.

Thirdly, the official PRSP process was controlled by the *Ministry of Finance*. According to the criticism of youth organisations, the ministry only invited some of the (also) nationally active NGOs. (One NGO representative said that only 26 out of 3000 NGOs were invited.) This is another reason why CSOs organised their own workshops and seminars, especially at district level.

Fourthly, civil society participation was inspired by *donors*, it was therefore only limited to the PRSP process and did not extend to other policy processes (like the controversial participation in NEPAD).

Fifthly, differences arose between the government and civil society on the question of planned *budgetary priorities* in the PRSP which led to conflicts about Zambia's overall budget.

Sixthly, PRSP processes in the capital were well linked due to the relationship between elites in administration and civil society which is characterised by a certain *consensus culture*. Differences of opinion on issues of detail were permitted but basic confrontation was averted.

Some *child rights organisations*, a lobby network of *youth organisations* as well as political organisations of older youths and young adults were structurally involved in the PRSP process. The Operation Young Vote, dedicated to stronger youth participation in politics, was a member of the steering committee of CSPR. The Youth Advocacy and Lobby Network (YALON) with roughly 35 member organisations, the Children in Need Network (178 organisations), the Young Farmer's Club of Zambia and the official National Youth Development Council worked in the "education" and "children and young people" working groups established by CSPR. Church organisations predominated in both groups, however, whose focus was mainly on education, health and other social dimensions in children's and young people's lives.

The considerable influence of Zambian child rights organisations is demonstrated by the fact that CSPR had called upon the government to establish a working group on children and young people (and after its refusal set up their own relevant working group).

The CSPR *study* published in July 2001 entitled "Poverty Reduction Strategy Paper for Zambia. A Civil Society Perspective" went into depth on *children and young people* and presented a firm child right's approach (see box). However, children are mainly seen as persons in need of protection. On the other hand, young people are entitled to act as their own subjects, and enjoy the right to participate (at least in community life). This is hardly surprising since, according to definition, a 35 year old can still be classified as a young person.



One chapter in the CSPR position paper on children and young people that dealt with *youth employment* stands out in particular. Here civil society organisations raised a whole host of central questions: they emphasised the need to support youth employment in the informal sector and focused on support for young women. It dealt with the problem of domestic migration of young people to urban areas. They demanded formal job creation for young people.

The CSPR's child right's suggestions were at least partly integrated into the Zambian PRSP. This is particularly valid regarding the very concrete demands on education and health. However, there are only traces of the demands for supporting youth employment and of the basic child rights approach in the Zambian PRSP.

Above all the Zambian government did not fulfil the civil society demand for the establishment of a sector chapter "children and young people" in the PRSP. The refusal was justified by the government as children and young people were "cross cutting issues". For that reason they should be taken into consideration in all chapters. Child rights organisations and the youth organisation Operation Young Vote criticised this.

Overall, advocacy and lobby efforts of child rights organisations were only partly successful. They certainly had more success in Zambia than the child rights organisations in Ethiopia and Kenya. With regard to some central demands, however, they remained unsuccessful.

The participation of children and young people was also less satisfying: at district level it was poor and limited to short hearings. Children hardly had the opportunity to develop and integrate their own suggestions. Youth organisations participated at national level mainly and to a lesser extent at regional level, yet hardly participated at local level. The (albeit weak) youth parliament complained that it were not involved. Child led organisations were not included in the PRSP

Zambia: the Civil Society Network for Poverty Reduction stands up for child rights

In July 2001 the CSPR presented recommendations for the Zambian PRSP and stood up for child rights "Children are the future leaders who have a fundamental right to good childhood care and education. For children denied childhood care and education, the consequences include poor health and lives of poverty. Children also have human rights and need to be free from neglect or abuse. The youth are a vital resource for their families and communities, and as caregivers, they often play key roles in fulfilling the rights of younger children. The youth have a right to accurate information, life skills, education, health services, safe and supportive environments, and opportunities to participate in community life. They have a right to employment, good working conditions, and education. If the full potential of the youth were properly harnessed, communities would greatly benefit" (CSPR 2001, 21).

development process – neither by the government nor by the civil society organisations – however they were only just forming at that time.

Despite such shortcomings, the child rights organisations in Zambia still managed to recognisably influence the preparation of the PRSP. The fact that some non governmental organisations did not exhaust all possibilities was realised in hindsight by representatives themselves. They channelled their energy into project work at grassroots level and became aware of the importance of lobby work in the capital too late.

5.2 PRSP implementation: from a child rights perspective unacceptable – no focus on children and young people

PRSP implementation so far in Ethiopia, Zambia and Kenya both with regard to the realisation of strategies, policy approaches and measures as well as concerning monitoring and evalua-





Ethiopia
Photo: Christoph Engel

tion is unacceptable – from a child rights perspective and in general. Structured cooperation for monitoring between government and civil society in Ethiopia is not planned, in Kenya it is not realised. In Zambia conflicts between the government and civil society are growing.

Children and young people are not an issue in Ethiopia and Kenya when it comes to monitoring. Neither are they seen as actors. Both countries experience low participation of child rights organisations in monitoring structures. Unlike Zambia where youth and child rights organisations are incorporated into the state and civil society monitoring structures. Yet monitoring efforts so far do not place emphasis on children and young people.

Ethiopia: civil society is not incorporated into the implementation of the PRSP – children and young people do not play a role in monitoring.

In Ethiopia PRSP implementation so far is unsatisfying because the government was not prepared to engage in *structured cooperation* with civil society organisations and therefore no child rights organisations participated in the implementation. Civil society organisations are prevented from contributing to the official bodies on the PRSP implementation and implementation monitoring.

This is a general complaint of civil society organisations including child rights organisations. Yet they are divided as far as participation in the *implementation of strategies, policies and measures* is concerned. Some emphasise that the government will not be in the position to carry out programmes and projects locally without civil society participation. Others are concerned about their independent status and are not interested in linking project work to PRSP processes.

As far as *monitoring* is concerned, however, the majority of civil society organisations share the opinion that independent monitoring of PRSP implementation is indispensable. For this reason the Poverty Action Network Ethiopia (PANE), the earlier NGO PRSP Task Force of the CRDA, was set up in March 2004. Over 40 NGOs including child rights organisations belong to PANE. PANE has since begun establishing its own monitoring structure. This attempt to structure monitoring is aided by occasional NGO reports about their local experiences with PRSP implementation. They demonstrate that there are considerable implementation shortcomings.

Civil society reports on PRSP implementation to date have not focused on *children and young people* and there are not (yet) recommendations for youth participation in monitoring. The majority of the Children and Youth Forum (of the CDRA) member organisations do not appear to show interest in monitoring.



