DECENTRALIZED

**ES/2021/08**

# Evaluation of UNHCR's Child Protection Programming (2017–2019)

FINAL EVALUATION REPORT
DECEMBER 2021

Conducted by:

IOD PARC & Child Frontiers

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Published by UNHCR

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| Key information at a glance | |
|---|---|
| **Title of the evaluation:** | Evaluation of UNHCR's Child Protection Programming (2017–2019) |
| **Timeframe covered:** | 2017–2019 |
| **Type of evaluation:** | Decentralized |
| **Evaluation Manager:** | Amanda Louise Melville (melville@unhcr.org) |
| **Evaluation commissioned by:** | UNHCR Child Protection Unit |

# Executive summary

## About the evaluation

This evaluation reviewed the United Nations High Commissioner for Refugees' (UNHCR) child protection response in terms of its leadership role, strategies and programme performance with the purpose of informing the future of both UNHCR's child protection strategy and the implementation of UNHCR child protection programming. Specifically, the findings and recommendations performed a learning function by aiming to:

- Enhance the protection of forcibly displaced children;
- Inform the theory and practice of child protection in UNHCR;
- Influence strategic direction and inform the development of a child protection strategy for UNHCR, global planning (including resourcing) and advocacy, and UNHCR's country programmes and partnerships; and
- Highlight how the child protection agenda is or could be central within broader work by UNHCR, authorities and partners on forced displacement.

The evaluation focused primarily on the period 2017–2019, with the rationale being an earlier evaluation in 2017 which included child protection as one of the components. However, experience and practices prior to 2017 were considered to understand changes over time, particularly in relation to the overall strategic direction of UNHCR's child protection programming. The scope of the evaluation covered global, regional and country-level child protection programming. Extensive consideration was given to identifying a range of operations that reflected some of the diversity of UNHCR operations. In addition to seven operations selected for the study plus the Europe region, the evaluation also included three further regional consultation processes for the Americas, Middle East and North Africa (MENA), and Asia to expand the participation of UNHCR perspectives. All categories of children affected by forced displacement were relevant to this evaluation, although operations that focused on children affected by statelessness were not prioritized to avoid duplication with a separate ongoing evaluation focused on statelessness.

## Evaluation methodology

The evaluation adopted a criteria-based, mixed-methods approach and was non-experimental in nature. It was also not a theory-based evaluation. The intention that the evaluation could contribute to developing UNHCR's theory of change for child protection faced limitations in that the sheer diversity of the operations and their activities did not allow for threads to be identified.

The primary methods included a wide-ranging document review and data analysis. In consultation with the Child Protection Unit and the Regional Bureaux, 206 key informants were identified to take part in interviews consisting of both UNHCR staff and external stakeholders at global, regional and operational levels. An online questionnaire was distributed to incorporate a broader range of views from the country operations.

Due to COVID-19 travel restrictions in the sample countries and regions, in-person data collection was not possible, and for this reason, children could not directly contribute. The evaluation team mitigated this limitation by seeking to include the voices of young persons, by interviewing the members of UNHCR's Global Youth Advisory Council, and inviting members of the Tertiary Refugee Student Network to respond to an online survey.

# Key findings

The findings are focused on UNHCR's responses to child protection within the context of its global mandate and response to persons of concern. There are both significant achievements and gaps. The report aims to distinguish between findings that are specific to child protection, and those that reflect enabling factors and barriers within the organization that impact on child protection. There are relevant external factors, such as the national contexts in which UNHCR works. Child protection responses operate in highly resource constrained environments (sometimes with limited services and specialized partners), and can also include the extent to which delivering on UNHCR's mandate is facilitated or limited by authorities.

## Relevance and appropriateness

Through inquiring what child protection programming takes place in practice (evaluation question/EQ1), the evaluation finds that **UNHCR's key guide – the Framework for Child Protection (2012) – is mirrored closely and in depth in some operations, while in others, staff never refer to it in their work**. Operations that do not use the Framework language or conception still often include a thorough contextual analysis of the protection needs of children. Most operations typically focus on responsive actions to child protection concerns, with prevention activities more frequently cited as an important gap. Although a very wide range of child protection activities is implemented across operations including some highly sophisticated strategies, **a strict 'minimum approach' that is common to all was not identified**. However, UNHCR data analysis of narrative reports did identify a set of interventions most commonly implemented by UNHCR, but the combination of these interventions varies across operations significantly. Internally, child protection responses are strongly perceived as dependent on the child protection-specific knowledge and experience of UNHCR staff. This meant that there was a correlation between well-experienced child protection staff and better child protection outcomes, while the inverse was also true. Externally, the expertise and availability of partners is also a major influencing factor on the quality and scope of child protection interventions and results.

In addition to specific child protection programming, the evaluation also considered child protection mainstreaming (EQ1b), which is present but inconsistent. A minority of **examples have a comprehensive approach across multiple teams and areas of work**, including where there are targeted initiatives (e.g. cash-based interventions/CBI and child protection/CP) are included and where some existing structures (e.g. multi-functional teams/MFTs) provide impetus and mechanisms for mainstreaming child protection. In other cases, there were clear aspirations to fully integrate and mainstream child protection considerations into all programmatic and technical areas, but later operational reporting updates showed limited or no progress, and many contexts reported working in silos as a prevalent issue, even within different areas of protection.

A significant area of inquiry focused on UNHCR's decision-making processes that understand the degree to which child protection was prioritized (EQ2). **The main internal influencing factor for child protection is dependent on the weight that senior management place** on child protection, particularly in resource constrained contexts. Externally, **attitudes and priorities of host governments and expectations of donors both positively and negatively influence the prioritization of child protection** within UNHCR operations. **Child protection prioritization is adversely affected by insufficient influence of child protection staff and specialists in decision-making**. This is in turn dependent on the lack of seniority of most child protection staff or their status as an affiliate workforce, the rotation system (which leaves gaps including at critical times in the planning cycle), the fact that child protection staff do not have sufficient influence on or oversight of the budgets for child protection, and perceptions of hierarchies within areas of protection. However, **both multi-year planning and MFTs have potential for increasing investment in child protection,** the former as it facilitates longer-term thinking and planning, while the latter has been demonstrated to be effective for inclusion of child protection issues in some operations.

## Leadership, leveraging and partnership

The strengths and challenges of UNHCR's implementation of child protection coordination (EQ3) finds that **UNHCR is more effective leading or co-leading coordination in refugee settings. UNHCR participation in a child protection coordination mechanism in internally displaced persons (IDP) settings is limited**, as the organization is perceived to not prioritize child protection or coordination as strongly. In all contexts, UNHCR's **child protection coordination is undermined when there is a lack of available dedicated child protection staff and capacity and financial resources.** As resources decline, operating partners see gaps in coordination and step in to fill them, and not necessarily in consultation with UNHCR. The external environment for United Nations (UN) agencies is changing, for example the UN reform process, which may have consequences for coordination in humanitarian situations. But **there is a lower level of awareness of this external context within UNHCR compared to external stakeholders**.

When considering what are UNHCR's and partners' comparative advantages (EQ4), the evaluation finds that there is no formula derivable to determine exactly what UNHCR or its partners should do in any given situation because it depends on many factors, particularly the national context, the government's approach and the capacity of partners. **Insightful situation analyses frequently inform operations' understanding of the protection needs of children, but sometimes lack a thorough partner mapping to support strategizing UNHCR's and partners' responses**. This is essential because contextual factors influence the roles of both UNHCR and partners, whether government or non-government. The main concern among internal and external stakeholders where UNHCR leads (in coordination mechanisms or task forces within them), is that **to be effective UNHCR needs to ensure staff have the requisite specialist experience to bring the full weight of UNHCR's expertise and mandate in support of child refugees**. UNHCR plays **a unique role in advocacy through generating credible and reliable data on refugee children**. There are opportunities for UNHCR to further its role in advocacy by working jointly with partners in operations and by providing practical examples of child protection responses that are applicable in their contexts.

When it comes to partnership working in child protection (EQ5) **UNHCR operates the principles of transparency and complementarity most effectively in advocacy contexts** where it generates and shares data with partners and works collaboratively. **The principle of equality was perceived externally by partners most frequently in low resource settings** where no one agency had more power by virtue of having a significantly greater amount of resources. But relationships with partners are not always managed well and the appropriate levels of expertise in child protection and experience and skills in partner management are not always present within all UNHCR operations or offices. Tensions between UNHCR and some partners are evident around UNHCR's understanding of how humanitarian architecture moves from short-term to long-term solutions. **The humanitarian-development continuum highlights the need for UNHCR to partner with organizations that have development expertise**, to which UNHCR brings its humanitarian expertise.

## Institutional capacity, resource allocations and efficiency

**The staffing capacity for child protection (EQ6) has remained relatively constant (below 100) over the past seven years with the number of staff appointments remaining low (in single digits), professional staff declining and general service (GS) staff increasing**. UNHCR's use of affiliate workforce positions directly correlates with the rises and falls of staff positions meaning that there is an inverse relationship: when there are fewer staff there are more affiliate workforce positions and vice versa. Dedicated technical capacity at the regional level has been identified as important by staff in operations but is not currently consistently present. **Capacity of both dedicated child protection staff, and child protection capacity of generalist protection staff remains difficult to measure and quantify**. Internally, there was a consensus that all protection staff should have a baseline of child protection generalist knowledge, and be able to access specialist knowledge and expertise when needed. However, there is no consensus on where this specialist knowledge and expertise should reside within UNHCR. Efforts have been made to quantify investments in child protection staff and the effect on child protection results. **Better outcomes for child protection are correlated with a minimum amount of someone's time (40 per cent) spent on child protection in an operation**. Conversely, diminishing returns for child protection outcomes are correlated with less time spent on child protection responsibilities, which in turn is correlated with multiple areas of responsibility, particularly affecting 'focal point' roles. The evaluation confirms an obvious inverse correlation between the number of responsibilities that a focal point holds and the amount of time they spend on child protection.

The focus on financial resourcing for child protection (EQ7) finds **the regional distribution of child protection financing (and therefore activities) varies considerably**, ranging from 0.9 per cent to 3.3 per cent of operational budgets. **A minimum proportion of dedicated funding is associated with achieving child protection outcomes, although this must also be accompanied by dedicated time of staff**. **Pilots and mainstreaming efforts both present opportunities to embed a child lens into operations and optimize resources for UNHCR if done effectively**.

## Effectiveness

The evaluation looked at the key results and gaps for child protection (EQ8). **In some regions joint advocacy is an area where effective results are achieved**. A more complex area is strengthening of

the child protection system which is highly dependent on a system's maturity and government investment. **A notable and relatively consistent gap in child protection results is in responses to adolescents**, with needs assessments and consultations with children tending to focus on younger children. **Measuring results is hampered by the internal system for monitoring**, although there is shared optimism that the new system being introduced will support child protection monitoring more effectively. Nevertheless the 'optional' nature of reporting on child protection indicators remains and, with only three mandatory child protection indicators, this is a potential barrier to measuring and understanding the outcomes and impacts of child protection activities.

When considering the enabling factors and barriers for achieving results (EQ9) both internal and external influences were identified. **Internal enabling factors for results were perceived as depending on operational leadership's prioritization of child protection which created a virtuous cycle** of data, evidence, human and financial investments and further resources. UNHCR's decision to regionalize the organization was generally viewed as positive when it brought technical resources closer to operations through the presence of regional advisors with time and expertise on child protection. **Externally, results were positively affected by conductive national policy and laws related to children, as well as partner capacity and relationship management with partners**. Issues specific to the wider child protection sector include the ongoing resource gaps and the complexity of coordination of child protection responses.

There are innovative examples of meaningfully engaging young people to support UNHCR's results, and there are effective examples of tailoring UNHCR's global positions and messages to regional contexts.

## Expectations of UNHCR's child protection response

**There are no conclusions discerned regarding what the core components of UNHCR's child protection response across different settings do or should consist of** (EQ10). However, combining several data sets shows that there is a 'menu' of most frequently implemented activities when looking across operations. This is also reflected in the diversity of understanding of what child protection is among staff. Across regions there are different conceptions of child protection issues, which demonstrate commonalities across countries within the regions. This makes for **a strong case for taking a regional approach where appropriate to address shared child protection issues**. There are several operations across more than one region that draw a distinction between child protection and community-based protection and gender-based violence (GBV), seeing each as distinct areas of expertise. But elsewhere, **when child protection has low priority within a protection hierarchy, the responses lack visibility.** It would therefore be advantageous for all protection issues such as child protection, community-based protection and GBV to be recognized on equal footing.

When it comes to what UNHCR's child protection role should look like (EQ11), the evaluation finds that UNHCR needs to position itself as the global expert on all refugees including children of all ages, genders, and diversity of backgrounds. **UNHCR should be the global expert on refugee children, by making better use of its existing data for internal and external use**. Externally, **partners want UNHCR to step up its child protection coordination responsibilities**, which means properly resourcing operations to be able to lead or engage in the coordination of child protection responses effectively. UNHCR also has a specific role in strengthening policy and legislation and partners are keen

to see more done in this area. To increase the ability of UNHCR to respond to child protection needs, **there is consensus within UNHCR that all protection staff should have a baseline of child protection expertise**, and dedicated child protection staff should be brought in with specific experience in social work and child protection systems.

## Conclusions

**Effective, adequate and appropriate child protection responses are inconsistent across operations, and unpredictable over time within operations.**

While there were excellent examples of UNHCR's effective approaches to child protection, gaps were also identified. Without any minimum expectations, adequate implementation of child protection responses was inconsistent across operations. Further, operations may lack the technical expertise to identify strategic directions. It is partially this situation that gave rise to the unpredictability of child protection resource allocation within some operations. Rather than a sustained programme with investments over time ensuring a minimum set of activities, a strategic direction for child protection was lacking in some operations and subject to change depending on the priorities of senior management or other decision makers.

It is a risk to UNHCR's credibility to assume that the needs of the most vulnerable refugee children are being met without a commitment to ensure that a certain baseline of response is in place, whether delivered by UNHCR or partners. Expectations of UNHCR are high to deliver on coordination and provide support to partners where needed, particularly in difficult-to-reach or remote contexts, where UNHCR may be the primary child protection actor present, or where other organizations may have limited or no presence sub-nationally. In these situations, both partners and staff felt it is necessary that UNHCR fulfil its leadership role in refugee settings to coordinate child protection and ensure that a minimum set of child protection interventions are delivered.

**The content of child protection is not systematically understood, outside of child protection specialists.**

Beyond those specialising in child protection, there is a lack of clarity across the organisation on what 'child protection' consists of, very likely because it is covers a vast area of expertise. There is also a lack of clear understanding of the distinction between dedicated child protection programming and how other programmes can and should contribute to protecting children or be child sensitive. Overall, the breadth and depth of child protection as a technical area is often underestimated by the organization.

**There is not currently a shared understanding of mainstreaming.**

There does not seem to be a common understanding of mainstreaming, including among the child protection staff. A framework for mainstreaming both child rights and, where appropriate, child protection, into other areas of UNHCR's work seems to be missing. Efforts made in mainstreaming have reached a relatively limited audience, lacking the necessary resources to follow through on supporting the mainstreaming approach.

**The impact of financial and human resource limitations on child protection is acute.**

The chronic underfunding of the humanitarian child protection sector has serious implications for both UNHCR and its partners in preventing and responding to child protection concerns and needs. But

within this, UNHCR has sometimes not delivered on the commitments it has made in some operations. The organization is at risk of undermining its credibility when it does not communicate effectively with partners about its child protection priorities and financial limitations. Abrupt closures of child protection activities, for example, risks affecting UNHCR's reputation as it is perceived to not consider specialist areas such as child protection with the necessary consideration and prioritization. Further, child protection staff seem underrepresented in planning processes and decision-making. The evaluation was not able to systematically examine how operation planning and decisions took place, but few child protection staff reported significant involvement.

**The organization of human resources is inconsistent, but there are examples of effectiveness.**

In some cases the focal point system has grown into a mechanism that is simply unmanageable and with diminishing returns, when an individual's responsibilities are so many in number as to prevent effective delivery on most of the various responsibilities. Data from the Asia region pointed to two factors that correlated with higher levels of progress against child protection benchmarks – the presence of staff who spend at least 40 per cent of their time on child protection, and a minimum proportion of operational budgets invested in child protection. This did not achieve full results for the operations but put them considerably ahead of others that did not have these characteristics.

**Capitalizing on regionalization has the potential to strengthen child protection.**

The shared understanding among staff is that as part of the regionalization process, the decision was made to place technical expertise at the country and operation level rather than at the regional level. For child protection, however, this was not followed through with ensuring increased expertise in all the operations, resulting in notable gaps, with many operations not having the required expertise in child protection. It is a major gap to have no dedicated staff at both the operational level and the regional level. There is strong preference among staff to strengthen child protection expertise at the regional Bureaux to support country offices and operations. This would support the organization taking a strategic regional approach where there are common issues across countries.

# Recommendations

1. Define UNHCR's child protection role in both refugee settings and IDP settings.

2. Clarify and ensure consistent understanding and implementation of UNHCR's role in child protection responses in emergencies.

3. Ensure appropriate levels of child protection staffing, as well as clarity in the roles and responsibilities of the child protection workforce, so that all staff and supervisors are clear on required capacity, expertise and accountabilities to deliver on UNHCR's mandate and responsibilities to children.

4. Increase the predictability of resources for children protection within UNHCR's existing funding, and increase targeted resource mobilization that can be translated into internal investments in child protection.

5. Clearly define what UNHCR coordination leadership in refugee settings means for child protection, and ensure dissemination and clarity with all operational partners and governments, as well as the appropriate level of skilled staff to lead.

6. Strengthen operational planning to incorporate child protection, and strengthen child protection staff skills in planning, decision-making and partnership management.

7. Increase the 'ownership' of child protection among senior leadership.

8. Reinforce child protection capacity at the regional level.

9. Strengthen the mainstreaming of child protection within UNHCR, and in line with the Child Protection Minimum Standards.