Child rights organisations have hardly addressed PRSP implementation and not in any systematic way. They mainly criticise the implementation of educational measures. They emphasise that although the primary school enrolment rate has increased in recent years, the government has made no effort to improve the quality of primary education.

Other aspects that affect children and young people are only addressed in isolated cases. Child rights organisations criticised the fact that during the PRSP implementation a National Youth Development Plan was rushed out without noteworthy participation of children and young people. Furthermore, this programme is not designed as an implementation of youth policy aspects of the PRSP.

These few remarks already give us reason to believe that from a child rights perspective, PRSP implementation up to now has been unsatisfactory concerning both the implementation of programmes and monitoring. A systematic investigation is necessary in order to assess whether PRSP implementation contributes to the reduction of child and youth poverty. Such an investigation is still missing. At least, the Rift Valley Children and Women Development Association announced that they will carry out a relevant investigation into changes in the Oromia region.

Kenya: confusion instead of civil society participation

At the time of the interviews, in February 2005, NGOs reported that they did not yet have any experience with the implementation of *strategies and measures for poverty reduction* presented in both strategy papers (Economic Recovery Strategy and Investment Programme). This is due to the fact that the Economic Recovery Strategy was concretised by the Investment Programme which therefore is the relevant paper. It was only adopted in March 2004 – and had not been published yet in February 2005.

At least, before the adoption of the Economic Recovery Strategy in 2003 free primary education had already been introduced, which child rights organisations emphatically welcomed. At the same time however, they pointed out that despite the dramatic increase in the number of school children, not enough new teachers were employed and no extra funds were made available. This led to overcrowded classrooms and a considerable deterioration in quality. Furthermore, not one school has been built in the urban slums of Nairobi. For this reason the educational situation has not improved since the introduction of free primary education. These circumstances are criticised by child rights organisations who demand an explanation from government about the deployment of extra funds that it received from foreign donors specifically for educational programmes.

Yet apart from the introduction of free primary education (only indirectly linked to the strategy papers), the contribution of the Kenya PRSP to poverty reduction can not be estimated. However, an assessment is already possible with regard to structures to *steer* the process and to shape *monitoring*. The government claims to have provided instruments for structured cooperation with civil society. In reality, an over-complicated network of committees and bodies exists with undefined authority and mandates whose inscrutability is counter-efficient at best. It is important to note that civil society participation is limited to few bodies with consultative status. Some have not yet convened and in others the government itself appointed organisations allowed to participate. Finally, there was no structured opportunity to influence the development and implementation of the medium term financial planning, which, to a certain extent, constitutes the core of Poverty Reduction Strategy Paper implementation.

At best, child rights organisations or children's and young people's organisations figure marginally in this inscrutable network of committees and bodies. For example, they should have the right to participate in consultations on PRSP implementation at national and district level. In reality, however, not one consultation has been carried out. Overall, child rights organisations are of the opinion that PRSP implementation in Kenya does not fulfil child rights demands in any way.



Zambia: child rights and young people's organisations participate, but implementation is full of deficits

The implementation of *strategies and measures planned* in the PRSP in Zambia hardly got underway during the first two years after its adoption. This is a major complaint of NGOs in the Civil Society Network for Poverty Reduction (CSPR). They stress that in the past good plans hardly ever came to fruition. However, one has to take into consideration here that Zambia had a budgetary crisis in 2003. Therefore, only in summer 2003 the government finally presented a medium term financial plan as a budgetary policy instrument to implement the PRSP – one year after the adoption of the PRSP.

Only then did the government establish twelve Sector Advisory Groups as the cornerstones of the *monitoring system*. Civil society organisations including child rights organisations and the Children in Need Network (CHIN) collaborate in these Sector Advisory Groups. Civil society also participates in the planning committees at province and district levels.

Whilst the government let one year pass before establishing the monitoring system, the network Civil Society for Poverty Reduction (CSPR) already began with its district poverty assessment in October 2002. At national level, CSPR carries out budget analysis and expenditure tracking to verify whether there are enough funds available for the measures set out in the PRSP and whether the funds were really deployed in the area they were earmarked for. CSPR observed permanent under funding of the budget items assigned to the PRSP and a decreasing share of these items in the overall budget. Child rights organisations and international development organisations and aid agencies like Save the Children participate in budget analysis and budget tracking. The youth parliament claims to participate too.

The monitoring results to date paint a mixed picture: the second CSPR monitoring round in the districts in May 2003 observed some improvements. Overall the district poverty assessments to date turned out to be disappointing, concluded the CSPR in August 2004. The network demanded more efforts on the part of the government to implement the PRSP and stressed that the PRSP was more than an instrument to secure funds for development aid.

This criticism already indicates that the previous basic consensus between the government and civil society (in the capital) was breaking up. The monitoring of the medium term financial planning demonstrated this. The conflict between the government and CSPR escalated in April 2005 because the government finally suspended a committee on budget control, in which civil society was heavily involved.

It is strange that whilst child rights organisations and youth organisations participate in the monitoring process, no investigation into any potential changes in the situation of children and young people as a result of PRSP implementation has been carried out during the monitoring process – neither on the part of the government, nor on the part of civil society organisations, including child rights organisations. This is astonishing because there are many studies that assess the Zambian budgetary, social and education policy from a child rights perspective. These studies demonstrate multifold knowledge of the issues involved but only marginally consider the PRSP implementation process. The results of these studies have hardly found their way into PRSP monitoring up to now.

5.3. Second interim findings

The PRSP development and implementation processes failed to meet child rights demands in all three countries. This is criticised by child rights organisations. However, the differences between the countries are more predominant as regards the PRSP processes than the content of the PRSPs. Therefore, the child rights organisations' criticism of the PRSP processes differs in each country.

In *Ethiopia* the participation of child rights organisations in the PRSP process was weak and children and young people hardly participated at all. They were not successful in getting child rights





Ethiopia
Photo: Ellerhold

recommendations anchored in the PRSP. Up to now, no structured cooperation between the government and child rights organisations has taken place during PRSP implementation and monitoring; children have not been an issue and have not played a part as subjects.

In *Kenya*, during the first PRSP process, child rights organisations did have good opportunities to get involved in the development of the PRSP. Children and young people were at least partly given the opportunity to participate. Yet the child rights organisations were only partly successful in their efforts to influence the content of the first paper. Child rights organisations, children and young people as well as child and youth organisations were largely excluded from the second PRSP process. Without success child rights organisations demanded that the situation of children and young people should be a key issue in the Economic Recovery Strategy. The Investment Programme developed to implement the Economic Recovery Strategy did deal with child labour and youth unemployment in relative detail. In this way some demands of child rights organisations were met, although there were not involved in the development of the Investment Programme. No child rights organisations, let alone children and young people themselves, are participating in the implementation – this includes monitoring - of the current strategy paper.