10. Continue strengthening the skills of the child protection workforce, with a focus on national staff.

11. Promote consistent understanding and increased knowledge of child protection across UNHCR.

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# List of acronyms and abbreviations

| | |
|---|---|
| AGD | Age, gender and diversity |
| BIA | Best Interests Assessment |
| BID | Best Interests Determination |
| BIP | Best Interests Procedure |
| CBI | Cash-based intervention |
| CBP | Community-based protection |
| CP | Child Protection |
| CPMS | Minimum Standards for Child Protection in Humanitarian Action |
| CPU | Child Protection Unit |
| DAC | Development Assistance Committee |
| EHAGL | East and Horn of Africa and Great Lakes |
| EQ | Evaluation question |
| EQA | Evaluation quality assurance |
| ERB | Ethical review board |
| ERG | Evaluation Reference Group |
| GBV | Gender-based violence |
| GLDC | Global Learning and Development Centre |
| GYAC | Global Youth Advisory Council |
| IDP | Internally displaced person |
| IP | Implementing Partner |
| MENA | Middle East and North Africa |
| MFT | Multi-functional Team |
| MYP | Multi-year planning |
| OECD | Organisation for Economic Co-operation and Development |
| OP | Operational Partner |
| OPS | Operational budget |
| PoC | Person of concern |
| PSS | Psychosocial support |
| RBM | Results-based management |
| RC | (UN) Resident Coordinator |
| RCO | (UN) Resident Coordination Office |
| RSD | Refugee status determination |

| | |
|---|---|
| SGBV | Sexual and gender-based violence |
| SOP | Standard Operating Procedures |
| ToR | Terms of Reference |
| TRSN | Tertiary Refugee Student Network |
| UASC | Unaccompanied and separated children |
| UNHCR | United Nations High Commissioner for Refugees |

# 1. Introduction

This report presents the findings, conclusions and recommendations arising from the decentralized evaluation of UNHCR's child protection (CP) programming. The evaluation took place between December 2020 and August 2021. It was managed by UNHCR's Child Protection Unit, and undertaken by an external independent evaluation team. The evaluation aimed to generate evidence and provide recommendations to inform the future of UNHCR's child protection programming. It inquired into a range of situations and contexts in which UNHCR responds. It was primarily concerned with data collection and analysis focused on a sample of UNHCR responses to understand the facilitating factors and limitations to child protection programming.

This evaluation was complemented by a separate parallel qualitative and quantitative data analysis initiative commissioned by the Child Protection Unit, which the evaluation was able to draw on. In addition, several concurrent evaluations were taking place at the time of this evaluation, and brief consultations between evaluation teams to identify any commonalities took place.[1]

## 1.1 Objective, purpose, audience

The purpose and objective of the evaluation remained consistent with the requirements of the Terms of Reference (ToR).

Purpose: to review UNHCR's child protection leadership role, strategies and programme performance to inform UNHCR's child protection strategy and the implementation of UNHCR child protection programming. Specifically, the findings and recommendations performed a learning function by aiming to:

- Enhance the protection of forcibly displaced children;
- Inform the theory and practice of child protection in UNHCR;
- Influence strategic direction and inform the development of a child protection strategy for UNHCR, global planning (including resourcing) and advocacy, and UNHCR's country programmes and partnerships; And
- Highlight how the child protection agenda is or could be central within broader work on forced displacement by UNHCR, authorities and partners.

Objective: to assess the past and current approaches to child protection by UNHCR, including:

- Strategies | Resources | Capacities | Partnerships | Results (where possible).

Audience: The primary audience for this evaluation is the Division of International Protection, UNHCR Country Offices, Regional Bureaux, and other related HQ Divisions. Secondary audiences include UNHCR's partners – including government and humanitarian and development actors.

[1] The team for the evaluation of UNHCR's child protection programming met with the teams for the evaluations of: UNHCR's age, gender and diversity (AGD) policy; UNHCR's approach to asylum capacity development; and UNHCR's approach to humanitarian and development cooperation.

The evaluation further provides an accountability function by holding UNHCR accountable to both populations of concern and donors for child protection outcomes.

### 1.1.1. Scope of the evaluation

The scope of the evaluation remained consistent with the requirements of the ToR and there were no significant deviations from these. The evaluation was able to include young persons of concern who were over 18 years of age.

**Table 1: Scope, inclusions and exclusions**

| Scope | Included | Excluded |
|---|---|---|
| **Temporal** | The period 2017–2019 was the main focus (since the 2017 evaluation).<br>The period 2013–2016 was included only in relation to topics that were not covered by the 2017 evaluation or that relate to the overall strategic direction of UNHCR's child protection programming. | Child protection programming prior to the 2017 evaluation unless the caveats mentioned for 2013–2016 apply. The evaluation, where possible, also drew from the findings and recommendations of previous child protection programming evaluations. |
| **Geographical** | The evaluation included global, regional and country-level child protection programming. | All regions were invited to participate. For feasibility of implementation, the scope was limited to virtual in-depth data collection in a sample of UNHCR responses i.e. 10 situations/countries. |
| **Thematic** | The evaluation included programme approaches that are (i) child protection focused; and (ii) child protection mainstreamed as per the Framework. | |
| **Legal and policy** | UNHCR's legal mandate with relevance to child protection includes:[2]<br>• Convention Relating to the Status of Refugees, 1951<br>• Protocol Relating to the Status of Refugees, 1967<br>• United Nations Convention on the Rights of the Child (UNCRC), 1989 and its Optional Protocols (2000, 2011)<br>• UNHCR Policy on Refugee Children, 1993<br>• UNHCR Executive Committee, Children at Risk EC/58/SC/CRP.7, 2007<br>• UNHCR Framework for Child Protection, 2012<br>• UN Global Compact for Refugees, 2016<br>• UNHCR Policy on Age, Gender and Diversity, 2018 | |
| **Persons of concern** | All categories of children affected by displacement were relevant to this evaluation. | The inquiry did not focus on children who are stateless. This is because a separate concurrent UNHCR evaluation focused exclusively on statelessness.[3] |

## 1.2 Object of the Evaluation

In 2012, UNHCR launched a Framework for Child Protection which set out six goals, each with proposed actions and benchmarks. Nine Child Protection Issue Briefs elaborate key actions in greater

[2] As appropriate, regional and national refugee, children and human rights instruments will be included.
[3] A discussion will be sought between the evaluation teams for this evaluation and the recent/concurrent evaluations to identify any areas/evidence of mutual interest that can be cross referenced in either of the final reports.

detail for specific areas of work.[4] Although there is some variance in how internal stakeholders categorize the Framework (for example, some see it as a 'strategy', others do not), there is a consensus that it represents the guiding architecture within which each country operation can develop its own child protection strategy.

The Framework brings together:

- Child protection activities that apply to all children | for example: child-friendly spaces (part of Goal 1);
- Specialized child protection activities that respond to specific needs | for example: establishing a Best Interests Procedure (parts of Goals 4 and 5); and
- Child protection-sensitive approaches within other sector activities (mainstreaming) | for example: child-sensitive sexual and gender-based violence (SGBV) strategy (Goal1).

The object of the evaluation was UNHCR's global child protection programming in the field within the context of delivering against its strategy described in the Framework for Child Protection (2012) and the contextual and institutional factors that facilitate and hinder implementation.

### 1.2.1. Intervention logic

UNHCR's approach to child protection programming is articulated in several key documents, namely the Framework for Child Protection, although the organization does not have a theory of change for child protection. The evaluation team has developed the following simple schema to start the thinking on how UNHCR currently articulates its child protection programming. The schema combines the goals and child protection system components from the Framework for Child Protection (2012) with the objective and outputs of the Results Framework. It does not purport to represent a holistic intervention logic or theory of change; rather, it highlights the basis for understanding UNHCR's objectives (goals), strategies (systems' components) and the related monitoring indicators.

**Table 2: Schema of UNHCR Child Protection Framework and results-based management**

<table>
<tr><td>Objective results-based management (RBM)</td><td colspan="2">Protection of children [is strengthened]</td><td>Outputs (RBM)</td></tr>
<tr><td rowspan="3">Goals (Framework for CP)</td><td>1. Girls and boys are safe where they live, learn and play</td><td>4. Girls and boys obtain legal documentation</td><td rowspan="3">Advocacy<br>Assessment and analysis<br>Best interests' procedures<br>Capacity development<br>Community-based child protection</td></tr>
<tr><td>2. Children's participation and capacity are integral to their protection</td><td>5. Girls and boys with specific needs receive targeted support</td></tr>
<tr><td>3. Girls and boys have access to child-friendly procedures</td><td>6. Girls and boys achieve durable solutions in their best interests</td></tr>
</table>

[4] In relation to birth registration, child recruitment, alternative care, child labour, mental health and psychosocial well-being of children, sexual violence against children, children with disabilities, community-based child protection mechanisms, and family tracing and reunification.

| | | |
|---|---|---|
| CP systems' components (Framework for CP) | Legal and policy framework<br>Knowledge and data<br>Coordination<br>Human and financial capacities<br>Prevention and response services<br>Advocacy and awareness-raising | Coordination and partnership mechanisms<br>Prevention and response services for adolescents<br>Prevention and response services for children at risk |

### 1.2.2. Integration with strategies and initiatives

The Framework also aligns with UNHCR's strategies for SGBV (2011) and education (2012–2016), and articulates how these two strategies advance the protection of children.[5] There are examples where CP has been incorporated into GBV initiatives such as the US-funded Safe From the Start project. A notable example of a UNHCR child protection initiative that articulates the components of the Framework is Live, Learn and Play Safe – a regional project in four countries focused on the protection of unaccompanied and separated children.[6] The Framework was complemented with a series of Child Protection Issue Briefs, which provided further guidance on its application in areas specific to child protection, and where these connect to other areas across UNHCR's work, such as community-based protection.[7]

While the Best Interests Procedure (BIP) and birth registration are examples of UNHCR interventions that are specifically child-focused, all protection procedures, including arrival and reception, registration, refugee status determination, and solutions, should be child-friendly.

These essential procedures link with other areas of UNHCR's core mandate, such as durable solutions, which must be equally child-friendly processes and sensitive to children's needs. For example, when seeking durable solutions for an unaccompanied child, the BIP serves as a guiding framework for child protection case management, within which a best interests assessment or best interests determination (BID) may be undertaken. BIP is part of Goals 4 and 5 in the Framework, and UNHCR's refugee registration and case management tool, ProGres v4, includes specific modules for child protection and SGBV case management.