In *Zambia*, child rights organisations were able to get very involved in the PRSP process both in the development and implementation of the strategy paper – much more so than in the other two countries. In *Zambia*, child rights recommendations found their way into the strategy paper itself – again, more so than in the other two countries. Nevertheless, children and young people are not a priority of the PRSP implementation.

These observations underline the need to pay attention to country-specific distinctions and to avoid rash generalisations when assessing PRSP processes.



1 Implications for children 2003, page 1.

6. Remarks on the possibility to qualify the PRSP processes from a child rights perspective

To varying degrees and in different ways, PRSP processes in Ethiopia, Kenya and Zambia display some shortcomings as regards the rights of the child. As a result, the question arises as to whether these processes can contribute more to the realisation of the rights of the child in the future. If so, under which conditions and what are the limits?

The answers to this question depend firstly on the importance granted to PRSP processes within the framework of bilateral and multilateral development cooperation. Secondly, these answers help to support the attempt child rights to qualify PRSP processes, within the framework of governmental and non-governmental cooperation.

This study can only attempt to begin to answer the question of child rights' potential in PRSP processes. To this effect an outline shall be given on what civil society organisations – and as far as recognisable – child rights organisations can expect from the PRSP process in future. This is followed by several civil society estimations on the general and above all political conditions. In this way, it will at least be possible to begin to investigate the possibilities, needs and limits of child rights qualifying PRSP processes. Thirdly a few comments to answer the question whether PRSP processes have managed to link policy planning processes and therefore - at least as far as poverty reduction is concerned – to increase the coherence of economic and social policy. Given the overwhelming extent of child poverty and youth unemployment a greater coherence is an absolutely essential requirement for a policy that seriously aims to contribute to poverty reduction. Fourthly, possibilities and limits of the participation of child rights organisations and child and youth-led organisations are to be taken into account, which result from the internal structures of these organisations.

6.1. From rejection to pragmatic cooperation: how civil society organisations assess future participation in PRSP processes

The general attitude of civil society organisations towards future cooperation in PRSP processes clearly depends on their experiences to date: whereas in Zambia a pragmatic attitude prevails, in Kenya NGOs and CSOs are more sceptical. They are also sceptical in Ethiopia, but, for political reasons the scepticism goes hand in hand with the diplomatically expressed interest to be better incorporated into PRSP processes.

In Kenya and Zambia, child rights organisations do not seem to have a separate position on future participation in PRSP processes, their assessments coincide with the spectrum of opinions of other civil society organisations. In Zambia the majority (as far as discernable) are prepared to take part in future PRSP processes. Resignation and critical scepticism are widespread in Kenya, some going so far as to reject future cooperation in PRSP processes. In Ethiopia child rights organisations are so sceptical that many do not even seem to believe in possibility of child rights qualifying PRSP.





Ethiopia
Photo: Christoph Engel

Ethiopia: government recognition is the objective of civil society organisations

In Ethiopia civil society organisations emphasise the fact that the PRSP process strengthened civil society organisations and that never before had there been such comparable willingness on behalf of the government to cooperate. At the same time CSOs register their demand to be regularly and structurally incorporated into the PRSP process. In February 2005 the Poverty Action Network Ethiopia (PANE) – to which child rights organisations belong – said that it hoped the government would cooperate more closely with civil society organisations than it had done so during the PRSP implementation phase up to now. Furthermore, PANE demanded to be involved in the development of the follow-up PRSP. Concrete suggestions were made including the need to ensure that young people would be invited to participate in the “second” process. In this way the network showed its interest in the PRSP process.

In that respect several representatives from child rights organisations also made corresponding statements like: “the PRSP approach is, in principle, useful, it just has to be better used by the government and civil society”. Another child rights expert suggested in February 2005 that it depended on the government’s attitude in future as to whether or not civil society cooperation was possible and practical: “the important thing for the government is to get praise from the IMF and the World Bank. With this praise they advertise for support for their work. It is not really interested in civil society participation.” From this comment we can conclude that for child rights’ activists’ future participation in the PRSP process is only worthwhile if the government shows a genuine interest in civil society participation. However, according to child rights organisations, civil society participation should have an objective (namely: active involvement in political planning processes and decision making processes), if it is to be worthwhile.

By contrast, some child rights organisations are highly critical, yet given the political conditions in Ethiopia, they hardly voice their criticism. One representative explained that he is basically against the PRSP. He criticised the fact that the PRSP process is not owned or steered by civil society, rather by international finance institutions. At the same time he felt forced into cooperating because foreign donor organisations obliged him to do so. Another representative of a child rights organisation did not expect a lot from the PRSP process in future. He suggested that it be considered that PRSPs are not an African invention. “They have been forced upon countries by the International Financial Institutions”. At the same time he underlined that given shortcomings of the PRSP and its implementation, it would be extremely dangerous to carry out all official development cooperation within the framework of PRSPs.





Zambia
Photo: Christoph Engel

This contrasting views can be explained by the fact that Ethiopian CSOs try desperately hard to gain recognition from the government. Indeed for some organisations, the PRSP process seems to be an instrument to serve this purpose – regardless of how they judge this, in their opinion, heteronomous process.

Kenya: disappointment, criticism and scepticism

Civil society organisations in Kenya also report that the PRSP process initially strengthened civil society. At the same time their attitude is more sceptical due to their critical attitude towards IMF and World Bank policies and because of their experiences since President Kibaki took office. They ask how the PRSP process can be shaped in order to really contribute to poverty reduction. It has failed to do so as yet, in their opinion. Child rights organisations stress that the Kenyan strategy paper is superfluous, without considerably improved civil society participation and clear poverty orientation.

Child rights organisations draw different conclusions from their sceptical evaluation. The representative of one child rights organisation emphasised in February 2005 that despite his critical position towards the PRSP process, he felt that the PRSP instrument in principle is positive, yet that it is essential to qualify PRSP processes from a child rights perspective.

Other child rights organisations felt that the current political climate renders any improvement of the PRSP process practically impossible. In their view, widespread corruption alone prevents this. One representative of a child rights organisation whose organisation had invested a lot of time and energy into PRSP participation was so disappointed that the PRSP process appeared to have no concrete benefit for the reduction of child poverty that he considered the process to be “dead”...

Zambia: pragmatic attitude

Most civil society organisations in Zambia have developed a pragmatic relationship to the PRSP. They take advantage of the opportunities of being involved in PRSP processes – by cooperating with the government to monitor the PRSP implementation, for example. They refer to the possibility to influence the results of planning processes. They emphasise their successes: the majority of civil society ideas are rooted in the PRSP. This is considered to be an example for other plan-



ning processes. At the same time, they manage to preserve their independence through their own monitoring independent of government. Their budgetary monitoring applies to the overall national budget and is not limited to the budget lines that directly serve the PRSP implementation.