Since UNHCR's Framework for Child Protection (2012) was launched, important guidance in the child protection sector has been released or revised including: the Minimum Standards for Child Protection in Humanitarian Settings (or Child Protection Minimum Standards),[8] revised in 2019 in part to include greater applicability to refugee, migrant, and displacement contexts; the Field Handbook and Toolkit on Unaccompanied and Separated Children (2016, 2017 respectively);[9] the Best Interests Procedure

[5] UNHCR, 2012, A Framework for the Protection of Children, p11; UNHCR issued a revised GBV policy in 2020, outside the period covered by the evaluation. It can be accessed here: https://www.unhcr.org/publications/brochures/5fa018914/unhcr-policy-prevention-risk-mitigation-response-gender-based-violence.html

[6] UNHCR, 2013, Live, Learn & Play Safe: Regional initiative 2014-2016 Protecting Children at Risk in Egypt, Ethiopia, Sudan and Yemen

[7] https://www.refworld.org/childprotectionissuebriefs.html

[8] https://alliancecpha.org/en/CPMS_home

[9] https://alliancecpha.org/en/uasc

Guidelines: Addressing and Determining the Best Interests of the Child (2021);[10] and the INSPIRE package (2016 onwards).[11]

[10] https://www.refworld.org/docid/5c18d7254.html
[11] https://www.end-violence.org/inspire

# 2. Evaluation Methodology and Limitations

## 2.1 Methodology

### 2.1.1. Evaluation framework

The evaluation adopted a criteria-based mixed methods approach and was non-experimental in nature. It is also not a theory-based evaluation, as the extent to which a theory of change exists and can be articulated is part of the evaluation process.

The selected criteria were drawn from the Organisation for Economic Co-operation and Development

(OECD) Development Assistance Committee (DAC), and Active Learning Network for Accountability and Performance (ALNAP) evaluation criteria, as well as areas of enquiry related to analysing UNHCR's strategy and capacity. A fifth area of enquiry focused on the formative aspect of the evaluation to inform the direction of the recommendations.

**Table 3: Evaluation criteria**

| Criteria | Type of criterion |
|---|---|
| Relevance and appropriateness | OECD DAC and ALNAP |
| Effectiveness | OECD DAC and ALNAP |
| Leadership, leveraging and partnerships | Enquiry criterion (strategic role) |
| Institutional capacity, resource allocations and efficiency | Enquiry criterion (capacity) |
| Recommendations and way forward | Enquiry criterion (formative) |

The criteria and evaluation questions were developed by UNHCR as the priority focus areas for the evaluation and will enable it to meet the evaluation's objectives. They were focused on understanding the strategy, programming and institutional needs of UNHCR's child protection programming. Elements of other typical OECD DAC criteria are present within the questions (e.g. efficiency) but are not a stand-alone criterion. The OECD DAC criterion of impact was not included as this focus of enquiry was outside the scope of the evaluation. The evaluation questions were further reviewed and prioritized in consultation with the Child Protection Unit (CPU) and Evaluation Reference Group (ERG). The core evaluation questions, the aims of each criterion, data sources and data collection methods can be found in Annex 2 of this report, containing the Evaluation Matrix.

The primary evaluation methods included the wide-ranging document review and data analysis, key informant interviews with UNHCR staff at global, regional and operational level, as well as external stakeholders. In addition, two quantitative surveys were distributed to incorporate a broader range of views from the country operations and refugees.

Consultations with the Child Protection Unit and the Regional Bureaux led to identification of over 206 internal and external stakeholders across multiple countries and regions for interviews during the data

collection period. To incorporate the views of refugees, the evaluation team invited members of the Global Youth Advisory Council to participate in key informant interviews, and an online survey was distributed through the Refugee Tertiary Student Network. A global survey was also used to capture the views of the child protection staff.

Further information on data collection methods and analysis, ethical considerations, data management, quality assurance and sampling criteria can be found in Annex 4.

## 2.1.2. Sampling

Extensive consideration was given to identifying a range of operations that reflected some of the diversity of UNHCR operations. The following table shows in summary the criteria that was used to purposively select operations.

In addition to the seven operations below, plus the Europe region, the evaluation also included three further regional perspectives for the Americas, Middle East and North Africa (MENA) and Asia. These are not comprehensive regional views but allowed the evaluation to slightly expand the participation of UNHCR perspectives

In the table below, the typology (categories) of UNHCR responses is taken from the ToR for this evaluation. It does not represent a set of designations formally used within UNHCR but rather a useful way of distinguishing between operations from the perspective of child protection responses. All of the operations that participated in the more in-depth enquiry for the evaluation included child protection activities. They are further categorized according to the size of the overall operational budgets, the child protection component of the budget, and the size of the population of children. Details on the designations (large, average etc.) are provided in Annex 6.

**Table 4: Original sampling criteria for focus operations**

| | Primary selection criteria | | | | | | | | | Secondary selection criteria | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Categories of UNHCR responses | | | | IDP/Refugee Setting | | | | | Urban/Rural and Camp Settings | | | | Large/Smaller scale refugee responses (based on budget size) | | |
| Regional Bureaux / Country Operations | Type 1. UNHCR supports government and local actions to deliver CP to refugee population | Type 2. UNHCR works in partnerships in large scale humanitarian responses to coordinate and deliver CP to refugees | Type 3. UNHCR works with 1-2 implementing partners to deliver CP directly | Type 4. UNHCR has limited CP response | Asylum Seekers | Refugees | IDPs | Stateless | Returnees | Urban | Rural | Settlements | On the Move | UNCHR budget 2019 (USD) | CP in total Operations budget | Children 0-17 (2019) |
| **Regional Bureau for West and Central Africa** | | | | | | | | | | | | | | | | |
| Cameroon | | | Type 3 | Type 4 | Yes | Yes | Yes | Yes | Yes | Yes | | Yes | | Medium | Below average | Medium |
| **Regional Bureau for the East and Horn of Africa, and the Great Lakes Region** | | | | | | | | | | | | | | | | |
| Ethiopia | | Type 2 | | | Yes | Yes | Yes | | Yes | Yes | | Yes | | Large | Below average | Large |
| **Regional Bureau for the Americas** | | | | | | | | | | | | | | | | |
| Costa Rica | Type 1 | | Type 3 | | Yes | Yes | | Yes | | Yes | | | | Smaller | Below average | Smaller |
| **Regional Bureau for Asia and the Pacific** | | | | | | | | | | | | | | | | |
| Thailand | Type 1 | Type 2 | | | Yes | Yes | | Yes | | Yes | | Yes | | Large | Above average | Large |
| Iran | | | Type 3 | | Yes | Yes | | Yes | | Yes | | Yes | | Smaller | Below average | Smaller |
| **Regional Bureau for the Middle East and North Africa** | | | | | | | | | | | | | | | | |
| Iraq | Type 1 | Type 2 | | | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | | Large | Average | Medium |
| Morocco | Type 1 | | | Type 4 | Yes | Yes | | | | Yes | | Yes | | Smaller | Below average | Smaller |
| **Regional Bureau for Europe** | | | | | | | | | | | | | | | | |
| European Migrant Response | Type 1 | | Type 3 | Type 4 | Yes | Yes | | | | Yes | | Yes | Yes | | | |

In order to incorporate wider perspectives, given that no two contexts are the same, the evaluation invited participation from relevant staff across a wider set of operations. The geographical inclusion of UNHCR and external stakeholders is illustrated in the diagram below.

**Figure 1: HQ, regions and countries included in the evaluation**[12]

The diagram shows the 'focus' and 'consultation' status across countries, regions and HQ. A focus country typically included interviews with between 8 and 10 stakeholders both internal and external to UNHCR including different categories of partners, plus a review of documentation (10–12 docs) related to child protection. A consultation country typically included interviews with 1 or 2 UNHCR staff and specific documentation on request.

A questionnaire was circulated to evaluation participants who work in operations. Staff from regions and countries that participated in addition to the focus and consultation countries include Southern Africa, Burundi, Djibouti, and multi-country offices.

## 2.2 Limitations and departures from the Terms of Reference

Due to COVID-19 travel restrictions in the sample countries and regions, in-person data collection was not possible. For this reason, children could not directly contribute to this evaluation. The evaluation team mitigated this limitation by including the voices of the global refugee youth, by interviewing the Global Youth Advisory Council members and inviting members of the Tertiary Refugee Student Network to respond to a short survey.

[12] Abbreviations: EHAGL = East and Horn of Africa and Great lakes Region, MENA = Middle East and North Africa, WCA = West and Central Africa

The operational nature of UNHCR and context instability meant that a small number of key informants from selected countries was available for interviews. In addition, the Colombia operation was forced to drop out from the evaluation due to an ongoing emergency. This limitation was mitigated by ensuring that a broader range of stakeholders from the different regions has been incorporated, including MENA, the Americas and Asia.

A notable difference from the original ToRs is the reformulation of the evaluation questions. During the consultations as part of the inception phase, the evaluation team and the Child Protection Unit revisited the evaluation questions to discern what exactly UNHCR aimed to understand as a result of the process. This led to significant rewording of most of the questions to capture the intent. The overarching criteria were maintained. During the report writing phase, the final criteria 'recommendations and way forward' was reframed as 'expectations of UNHCR's child protection response' to avoid confusion with the later section of the report which distils the recommendations of the evaluation.

An enquiry area of importance and interest to UNHCR is whether there are distinctions in the findings between operational settings that respond primarily to refugees and those that are focused more on internally displaced persons (IDPs). Overall, the evaluation was limited in its ability to distinguish consistently within the findings between different refugee and IDP contexts, and was limited particularly in its ability to extrapolate any distinctions to generalizable conclusions. The reason for this is the small sample size of operations overall, and the small sample of operations compared to all UNHCR operations. The strongest findings are those that are universal across multiple contexts and different settings. However, where possible, distinctions are noted between refugee and IDP settings.

# 3. Findings

The findings are focused on UNHCR's responses to child protection within the context of its global mandate and response to persons of concern. As per the scope, the evaluation did not focus on children affected by statelessness. There are both significant achievements and gaps. There is also a distinction between issues that can be argued to be 'child protection specific', meaning that results are both positive and negative due to UNHCR's prioritization and investment in child protection, and those that reflect enabling factors and barriers within the organization that may not uniquely impact child protection. There are external relevant factors, such as the national contexts within which UNHCR works. This may include the extent to which the national context itself is highly resource constrained (namely, a lack of availability of services and specialized partners), and can also include the extent to which delivering on UNHCR's mandate is facilitated or limited by authorities.

## 3.1 Relevance and appropriateness

### 3.1.1. EQ1. What child protection programming happens in practice?

**Key findings**

1.1 The Framework for Child Protection (2012) is mirrored closely and in depth in some operations, while in others, staff never refer to it in their work.

1.2 There is a very wide range of child protection activities implemented across operations including some highly sophisticated responses, but no common 'minimum approach' can be identified.

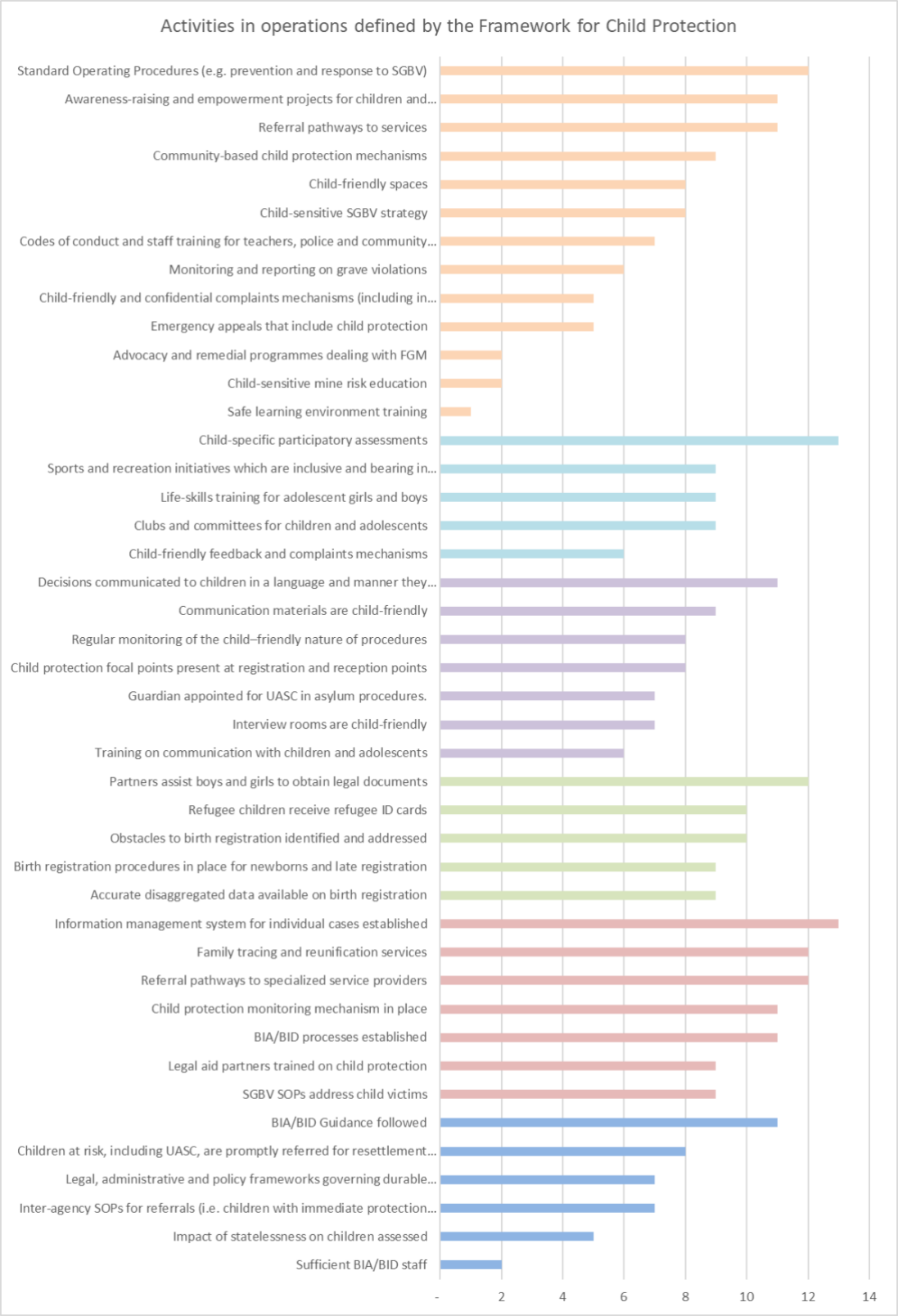
1.3 The quality of child protection outcomes is perceived as strongly correlating with the availability and expertise of both staff and partners.

#### Alignment with the Framework for Child Protection (2012)

UNHCR's operations' approaches to child protection vary according to their alignment with the 2012 Framework for Child Protection. There are clear examples of operational child protection strategies that are closely aligned with the Framework. These incorporate their analysis of the national context based on the six child protection system components in the Framework (legal and policy framework; knowledge and data; coordination; human and financial capacities; prevention and response activities; advocacy and awareness-raising). These operational strategies identified the needs and potential activities according to the Framework's six goals (safe place; children's participation; child-friendly procedures; legal documentation; targeted support; durable solutions). Other operations do not use the Framework language or conception, yet still often include a thorough contextual analysis of the protection needs of children.

Across most of the consultations, however, knowledge of the Framework is limited, with a notable proportion of UNHCR interlocuters acknowledging that it is not a reference document for them in their operational responses.

**Figure 2: Snapshot of activities in operations: Q7–12 in staff questionnaire[13]**




[13] Abbreviations: BIA = Best interests assessment, BID = Best interests determination, SGBV = Sexual and gender-based violence, SOP = Standard operation procedures, UASC = Unaccompanied and separated children

## Examples of child protection interventions in specific contexts

The evaluation included operations that implement child protection interventions. However, most operations typically focus on responsive actions to child protection concerns. Prevention activities, although sometimes incorporated, are cited more frequently as an important gap that UNHCR staff want to address, increase or introduce. Resources – human and financial – and a lack of prioritization were frequently cited as an inhibiting factor for undertaking more prevention work. There is significant variation across the operations, and no 'minimum approach' was identified that is implemented in every operation – that is, there was no core set of child protection activities or interventions undertaken across all or the majority of contexts. The child protection data report identified a list of the most commonly reported interventions, however they are not consistently implemented across operations. Responding to unaccompanied children, clearly one of the most vulnerable categories, is almost universal; all but one of the operations consulted as part of this evaluation has a specific response to unaccompanied and separated children. The single outlier is not able to implement a response due to sensitivities around the government's position.

Responses to the questionnaire for operational staff did not identify any activities that were universal to all contexts as they are defined in the Framework for Child Protection. Figure 2 above shows the questionnaire responses to EQs 7 to 12, enquiring which activities foreseen in the Framework are currently being implementing in the respondent's operation. Although there is no core set of activities implemented consistently, there is a core set of activities that emerges from some frequently selected interventions, which has the potential to be a useful starting point for developing more predictable child protection responses.

**Box: Good practice: Strengthening policies and practices for unaccompanied and separated children in Western Europe**

In 2016, UNHCR, together with UNICEF and the International Rescue Committee (IRC), established a consultative process to support states to better operationalize their response for the protection of unaccompanied and separated children (UASC) in Europe – the Roadmap to Strengthen Policies and Practices. Three Europe-wide consultations (Rome, Belgrade and Berlin) with over 1,000 professionals (social workers, lawyers, teachers, among others) were undertaken to develop concrete recommendations for better operationalization of existing child protection standards to keep unaccompanied and separated children safe.

A round table, organized by the Swedish government, was held with nine European States to discuss the key recommendations for practitioners. Included in the consultation process were European Union (EU) actors as well as over 50 UASC living in Europe. The consultative process produced concrete recommendations on a way forward for an efficient and harmonized process which ensures children are protected and can access procedures and solutions in accordance with their best interests. "The Way Forward: Strengthening Policies and Practices for Unaccompanied and Separated Children in Western Europe" was launched in July 2017.

The initiative built on a prior project, "The Way Forward", funded by the European Commission's Directorate General for Justice and aimed at ensuring that the best interests of UASC are upheld in all child protection processes, case management, and decision-making regarding the child. The project was managed by the Regional Representation for EU Affairs, with seven UNHCR country offices implementing activities at national level over 20 months (2017–2019). It focused on the strengthening of best interests, mapping the protection of unaccompanied and separated children at national level, facilitating capacity-building for guardians and other

relevant stakeholders, and engaging with key regional and national stakeholders to improve the care and protection of unaccompanied and separated children.

Central to all actions undertaken by UNHCR at international, regional and national level is the involvement of people of concern. Child and youth participation was mainstreamed throughout the project, whereby country offices sought to involve UASC, both current and former, to collect and contribute their opinions and experiences of current child protection, guardianship, reception and legal practices. In total the project reached out to and involved 422 UASC across the respective seven participating countries.