Through education and awareness-raising work CSOs in Zambia inform the public about the objectives, structures and procedures of PRSP processes; the focus is on informing people of their rights – whether they be political, economic, social and cultural rights. The Zambian CSOs are far from focusing on participation in PRSP processes in their work. The leading civil society network, Civil Society for Poverty Reduction (CSPR), does not concentrate on the PRSP process, despite cleverly linking its work such as poverty investigations with the PRSP process.

A basic or even theoretical discussion on the future civil society position towards the PRSP process does not appear to exist. Reservations about the International Monetary Fund and the World Bank are clear. At the same time, CSOs realistically accept that there is no alternative but to cooperate with the International Financial Institutions.

This basic consensus does hide differing evaluations. Whilst some organisations like the Zambian youth parliament or Operation Young Vote, for example, have expressed their interest in participating in the development of the PRSP II, due at the beginning of 2006, other organisations consider the PRSP to be "dead". Yet irrespective of the differing evaluations most CSOs, including child rights organisations, seem willing to cooperate in future PRSP processes. The Children in Need Network will continue to work on PRSPs at least as intensively as in the past since it will focus more strongly on lobby work in future.

Overall, these findings reflect the mixed picture that the analysis of the Zambian PRSP process painted.

6.2 Political conditions stand in the way of qualifying PRSP processes

A host of structural restraints in Ethiopia, Kenya and Zambia – as in many countries - stand in the way of child rights qualifying PRSP processes (deficits in democracy and shortcomings with regard to the implementation of strategy and sector papers for example).

In addition, country specific factors impede child rights qualifying PRSP processes: the Ethiopian government is critical of the human rights work of civil society organisations, and even more so of advocacy efforts for the realisation of the rights of the child. In Kenya the attitude of CSOs toward the PRSP process is formed by their fundamental criticism of the NARC government. In Zambia, the predominance of implementation shortcomings and the fact that human rights principles are not honoured both prove to be impediments.

With regard to the general, and above all political, conditions for child rights qualifying PRSP processes, it should be considered that in all countries with a Poverty Reduction Strategy Paper, there are structural obstacles impeding the democratic and efficient shaping of PRSP processes. Though obvious, a few may be named: young democracies are not at all stable; governments tend to act undemocratically; power-control structures are not adequately defined. The implementation of strategy and policy papers displays widespread shortcomings. Informal structures – from the informal economy to informal settlements (slums) – are barriers to central and democratic planning processes. Transport and communication systems between capital cities and rural areas are not well developed.

In many countries including Ethiopia, Kenya and Zambia shaping PRSP processes democratically and efficiently is thwarted by such barriers. All attempts to qualify PRSP processes from a child rights perspective run into such barriers. Country specific conditions also need to be taken into consideration for child rights qualifying PRSP processes.



Ethiopia: unfavourable climate for the promotion of universal human rights and child rights

Civil society organisations, including child rights organisations, feel latently threatened by the Ethiopian government. They accuse the government of wanting to control society. They make it clear that the government's position on non-governmental organisations is contradictory. On the one hand the government expects them to make considerable contributions in the struggle against poverty. Amongst other things it hopes that civil society organisations will mobilise foreign financial aid for concrete projects. On the other hand, the government does not appreciate the political work of civil society organisations.

Child rights organisations that follow an explicit child rights approach feel threatened. Behind every human rights approach the government senses an oppositional attitude. This situation has improved, however, at least according to one representative of a child rights organisation. He reported that up until a few years ago it was practically impossible to discuss human rights and for example, to point out that street children also have rights. In his view the situation is a little better now.

However, child rights organisations give some examples to show that the Ethiopian government still does not make any serious effort to implement the rights of the child:

- Many years ago the Convention on the Rights of the Child was translated into local languages. Yet these translations have never been published.
- The government has not initiated any projects to tackle child labour or the problem of street children.
- State structures to implement child and youth policies lack sufficient resources. The Government Department for Employment ought to coordinate the implementation of the UN Convention on the Rights of the Child but does not have the budgetary means to do so.
- Policy planning papers are written by foreign advisers and never implemented. They serve as proof of good will towards the international donor community. The 2004 National Action Plan to implement the resolutions of the 2002 UN Special Session on Children is one such example.

By being critical of the government's position on human rights, child rights organisations are at the same time demonstrating just how sceptical they appear to be towards a change in attitude from the government in the near future (without explicitly saying so).

In light of these political conditions, it is essential that the Ethiopian government be willing to embark on active human rights work and structured cooperation with civil society. If the government is not willing then it will be impossible to qualify the Ethiopian PRSP process so that it is useful for reducing poverty, including child poverty.

Kenya: dashed hopes

Civil society organisations' willingness to participate in state planning processes has started to falter – this is especially true for child rights organisations. They pinned their hopes on the newly elected (in December 2002) NARC government, yet their hopes have been dashed by this government and they are clearly disappointed. Many civil society organisations accuse the government of corruption and incompetence. The need for the government to resign is spoken about openly. Such fundamental criticism means that many civil society organisations are not prepared to cooperate with the NARC government. They bitterly remember that the first PRSP process was more democratic than the second one, although it was under the responsibility of the autocratic government of Daniel arap Moi.

The fierceness of political criticism from child rights organisations is down to the fact that Kenyan civil society has well-developed awareness of human rights in general and the rights of the child in particular (in contrast to Ethiopia). Even mid-level administration and some sector papers on





Kenya
Photo: Alexandra Höner

children and young people display well-developed awareness of human and child rights. According to the Kenyan Youth Policy draft from 2003 "Kenyans in the age bracket of 30 years and below constitute about 75% of the country's population, forming the largest source of human resource. However, they have remained on the periphery of the country's affairs and their status has not been accorded due recognition. They have been excluded from designing, planning and implementing programmes and policies that affect them" (Kenya NYP [2003], page 4). Even if 30 year olds are still considered to be young people, this passage also includes young people under 18 and therefore is significant for the purpose of this study.

Against this background, child rights organisations find it particularly painful that the NARC government they welcomed – apart from early introduction of free primary education – has done so little to strengthen the rights of the child. Worse still, child rights organisations accuse some government members of violating the rights of the child, by participating in adoption trafficking for example.

Such accusations – their accuracy can not be checked here – prove that a lot of child rights organisations reject the current government. This means, however, that their decision to participate in PRSP processes in future depends a great deal on their evaluation of the overall political situation. For this reason, the widespread scepticism with regard to the possibility of reducing child poverty with the help of the PRSP process can not be interpreted primarily as a rejection of the PRSP instrument. This observation is firstly a clear indication of the need for "good governance" as a condition for a "child rights qualification" of PRSP processes. Secondly it emphasises how the question of the child rights potential of PRSP processes can not be answered without an evaluation of the overall political context.

Zambia: concrete criticism

The Zambian PRSP process reflects the ambivalent political conditions in the country.

- These conditions mark the human rights situation for example. On the one hand, within civil society and the state apparatus there is obvious human rights awareness including that of the rights of the child. The Constitution lists enforceable civil and political rights, for example, which are also valid for children and young people. According to child rights organisations, the government is running a campaign on the implementation of the UN Convention on the Rights of the Child. Sector policies on children and young people as well as planned legisla-



tion (the amendment of the Employment of Young Person's and Children's Act for example) show references to the rights of the child.

On the other hand, NGOs that are politically opposed to the government are in danger of being banned. SACCORD (Southern African Centre for the Constructive Resolution of Disputes) was struck off the government register of permitted non-governmental organisations. Child rights projects are not implemented. Members of government show no understanding of the rights of the child – for instance, in November 2004 the education minister contested the right to education. For child rights organisations such statements are proof of the poor level of interest in the realisation of the rights of the child.

- On the one hand civil society organisations welcome the content of several official policy strategy papers. On the other hand they complain about considerable shortcomings when it comes to implementation. The government departments and authorities responsible for PRSP-implementation are not equipped with sufficient resources, according to civil society organisations.

Such concrete civil society criticism does not usually lead to a fundamental rejection of the government. Widespread tendency in Zambia to find a consensus does not allow this; this shows up in the use of lobby work to assert certain interests within the government apparatus, as opposed to publicly criticising the government. Yet cracks have begun to emerge in this culture of consensus. Nevertheless, the basic willingness of civil society to cooperate with the government indicates that there is a good chance of child rights qualifying the PRSP process – considering that there are no such hurdles to overcome in Zambia as in Ethiopia (deep mistrust of the government) and in Kenya (political rejection of the government).

6.3 Lack of coherence in political planning processes complicates qualifying PRSP processes

Other policy planning processes, legislative procedures, constitutional amendments and the like, took place during or around the time of PRSP processes. These had relevance for child poverty reduction and the implementation of the rights of the child and therefore demanded the attention of child rights organisations yet they were not linked to PRSP processes.

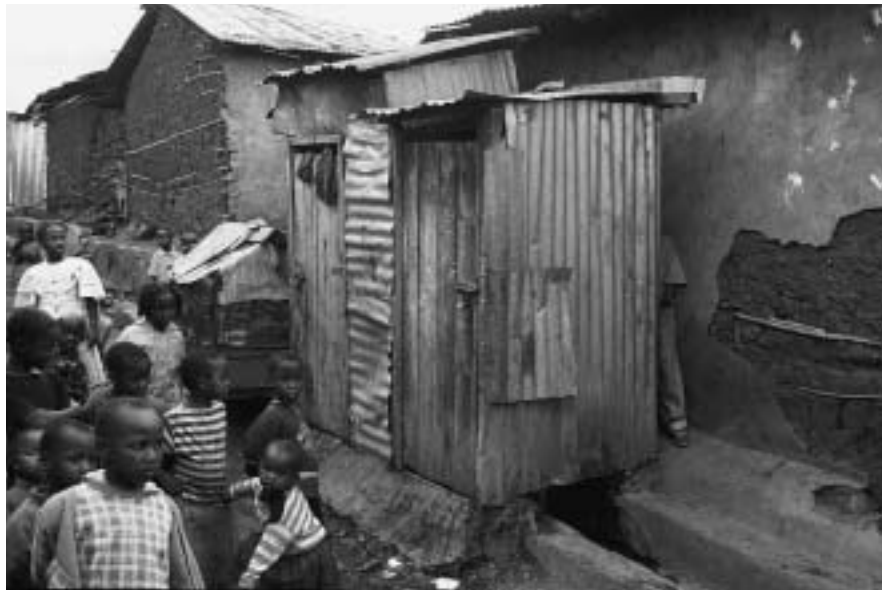
This lack of linkage alone stopped the incorporation into PRSP processes of child rights ideas, targets and programmes from other policy planning processes. In addition, strengthening the coherence of policy planning processes should be part of PRSPs, yet this could not be fulfilled as a result, at least with regard to the reduction of child poverty. Finally, the need to participate in several processes at the same time overstretched the human resources of child rights organisations.

Against this background, in order to qualify PRSP processes from a child rights perspective in future, the markedly improved coherence of policy planning processes that effect children and young people is an essential condition. In addition, it is also vital to link policy planning processes that effect children and young people to PRSP processes.

Ethiopia

In Ethiopia, the development, target-setting and implementation of skeleton plans that focus on children and young people are not linked to the PRSP process. For example, the United Nations Development Programme and the United Nations Population Fund developed a country co-operation framework in collaboration with the Ministry of Finance and Economic Development in 2002 which contained child rights guidelines. The rights of the child and youth participation in political formation of opinion and decision making processes should be strengthened according to the framework. This framework was presented three months before the PRSP was completed yet was not taken into consideration.





Kenya
Photo: Alexandra Höner

A second example is the formulation of the comprehensive National Plan of Action "A World Fit for Children" under the responsibility of the Ministry of Labour and Social Affairs, which was published in June 2004. In February 2005 the government still did not consider utilizing the action plan for the forthcoming development of the second PRSP.

The development of unlinked policy frameworks and strategy papers in this way leads to incoherent child and youth policy. The PRSP process does not integrate the child rights approach from other policy processes. Above all, at least with regard to reducing child labour and youth unemployment, this fact proves that the PRSP can not fulfil the demand of bringing together planning processes to increase efficiency.

Kenya

In Kenya a whole host of policy planning processes were and still are underway that run parallel to the PRSP process without any kind of linkage to it. Some are named below:

- Consultation process for the development of the new constitution;
- Development of a civil society parallel report on the implementation of the UN Convention on the Rights of the Child;
- Development of the Children's Act;
- Draft of the Education Bill;
- Preparation of a Masterplan on Education and Training;
- Development of a National "Education for All" Plan of Action and
- Development of an Education Sector Plan.

All of the above mentioned processes are of considerable importance for the rights of the child. Yet there was and still is no linkage to PRSP processes. The child rights concepts developed in these processes were not incorporated into the Kenyan Poverty Reduction Strategy Paper. For this reason alone it is essential to at least starting to achieve coherency between policy planning processes in future.

What's more, all these policy planning processes demand the commitment on the part of child rights organisations. Positions need to be drawn up, they need to press ahead with lobby work, participate in numerous committees. This overtaxes the human resources of child rights organi-



sations. Since participation in some of these processes was and still is more promising than participation in the PRSP process has proved to be, child rights organisations also lost interest in the (second) PRSP process.