Source: UNHCR, Child Protection Practices in UNHCR, 2021

Where operations incorporate child protection approaches, the responses increased in sophistication. One example from a European country showed UNHCR staff building on the effectiveness of complementary pathways for entering the country through university placements. A country operation was exploring whether this mechanism could be adopted for children younger than university age to access to education as part of a complementary pathway. In the East and Horn of Africa and Great Lakes, the child protection systems approach of the Framework was taken up by UNHCR in partnership with UNICEF to develop a comprehensive step-by-step guide to working towards the inclusion of refugee children in national child protection systems.[14] This comprehensive guidance was based on a detailed study of promising practices and entry points for making sustainable links between humanitarian and development child protection approaches. Several examples focus on including refugee children in national plans, policies and legislation, and extending the remits of social workers and other protection staff to work with refugee children.[15]

The situations and responses where child protection needs and considerations are present are also increasing in complexity and require ever-increasing sophistication, such as in the Americas region or Europe where complex legislation is being evolved and interpreted by States. A challenging area is age-assessment of children and young people and several UNHCR offices are increasingly finding that they need to engage more with their government counterparts. A depth of understanding, literature and positioning is needed to address the fact that some States are using age-assessment techniques despite UNHCR's objections to it.

## Respondents' perceptions on the level of achievement of results

Two key internal and external factors influence the extent to which an operation is focused on child protection activities and results. These both have positive and negative effects, and were consistently identified across contexts and operations. Firstly, internally, child protection responses are strongly perceived as dependent on the child protection-specific knowledge and experience of UNHCR staff. Inevitably, this meant that there is a correlation between well experienced child protection staff and better child protection outcomes, while the inverse is also true: less experienced staff means fewer or lower quality outcomes. Secondly, and externally, the expertise and availability of partners is also a

[14] UNICEF and UNHCR, Inclusion of Refugee Children in National Child Protection Systems: Guidance for Practitioners in East Africa, October 2017.
[15] UNHCR and UNICEF, Bridging the Humanitarian-Development Divide for Refugee Children in Eastern Africa and the Great Lakes Region: Mapping Existing National Child Protection Practice, 2018.

major influencing factor on child protection activities and results. Both the technical knowledge and expertise of implementing partners, and even their presence, is not predictable. Child protection outcomes are particularly affected when both partner and staff child protection expertise are lacking.

UNHCR child protection focal points and staff observed that the results-based monitoring system indicators do not capture activities thoroughly, and its focus on quantitative monitoring means that the quality of interventions and results are not recorded. This was especially expressed in relation to IDP settings.

Another influencing factor for achieving results is the allocation and consistency of financial resources. The inconsistencies of budget allocations for child protection and the consequences are discussed in response to EQ7.

### 3.1.2. EQ1b. To what extent are child protection approaches and activities mainstreamed in sectors such as education, settlement and other sectors?

**Key findings**

1.4 Mainstreaming of child protection into other activities is present, particularly community-based protection (CBP), GBV and protection in general, with some minority examples of a comprehensive approach across multiple teams and areas of work.

1.5 Most contexts reported inconsistent or narrow mainstreaming results, with working in silos as a prevalent issue.

1.6 Targeted initiatives (e.g. cash-based interventions/CBI and CP) and some existing structures (e.g. multi-functional teams/MFTs) providing impetus and mechanisms for mainstreaming child protection.

UNHCR Asia region's data analysis across 11 countries found that less than half had a child protection strategy and a child protection action plan.[16] This was despite all operations identifying child protection concerns in their situation analyses. Country operational-level plans contained examples of detailed child protection analyses but these were often only partially integrated with other technical areas and workstreams, most typically GBV and education. In other cases there were clear aspirations to fully integrate and mainstream child protection considerations into all programmatic and technical areas, but later updates showed that this remained an action point with few initiatives having been taken.

> Specialized child protection programming and mainstreaming – one without the other is never enough; there needs to be balance.
>
> UNHCR Protection Officer

> Child protection has become part of structural activities (on a monthly basis), we're still working on the recommendations from the child-focused project. It has become part of the discourse with stakeholders (members of parliament, etc.).

[16] 45 per cent of the survey sample of operations had a CP strategy and a CP action plan. The same proportion had a GBV strategy and a GBV action plan, but the overlap between operations on CP and GBV meant that only 27 per cent had both CP and GBV strategies and action plans. UNHCR, Baseline: Child Protection and GBV in Asia, 2020.

There are examples of comprehensive mainstreaming approaches in a minority of operations, particularly where Multi-Functional Teams (MFTs) are working in such a way that child protection issues are included. In one operation, child protection focal point roles have been assigned to one individual in almost all sections – both within legal protection and within programmes – to facilitate exchange of information across teams. There are also examples of targeted mainstreaming, such as efforts to mainstream child protection into community-based protection work.

Some major initiatives have been undertaken such as the research and guidelines produced on using cash-based interventions for promoting child protection outcomes.[17] These set out clear rationales for the link between the two areas of work. There is a risk that very comprehensive guidelines on any technical area including mainstreaming can come across as overwhelming as many additional actions are suggested. However, the CBI and child protection guidance emphasizes how specialists might consider things differently, and how the CBI and CP staff can work collaboratively and increase understanding of each other's technical areas.

**Box: Promising practice: Reducing harmful coping mechanisms by supporting families to meet basic needs in Lebanon**

In an effort to address some of the underlying drivers of child labour, UNHCR is providing multi-purpose cash assistance (MPCA) to households, alongside food and winter cash assistance; as well as time-bound cash assistance (PCAP) to assist with responding to specific protection needs, mainly sexual and gender-based violence (PCAP). This is part of a pilot study, the results of which were published in 2020.

Cash assistance influenced child labour indirectly through its impact on structural drivers such as poverty and indebtedness, schooling and harmful coping mechanisms. Households receiving cash assistance would be able to address structural drivers, such as schooling and indebtedness, which would in turn lead to the reduction of child labour.

Discontinuation of the programme resulted in adolescents resuming work to support their families; withdrawal from school was less likely if the MPCA continued, supplemented by assistance from other agencies.

Source: https://reliefweb.int/sites/reliefweb.int/files/resources/single_pages.pdf

Overall, there is frequent reporting by UNHCR staff of continued working in silos within protection, and between protection and other sectors. Apart from the examples above, there are examples of specific initiatives, effective working relationships, and exchanging of information. But no significant evidence was identified regarding systematic mainstreaming of child protection into UNHCR's areas of work.

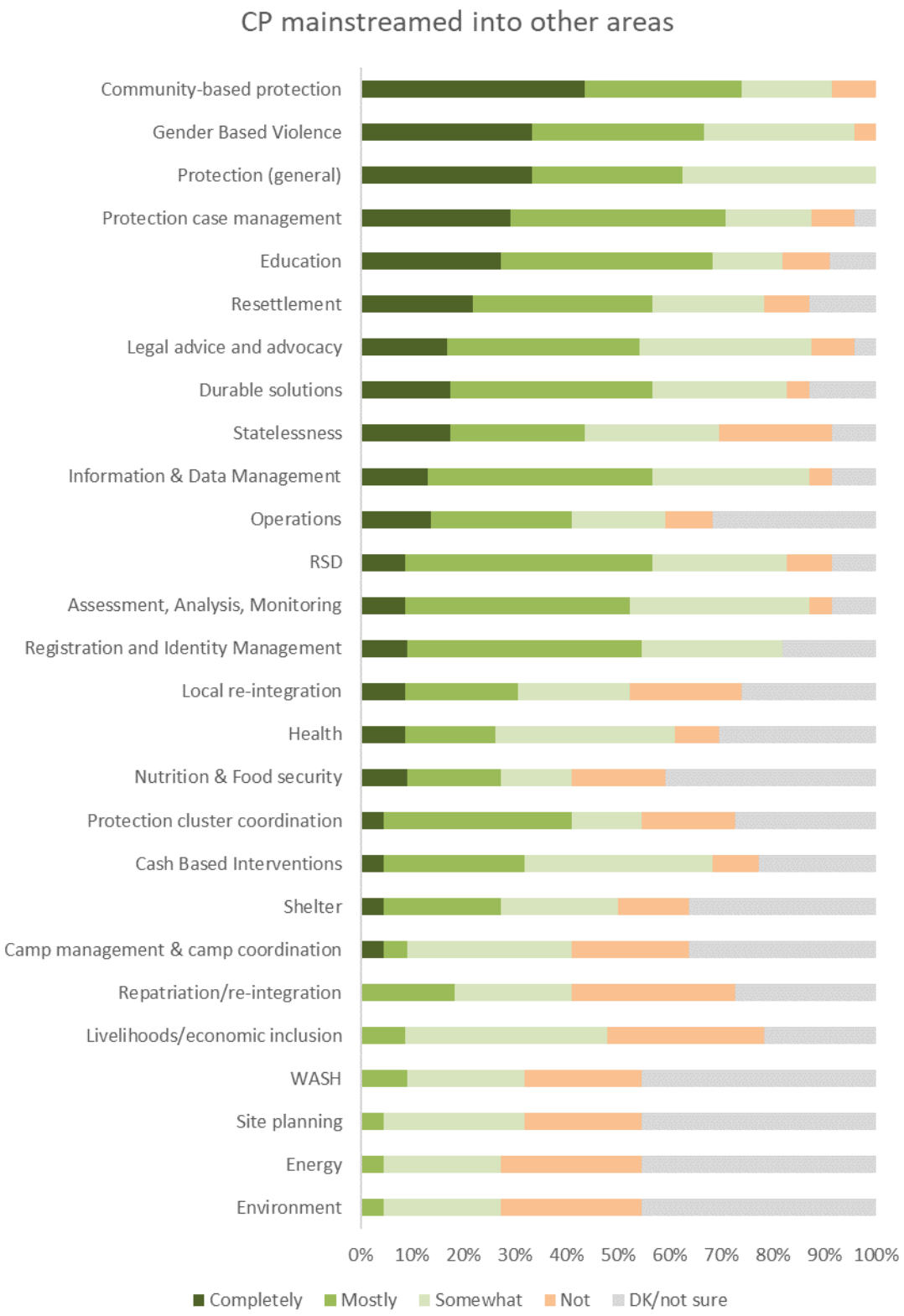
The questionnaire for operational staff asked for respondent's views on the extent to which child protection is mainstreamed in their operations. The responses are reproduced below and show that respondents most frequently indicated several areas where child protection is completely or mostly mainstreamed: CBP, GBV, protection (general), protection case management, education, resettlement,

[17] UNHCR, Guidance on Promoting Child Protection Outcomes through Cash-based Interventions, 2021; and UNHCR, Summary of Findings: Impact of Cash Based Interventions (CBI) on Protection Outcomes, 2019.

legal advice and advocacy, among others. All respondents thought that child protection was mainstreamed in two specific areas: protection (general) and registration and identity management.