Without the participation of child rights organisations, however, child rights qualifying PRSP processes is unthinkable. This is another reason for the need to coordinate policy planning processes in order to avoid the inefficiency of processes running parallel to each other and to avoid incomplete forms of participation which do not allow involvement in political decision making processes.

Zambia

There are similar problems in Zambia. The National Youth Policy drawn up in 1994 is currently being reformulated. Yet the relevant discussions and processes are not linked to the PRSP process. Up to now there are no plans to link the Youth Policy development process to the second PRSP process. Discussion about the draft of the Education Act has not yet been linked with strategy discussions about poverty reduction. This is where child rights organisations are critical as they hope that the new legislation will enshrine the Right to Education, which will then have consequences for the development of the second Zambian PRSP.

Given these parallel process some CSOs attach more importance to participating in planning processes that directly impact their work, rather than monitoring the PRSP process. Some children's organisations and youth organisations do not prioritise the PRSP – for them it is more important to participate in the development of the new National Youth Policy.

6.4. Civil society conditions for qualifying PRSP processes in future

The lack of financial and human resources in child rights organisations hinders the much needed intensification of advocacy and lobby work. This stands in the way of child rights qualifying PRSP processes in Ethiopia, Kenya and Zambia. Above all, local organisations hardly have the chance to get involved at national level.

In all three countries it is necessary to extend support for child and youth organisations in future so that they – if they want to – can get more involved in the PRSP processes.

In Ethiopia support for human and child rights work within civil society is insufficient and therefore impedes child rights qualifying the PRSP process in future. In Kenya the cooperation between networks of child rights organisations (including other organisations) can be developed further. This can strengthen the efficiency of their attempts to make a better use of the PRSP process as an instrument for the realisation of the rights of the child. In Zambia (political) youth organisations have not yet really developed concrete demands on how the PRSP should contribute to reducing youth poverty and youth unemployment.

Child rights organisations report that there is a host of structural difficulties in Ethiopia, Kenya and Zambia (as in most countries with a PRSP) that impede child rights qualifying of PRSP processes:

Above all, in rural areas local civil society organisations (including child rights organisations) often have little or no knowledge about the PRSP process. In addition, local child rights organisations (inevitably due to lack of resources and the dimensions of poverty) often have to concentrate on project work and are not so strong as to be able to concentrate on lobby work which exceeds the direct needs of their project work. Therefore it is essential that local and regional child rights organisations are provided with enough resources so that they may participate more in PRSP processes – should they wish to.

National child rights organisations also feel that the hardly manageable volume of tasks is too much to deal with. In recent years, in all three countries the need to clearly expand lobby work



and advocacy has been acknowledged, since in their opinion, the longer they concentrate on project work alone, the less sufficient it is. Yet they lack the necessary human and financial resources to expand their activities accordingly. Development cooperation should provide these resources urgently, since the necessary funds can hardly be raised in the countries themselves.

In order to qualify PRSP processes from a child rights perspective it is essential that economic strategies in the PRSPs are so designed that they contribute to overcoming child poverty and youth unemployment as far as possible. In all three countries child rights organisations have not even started to develop child-centred economic recommendations. They lack the resources and structures to be able to do this. The self-assessments of some organisations show that there is a need for qualification in this area.

Provided that they took part in hearings in the course of the PRSP processes, children and young people in Kenya and Ethiopia did not address structural issues (this is also partly true for local child rights organisations). They were not even in a position to do so because they were taken up by urgent every day and survival questions. As a result "abstract" questions (like the causes of their poverty) do not occur to them. Ways of encouraging the participation of children and young people in PRSP processes have to be developed. This would enable them to incorporate their direct, every day needs into advocacy work in such a way so that they throw light on structural aspects.

Apart from the above mentioned difficulties that arise in more or less all three countries, there are also country-specific difficulties for child rights qualifying PRSP processes.

Ethiopia

Child rights qualifying PRSP processes in Ethiopia is difficult because there are, up to now, relatively few CSOs that focus on political human rights work and who attempt to strengthen the underdeveloped awareness of the meaning of human rights within civil society and the state. This alone makes it more difficult for child rights organisations that do pursue a child rights approach because they can not rely on unreserved support for their work from civil society.

In addition, according to one child rights organisation representative, CRDA did not focus on child rights issues until recently, although child rights organisations belong to the CRDA. This seems to have changed after the CRDA set up a forum on children and young people in June 2004; almost 60 organisations belong to this forum.

Against this background it is necessary to encourage and to support human and child rights work as far as possible through development cooperation.

Children and youth led organisations are just starting to emerge now. When the PRSP was being developed only one child led organisation existed, according to child rights organisations. Supporting children and youth led organisations is therefore necessary, if they are supposed to be able to get more involved in the PRSP process.

Kenya

In contrast to Ethiopia, there are many child rights organisations in Kenya that carry out political activities on the realisation of the rights of the child. With regard to child rights qualifying the PRSP process in future, two problems arise, however:

Firstly, child rights organisations are linked together in several overlapping networks. These networks are partly interlocked because of mutual membership, yet the cooperation between these networks can be developed further. One representative of a child rights organisation claimed in February 2005 that they compete against each other for funding from foreign donors. If this is the case then civil society energy needs to be more strongly focused in order to increase the efficiency of child rights work.



Secondly, it remains to be seen whether and to what extent child rights organisations want to contribute to the PRSP process. Their decisions are to be respected by donors.

National child and youth led organisations hardly existed during the first PRSP process. In the meantime, however, a youth politics scene has developed which could contribute to child rights qualifying the PRSP process. Up to now though, this youth scene hasn't paid any attention to PRSP processes. It is also debatable how much political significance youth led organisations have or will develop in the near future. One representative of a child rights organisation described the Kenyan branch of the Youth Employment Network (YES) as weak. This is definitely true as far as children led organisations are concerned. A child and youth parliament does not exist. (The National Children's Assembly convened once – in 2000). Despite such shortcomings, the conditions are favourable in Kenya to strengthen child and youth led organisations so that they may be able to get more involved in policy planning processes in general and in PRSP processes in particular – as long as they want to. Development cooperation does already provide some support to help set up and develop self led organisations. However, this is not sufficient first of all, and secondly in future it will be necessary to concentrate more on developing lasting cooperation structures.

Zambia

In Zambia, civil society conditions for child rights qualifying the PRSP process are relatively favourable. Zambia's extremely lively civil society includes many local, regional and national child rights organisations. The largest network, the Children in Need Network (CHIN), sees child rights lobbying and advocacy as one of its tasks. Unfortunately they lack financial and human resources for this. This is all the more so for the majority of its local member organisations.

Youth led organisations are supported through development cooperation – child led organisations have started to get support. Youth magazines and the internet are used to link these organisations and form networks. Participation in the PRSP process is not a focus of these organisations up to now. In addition, youth led organisations including the (according to child rights organisations, weak) National Youth Constitutional Assembly have focused on lobby work for the implementation of young peoples' civil rights (like for example, participation in political decision making processes). As a result, they have developed almost no concrete demands on socio-economic structural issues. It is therefore necessary to particularly support (political) youth-led organisations if they (within the scope of the limited possibilities of youth led organisations) want to develop economic and socio-political concepts and incorporate them into the PRSP process.

6.5 Basic requirements for qualifying PRSP processes. A short summary

The willingness of child rights organisations to be involved in PRSP processes is one of the basic conditions for child rights qualifying. In this regard, the prospects are difficult to assess: in Zambia child rights organisations tend to be willing to participate in the PRSP process; in Ethiopia and Kenya critical scepticism up to rejection prevail. Yet the sceptical to negative positions of child rights organisations are at least partly down to basic criticism towards the government of each country. It remains open whether child rights organisations who were negative about PRSP process would change their position if the political conditions in their opinion improved.

As a result, this open situation is one example to show why it is not possible to assess the potential of success of qualifying the PRSP without taking into consideration the political and other conditions within each country. For bilateral and multilateral development cooperation this means first of all that these conditions also influence to what extent development cooperation can be carried out within the framework of PRSP processes. This is particularly important for development aid. Secondly, according to the country it is necessary to support child (and other) rights qualifying PRSP processes by linking this to encouraging the government to practise "good





Zambia
Photo: Christoph Engel

governance” and to develop an active human rights policy, including a sustainable implementation of the rights of the child.

Furthermore, the chances for qualifying the PRSP processes from a child rights perspective also depend on whether and to what extent PRSP processes can be linked to all other policy planning processes and sector papers and planned legislation that are significant for putting into effect the rights of the child including the reduction of child poverty and youth unemployment. Without this, it must be very carefully investigated whether development cooperation should attach such outstanding importance to PRSPs - as instructed by World Bank and IMF.

Finally, it should be taken into consideration that child rights qualifying the PRSP process requires supporting child rights organisations and particularly child and youth led organisations so that they are in a better position to seize the opportunities that civil society participation in PRSP processes offers. This includes better financial and personal resources of these organisations, strengthening efficient cooperation structures and more generally encouraging human rights and child rights advocacy.



7. Demands

The following demands are based on the observations that were collected in this case study. They complement the demands in the study Klaus Heide (2004): Poverty Reduction Strategy Papers – blind to the rights of the (working) child? Heidelberg/Duisburg.

(1) **General demands concerning the qualification of PRSP processes from a child rights perspective**

(1.1) **Demands concerning the content of PRSPs**

- (1.1.1) Poverty reduction strategies must prioritise the reduction of child poverty and the full implementation of the UN Convention on the Rights of the Child. They must aim at creating a child-friendly economic and social environment as a main condition for improving long-term development.
- (1.1.2) Poverty Reduction Strategy Papers must discuss possible impacts of different macro-economic scenarios on children and young people. They must raise the question of how macro-economic strategies and policies can contribute to the elimination of widespread child poverty including the economic exploitation of children and how they could create decent jobs for young people.
- (1.1.3) Macro-economic strategies as key elements of PRSPs must be defined in accordance with the very specific basic conditions and needs of an informal economy with about half of the population under 18. Therefore strategies, programmes and measures to promote the formal private sector and to develop the countries' physical infrastructure (road system, energy etc) have to be designed in a way that the greatest possible positive direct and indirect effects on children and young people living and working in informal economic settings are ensured. Furthermore, specific strategies and measures to improve social conditions and the economic performance of the informal economy are necessary. In addition, PRSPs should meet demographic challenges to economies in societies in which the adult working population is far smaller than the combined groups of young people under 18, invalid adults and the older generation.
- (1.1.4) PRSPs must present a "children's budget".

(1.2) **Demands regarding the participation of children, young people and child rights organisations**

- (1.2.1) PRSP processes must use the expertise and capacities of children and young people who know best of all about the dimensions of child poverty. Children and young people develop their own strategies to survive. They form their own organisations and networks for self help and political action. Therefore, a meaningful participation of children and young people, of youth (led) organisations and child rights' organisations is indispensable in order to identify and to define appropriate strategies to redu-



ce child poverty, to eradicate the economic exploitation of children and to create decent work for young people.

- (1.2.2) Children, young people and respective organisations must not only take an active part in formulating PRSPs and defining economic strategies and policies but also in implementing and monitoring processes. Their participation in monitoring helps to secure that strategies and measures planned are implemented in an appropriate way which guarantees a positive medium- and long-term effect.

(1.3) Coherence of political planning processes

Linking PRSP processes to other relevant political planning processes is a basic prerequisite to ensure that PRSP processes also contribute to the implementation of the rights of the child in the long term. The linkages between PRSP processes and other relevant political planning processes must be strengthened. For example, the preparation and implementation of PRSPs must be linked to the development and implementation of a National Plan of Action (NPA) as a follow up to the UN Special Session of the General Assembly on Children (2002). The child policy and related measures developed in NPAs must be taken up by PRSPs.

(1.4) Guidelines for PRSP development and implementation

In order to implement the demands in parts 1.1 to 1.3, it is essential that the World Bank and IMF guidelines on the development and implementation of PRSPs and on the assessment of PRSP processes are completed with child rights standards in order to complement child rights requirements.

(2) Demands regarding of bilateral and multilateral development cooperation

- (2.1) Since it can not be assumed that PRSP processes fulfil child right's demands in every case, it is not appropriate to carry out the whole development and financial cooperation in principle and undifferentiated within the framework of PRSP processes. Rather, international financial institutions, the European Union and donor countries have to investigate whether and to what extent the PRSP process in a country serves as an instrument for the implementation of the rights of the child or whether it is possible to qualify it from a child right's perspective. While doing that they have to take into consideration the political and other relevant conditions. If a PRSP process fails to meet basic child rights standards and if its qualifying is not to be expected, the entire donor assistance may not be carried out within the framework of PRSP processes.
- (2.2) Prerequisites in order to qualify PRSP processes from a child rights perspective are good governance and an active human rights and child rights policy of the respective government. If these prerequisites are not or not completely fulfilled it must be assumed that it is not possible to qualify PRSP processes without changing the political conditions so that they contribute to the implementation of the rights of the child. In such cases, bilateral and multilateral development cooperation must search for additional possibilities outside the scope of PRSP process in order to overcome child poverty and youth unemployment. At the same time, it is essential to encourage good governance and measures for the realisation of human rights including rights of the child.
- (2.3) Child rights organisations and (provided that they are in existence and sufficiently developed) child led and above all youth organisations can best assess to what extent the PRSP process in a particular country is suited for overcoming child and youth poverty. For this reason it is essential that the International Financial Institutions and donor countries take their assessments into consideration when reviewing PRSP processes.