Respondents thought that child protection was not completely mainstreamed in six areas: environment, energy, site planning, WASH, livelihoods/economic inclusion, repatriation/re-integration.

**Figure 3: The extent that child protection is mainstreamed: Q3 of staff questionnaire**



### 3.1.3. EQ2. Why does UNHCR make decisions to work on certain things and not others?

**Key findings**

2.1 The main internal influencing factor for child protection prioritization is dependent on the operation's leadership and the weight that senior management place on child protection, particularly in resource constrained contexts.

2.2 Child protection prioritization is further adversely affected by insufficient influence of child protection staff and specialists in decision-making. This is due to multiple reasons including the seniority of child protection staff or their status as affiliate workforce, the rotation system, the fact that child protection staff do not control the budgets for child protection, and perceptions of hierarchies of protection areas.

2.3 Both multi-year planning and MFTs provide opportunities for including and advancing child protection activities.

2.4 External factors such as government and donor priorities can influence child protection prioritization both positively and negatively.

#### Prioritization and management

Whether or not child protection is prioritized is universally agreed (among UNHCR internal staff) to be dependent on whether or not the management and leadership recognized and promoted its relevance and importance. The advantages of this are the extent to which there are dedicated resources – both human and financial – for child protection, but this also influences the degree to which child protection needs and priorities are integrated across the operation's technical and programmatic areas.

#### Managing external factors

Factors that are conducive to incorporating child protection activities and objectives included the attitudes and priorities of the host government. There are a number of national contexts in which child rights are strongly visible and therefore UNHCR's alignment with national laws and policies naturally and more easily incorporates the emphasis on children and child protection. This does not always mean that the national authorities are well resourced, but the foundations for collaboration are laid from the start. Conversely, in other contexts, raising certain child protection issues (for example, child marriage) by UNHCR is effectively prohibited by some national authorities. This places particular pressure on UNHCR staff if applying international standards to contested issues will jeopardize their relationship with a government and ultimately risk expulsion from a country.

Another external factor is the expectations of donors regarding the resources that UNHCR allocates to child protection. This is perceived by management as a positive incentive or an imposed requirement depending on the point of view of the respondent.

#### Financial constraints

From a management perspective, where there is a chronic lack of resources, basic needs (water, food, shelter) are argued to always be in need of prioritization. Financial constraints are not only affecting

UNHCR and the wider humanitarian sector is also under increasing pressure. But in one operation the view from partners is that they were not even sure if UNHCR had any kind of budget for their own child protection work. There are two issues here. The first is that some operations are underfunded which inevitably impacts on all activities, including child protection. The second is a prioritization issue in underfunded operations where child protection is low on the list for funding, compared to other activities. There is inconsistency in levels of child protection funding, with some operations allocating to it a low percentage of their overall budget, despite having significant needs in the sector and partners with low child protection capacity. The percentage of budget allocation is not related to needs.

While the operational budget is generally underfunded, further issues also relate to financial management with an impact on child protection activities, leading to the cancellation of some that are already in progress. A partner described the impact as "catastrophic" for children's protection.

> It's a bit worse for child protection – you can receive a child who needs non-food items and... the services are not there, [they are] eliminated. Before, you could identify and refer directly, [but] now they say 'no funds'. A child who needs things – there isn't anything for them. There is nothing to offer them.
>
> Child Protection Partner, Rural Refugee and IDP response

A partner's account of the experience of working with UNHCR in a mixed-movement setting was that year-on-year they had to reduce the number of beneficiaries they worked with. The changes have been dramatic since the partner staff member began working in the area. But of even more serious concern are activities that are cancelled mid-programme cycle, a recurring theme from both staff and partners working on child protection. The inconsistency or sudden reduction of resources for child protection causes palpable frustration among staff and partners.

> The refugees are always there. The funds are not.
>
> Child Protection Partner, Rural Refugee and IDP response

> We need to prioritize the workforce … If most of the population are children, what are we doing?
>
> UNHCR Child Protection Officer, Mixed refugee and IDP response

## Internal hierarchies and child protection staff participation in decision-making

Several complicated institutional issues within UNHCR impact negatively on the organization's consistency and prioritization of child protection in operations. The first is the hierarchical nature of the organization which means that, regardless of technical expertise, more junior professional level staff have less influence compared to those who are more senior. Staff who are N or GS level are usually even further removed from decision-making processes.

The second institutional context is a general separation of some child protection (and possibly other protection) staff from operational/programmatic decision-making processes. This means that child protection staff typically do not hold responsibility for a budget and therefore do not control the expenditure for the relevant activities. Child protection staff reported situations in which the budget for

activities was abruptly cut during a programme cycle – thus not as part of the planning process – without their advance knowledge.

A third factor is the rotation system within UNHCR and a fourth are the contracts for the affiliated workforces through which a significant proportion of child protection staff are hired. The deployment of child protection staff means that individuals often arrived after an operational plan was put in place. Affiliate workforce staff often find they lack influence in operational decision-making because, despite their expertise in child protection, they are often not considered as staff members as such.

Even when present, child protection staff and focal points – international, national, senior and junior alike – frequently report they do not participate in the identification of priorities, the planning and the decision-making. A high proportion of child protection staff said they did not know the reasons for decisions that affected child protection activities and resourcing, and that they were often not consulted on budgets and associated programming cuts, and they were not given sufficient notice to responsibly hand over programmes and activities – especially case management.

This situation was particularly acute and had serious consequences when decisions were made to withdraw from a geographic area or from a particular activity, including case management. Examples were given such as child protection staff being informed that they had two weeks to make alternative arrangements and hand over not insignificant caseloads to partners. Axing partner-led activities also has consequences for the organizations which had planned the year ahead based on a budget agreed between them and UNHCR. Ultimately both UNHCR and its partners effectively renege on commitments that they have made to populations of concern by suddenly withdrawing services and support. Any kind of exit should ensure sufficient notice for UNHCR staff, partners and communities. Negotiations should take place with partners and UNHCR should undertake due diligence to ensure that partners can in fact take on any additional responsibilities, especially where UNHCR is not providing any further financial resources.

## Hierarchy of protection

The perception of child protection – what it consists of, what its purposes are – varied across staff within UNHCR. There are examples of operations where child protection is a distinct strand of work within the protection section, and is considered as important as other forms of protection, including legal protection. But often, child protection is organized as a sub-section of community-based protection. This has implications for the visibility of child protection, and staff believed that this is sometimes due to a perception of a hierarchy of importance within which legal protection is deemed more ‘important’ than other forms of protection. This also has implications for child protection being assigned to a focal point, an individual who often has multiple other responsibilities. EQ6 provides a more detailed discussion on this issue. A further consideration is that some child protection responses are community-based, while others are not (e.g. BIP). Subsuming child protection within community-based protection may well strengthen some aspects that are well aligned with CBP but conversely risks the omission of CP responses that do not fit well with CBP approaches.

A minority view among staff is that ‘programming’ was taking priority over protection although this was based on perceptions rather than any evidence that the evaluation was able to generate. But referring to the issue of poor, or lack of, involvement of child protection staff in decision-making, others expressed an expectation that protection staff (including child protection staff) should assert themselves in

decision-making fora. CP staff should not assume they are not supposed to be at the decision-making table. Such participation is difficult to achieve, especially if child protection staff are relatively junior, or on temporary contracts, and if management does not encourage or support their involvement.

### Multi-functional teams (MFTs)

An important mechanism for decision-making is the Multi-Functional Team that meets periodically within operations. The composition of MFTs includes representatives from various programme and technical support teams and anecdotally if 'protection' is represented by one person then the multiple strands within protection may not each carry the appropriate weight or get sufficient attention in discussions and planning. An observation by both protection and programming staff is that protection staff were often "less well versed" in the language and practices of 'programming' which is used for budgeting and decision-making. A further observation from programming staff was that at the operational level 'sharing' resources or treating the operational programme as a cohesive whole could be affected by internal competition for resources and reinforce working in silos.

### The potential for more effective results through multi-year planning

A change in perspectives is evident however with the introduction of the multi-year planning (MYP) process. Although still in its early days, and with apprehension among some staff who acknowledge that multi-year budgets are not necessarily guaranteed, staff agree that the requirement to plan for a longer term created the potential for more strategic approaches to child protection. The approach was reported by staff with a child protection focus to have changed how they thought positively about implementing longer term key strategies such as integration of children into national systems and strengthening of national child protection systems.

## 3.2 Leadership, leveraging and partnership

### 3.2.1. EQ3. What are the strengths and challenges in carrying out UNHCR's responsibilities for child protection coordination in refugee settings?

**Key findings**

3.1 UNHCR leads or co-leads child protection coordination most effectively in refugee settings compared to IDP settings, where the organization is perceived as not prioritizing participation in child protection coordination as strongly.