- (2.4) Given the considerable importance of child rights organisations as well as child and youth organisations to qualify PRSP processes from a child rights perspective, it is essential that these organisations receive support to build suitable structures for advocacy and lobby work. This must include the support for efficient networking structures.

(3) Demands for child rights organisations and aid agencies in industrialised countries

- (3.1) Child rights organisations in Ethiopia, Kenya and Zambia expect child rights organisations and aid agencies in industrialised countries to expand their child rights advocacy to qualify PRSP processes. This can be done by campaigning for the International Monetary Fund and the World Bank to contribute to child rights qualifying PRSP processes. An internationally coordinated approach in cooperation with the UN Committee on the Rights of the Child is recommended.

In this sense it is essential that child rights organisations and aid agencies put pressure on their own governments and parliaments, in the case of Europe on the European Parliament and European Commission to take initiatives in order to qualify PRSP processes from a child rights perspective.

- (3.2) Child rights organisations and aid agencies should urge the International Monetary Fund and World Bank to take the experiences and assessments of child rights organisations and children's organisations into consideration more than they have done up to now when they assess PRSP processes. For this purpose strong and appropriate communication and cooperation structures between child rights organisations, aid agencies, countries concerned and the International Financial Institutions should be developed.
- (3.3) Child rights organisations in Ethiopia, Kenya and Zambia consider it to be necessary to expand their lobby and advocacy activities. They hope that child rights organisations and aid agencies in industrialised countries will support them more in doing so. This could include, amongst other things, mutual information about planned activities and closer co-ordination of these activities. In addition, anchoring this area of work in projects and programmes would serve this matter.
- (3.4) Child rights organisations and aid agencies should offer children and youth led organisations more extensive support than they have been offered up to now and – if they wish – support them when they participate in PRSP processes. For this reason, it should be investigated whether aid agencies introduce a child rights approach, if it doesn't already form the basis of their work, in order to support participation processes in principle. In this connection, important elements are staff training, particularly in the partnership department, as well as drawing up child-friendly educational material about PRSPs and related issues.
- (3.5) Civil society monitoring of PRSP processes requires that respective conditions are fulfilled. The same applies to other political processes, for example, the implementation of the UN Convention on the Rights of the Child. Child rights organisations and child and youth led organisations should be able to participate. Sound knowledge of structures, procedures and particularly contents is essential. For this, human and financial resources are necessary as well as some qualification. Training in advocacy, network building as well as experience-sharing at national and international level are necessary steps to take in this direction. Aid agencies should support and possibly accompany this process.



8. Appendix

8.1 List of persons interviewed

Zambia and Zimbabwe (November 2004)

Mulima Kufekisa Akapelwa, Catholic Centre for Justice, Development and Peace, Lusaka

Dr. Martina Beckmann, Ecumenical Support Services, The Ecumenical Centre, Harare

Moreblessings Chidaushe, African Forum & Network on Debt & Development, Harare

Mambo Chiluwe, Children in Need Network (CHIN), Lusaka

Jonah K. Gokova, Ecumenical Support Services, The Ecumenical Centre, Harare

Magret Grottenthaler, NGO Support Programme, ded, Lusaka

Fr. Peter Henriot S.J., Jesuit Center for Theological Reflection, Lusaka

Emmanuel Kamwi (Hauptgesprächspartner), Nomsa Ingwe, Mildred Siawensa, Betty Mongi, Muha (First name probably misspelt) Twemba, National Youth Constitutional Assembly, Lusaka

Christoph Müller, Educational Scientist, gtz, Lusaka

Peter K. Munene, African Network for the Prevention and Protection Against Child Abuse and Neglect (ANPPCAN), Lusaka

Besinati P. Mpepo, Civil Society for Poverty Reduction (CSPR), Lusaka

Nachilala Nkombo, Coordinator – Africa Region Women & Youth Programs, American Friends Service Committee, Harare

Birgitte K. Poulsen, Chief Technical Adviser, ILO/IPEC Capacity Building Programme for Anglo-phone Africa (CBP), Lusaka

Robert K. Salati, Operation Young Vote, Lusaka

Godfridah Sumaili, Jesus Cares Ministries, Commissioner Human Rights (also vice-chairman of CHIN), Lusaka

Kenya (February 2005)

Bwibo Adieri, Director, Social Services Delivery, National Council of Churches of Kenya

Mr Mwirigi Bikuri, Child Labour Programme, Ms Wambui Njuguna, Director of Programmes und Peter Munene, African Network for the Prevention and Protection Against Child Abuse and Neglect (ANPPCAN)

Victor Burihabwa, Africa Representative, Kindernothilfe

Jeffrey Maganya, The Child's Rights Advisory and Legal Centre (CRADLE)

David Msihala, Small Town Development Programme, GTZ



Irene Mureithi, Executive Director, Child Welfare Society of Kenya

Dr. Philista Onyango, African Network for the Prevention and Protection Against Child Abuse and Neglect (ANPPCAN)

Aloys Opiyo, Executive Director, Undugu Society of Kenya

Prof. Edward O. Oyugi, Co-ordinator, Social Development Network (SODNET) and Odour Ong'wen, Country Director Southern and Eastern African Trade, Information and Negotiations Institute, also Social Development Network, until 2003 Chairperson des National NGO Council

A Social Worker and a teacher in Kibera, Project of the Undugu Society

Joyce Waititu, Country Programme Coordinator, and Miriam W. Gachago, Senior Programme Officer, International Programme on the Elimination of Child Labour (IPEC)

Ruth M. Wangare, Regional Manager, Kenya Alliance for Advancement of Children (KAAC)

Ethiopia (February 2005)

Samsun Birhanu Abebe, Children and Youth Forum Coordinator, Christian Relief and Development Association (CRDA)

Daniel Bekele, Manager, Policy Research Department, action aid Ethiopia

Christian Caspar, NGO Programme Head, ded

Amakelew Cherkosie, Co-Director und Tedla G/ Mariam, Co-Director, Forum on Street Children – Ethiopia

Albert Eiden, Kindernothilfe Äthiopien

Berhanu Geleto, General Manager, Rift Valley Children and Women Development Association

Yabowork Haile, Area Programme Manager, Poverty Action Network of Civil Society (PAN/E) und Agency for Co-operation and Research in Development (ACORD)

Bekele Mosisa, Director, Facilitator for Change Ethiopia

Stefan van der Swaluw, Programming, und Elizabeth Mekonnen, Senior Technical Officer, The African Child Policy Forum

Hein Winnubst, First Secretary, Development Cooperation, Embassy of the Federal Republic of Germany

Fifteen further partners of Kindernothilfe on the occasion of a presentation by Klaus Heidel.



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