3.2 In refugee settings, UNHCR's child protection coordination is undermined when there is a lack of availability of child protection specialists and financial resources.

3.3 External stakeholders are more aware than internal staff of the changing external environment for UN agencies, such as UN reform, which they see as having the potential to impact on coordination – including child protection coordination.

## UNHCR leadership and engagement in child protection coordination

UNHCR is responsible for coordination in refugee responses. It leads the protection working group and ensures that other sectors, including those led by other agencies, have appropriate expertise and experience in place. For child protection, the coordination mechanism in refugee situations and mixed settings is often led or co-led by a combination of the government (where possible), UNHCR, UNICEF, and at times an NGO operational partner. Staffing the child protection coordinator and information management positions is often undertaken by operational partners like UNICEF or Save the Children, even at times in refugee contexts, pending availability of UNHCR staffing and resources, with UNICEF most often – but not always – ensuring (staffing) the coordinator is in place. Staff and partners alike frequently state that UNHCR is an active participating member of child protection coordination mechanisms. There is wide-ranging positive feedback about the organization's participation and contribution.

Where there are criticisms from partners, these are usually focused in two areas: first, at country-level, there is a perception of lack of prioritization of child protection broadly – and specifically for coordination – within IDP settings. Even in contexts where UNHCR was reportedly leading a strong Protection Cluster, integration of child protection was reportedly weak or absent. Second, within global or regional inter-agency settings, there is criticism of the timeliness of UNHCR's inputs. Although UNHCR is lauded for consistently providing high quality contributions or feedback (for example within consultation processes or the development of standard operating procedures), sometimes the inputs were either too late because activities had already been put in place, or a time-sensitive process was inconveniently delayed. The main reason for UNHCR being seen as slow to respond was the lack of internal staff capacity and resources to deliver on multiple demands.

When UNHCR led on child protection coordination, the experiences of partners – both UN and international non-governmental organizations – were mixed. At its best, UNHCR is recognized for demonstrating its leadership and child protection technical capabilities. But partners sometimes find the organization's child protection coordination role to be inconsistent, not only between operations and countries, but also within an operation over a given period of time. This was largely reported by external stakeholders as being due to the unreliable availability of dedicated child protection staff and resources for child protection. UNHCR staff also note a lack of commitment to engaging on child protection coordination within IDP contexts, as well as integrating child protection within the UNHCR-led protection cluster in the absence of other child protection actors who are present and willing to lead child protection coordination. At its most challenging, UNHCR was criticized for being perceived as 'difficult', which external partners attributed to competitiveness over control.

Whether in refugee or mixed settings, UNHCR's coordination roles, including in child protection, are undermined by its own lack of resources – human, financial, and in technical child protection expertise. As resources decline, other partners operating in a given situation see gaps in coordination and step in to fill them, and not necessarily in consultation with UNHCR.

> We try as much as possible to implement the refugee coordination model, but as soon as there's a decrease of resources, then we have other actors who start taking space. It can be difficult to regain that role.
>
> UNHCR Community-based Protection Officer, Refugee Response

### Changing external environment

Stakeholders within UNHCR and among its UN partners are cognizant of the frameworks that should support more coordinated responses to refugees, including the Global Compact on Refugees (GCR). External stakeholders expressed respect for the GCR but are concerned by what they perceive as a lack of accountability mechanisms for UNHCR's coordination roles on protection, including child protection. The UN System Reform process continues to move ahead at pace and there is a view from some interlocuters that the reinvigorated visibility, accountability and coordination strengths of the Resident Coordinator's Office (RCO) could subsume UNHCR's coordination role in some situations if its resources continue to decline. This does not mean that external partners do not respect UNHCR's mandate, but their perspective reflects what they see as the changing external environment for UN agencies.

> They really need child protection experts.
>
> Partner, urban refugee response

The feedback from both internal and external stakeholders is that UNHCR's child protection coordination in refugee settings needs the appropriate level of resources to support implementing partners, and needs dedicated child protection staff to effectively coordinate both implementing and operational partners. In multiple instances these elements are inadequate or inconsistently present.

## 3.2.2. EQ4. What must UNHCR do itself, and what should partners do?

**Key findings**

4.1 Insightful situation analyses frequently inform operations' understanding of the protection needs of children, but sometimes lack a thorough partner mapping to support strategizing UNHCR's and partners' responses. This is essential because contextual factors influence the roles of both UNHCR and partners whether government or non-government.

4.2 Wherever UNHCR leads (in coordination mechanisms or task forces within them), to be effective it needs to ensure staff are present with the requisite specialist experience to bring the full weight of UNHCR's expertise to bear on assisting child refugees.

4.3 UNHCR plays a specific and unique role in advocacy by generating credible and reliable data on refugee children. There are opportunities for UNHCR to further its role in advocacy by working jointly with partners.

### Contextual factors dictate the roles of UNHCR and partners

It was not possible to derive a formula to determine exactly what UNHCR or its partners should do in any given situation because many factors are involved, particularly the national context, the government's approach and the capacity of partners. The needs analyses of several operations provide a relatively in-depth examination of the child rights and child protection needs in the country for children who are refugees or otherwise persons (children) of concern. There is often appropriate disaggregation of sex and age to discuss the specific risk and needs profiles of different groups of children. They typically include an analysis of the legal and policy framework, as well as the key government ministries, thus providing important context. But the analyses do not always go as far as mapping the partner

landscape and capacities and the ways of working with both partners and governments that will affect UNHCR's operations.

The child protection expertise of partners in some countries, plus language skills, and the preference of the government to work through national or local organizations, means that they are best placed to work directly with persons of concern, including children. This places UNHCR appropriately in a supporting and coordinating role in countries where the overall numbers of persons of concern are relatively small.

However, there are other situations where governments prefer national and local partners but these are not sufficiently capacitated, placing UNHCR in a difficult position. There are still other situations where the government permits UNHCR to work with persons of concern but does not allow involvement of other UN agencies even though they are present. The diversity of factors that facilitate or limit UNHCR's actions partially accounts for the variation in operations' responses to child protection.

## UNHCR's coordination role in child protection

In refugee as well as mixed settings, UNHCR's mandate remains the core mechanism which legitimizes its presence and response. In refugee settings, especially when UNHCR is the major international actor, this means that the organization needs to ensure that all aspects of protection and programming are delivered, including child protection in small operations where other international actors are not present. The main concern among internal and external stakeholders is the need for suitably qualified and experienced child protection specialists engaged in the coordination mechanism, so that they can contribute UNHCR's specific and unique expertise to benefit the coordination mechanism, and to lead where required. For example, UNHCR often leads Case Management Task Forces within child protection coordination mechanisms; however, this requires having technically sound staff with appropriate case management expertise, including in BIP and undertaking BIDs if needed, to help develop protocols and train implementing partners (IPs) and operational partners (OPs). As seen below in EQ6, in the discussion on specialization and generalization, the technical capacities of staff focused on child protection requires expertise that is sufficient and broad enough to coordinate a significant range of activities.

**Box: Good practice: Regional Safe Spaces Network: cross-border protection**

Latin America is experiencing significant movements of highly vulnerable people moving rapidly across the region. People on the move are exposed to a variety of risks and, in particular, violence and exploitation are disproportionally affecting women, girls, boys, LGBTI people and people with disabilities. Yet these are also the groups that are most difficult to reach. Moreover, the situation is characterized by a lack of coordination between protection responders across borders and limited information management systems.

To respond to these issues, the Regional Safe Spaces Network – a regional multi-sectoral inter-agency protection coordination mechanism – was established. As of 2019 more than 110 actors engaged in this cross-border initiative.

Its main goals are to increase identification of people with international protection needs, survivors of SGBV, children at risk, victims of trafficking and other people with specific needs and to ensure their access to protection, cross-border case management and multi-sectoral services along the migration route and for the

duration of the displacement. Members of the Network strengthened coordination and expanded its activities and geographical coverage with a phased approach to enhance the use of resources and standardize protection across countries. Three pilot countries (Costa Rica, Guatemala and Mexico) provided the platform for this expansion and the inclusion of new members working in different areas.

Refugees are identified amid regular mixed movements and then referred to safe protection services along the routes. Refugee and host communities were moreover empowered through their direct participation as members in the network, engaging in awareness raising, identification and referrals and being part of a broader network in 14 different countries. BIAs for children at heightened risk are conducted by network members and referred on to other members for follow up. BIDs are usually conducted by government institutions, who in some cases are also part of the network.

Most vulnerable people such as survivors of sexual and gender-based violence, children at risk, victims of trafficking and LGBTI receive specialized protection support and multi-sectoral services across countries creating a community network around safe spaces. Over 30,000 women, girls, men, boys and LGBTI people were directly impacted and received services. This included family reunification, health care, legal aid, psychological support, safe shelter, livelihoods, and use of the best interests procedure for children.

Source: UNHCR, Child Protection Practices in UNHCR, 2021

### UNHCR's advocacy role

UNHCR's data on the situations of children affected by forced displacement is highly valued by partners for their own as well as joint advocacy initiatives. A further role to which UNHCR can contribute has been identified by child protection staff and concerns documenting and providing solutions and recommendations for policies and actions aimed at governments. Staff and partners appreciate that is not necessarily a simple task because each national context is unique. Nevertheless, there is a demand from governments for practical examples of child protection responses to refugee children that are relevant to their contexts. This is indicative of the need to tailor UNHCR's key messages to regional contexts, but also to individual countries by the country offices.

## 3.2.3. EQ5. How well is UNHCR delivering on the Principles of Partnership in child protection?

**Key findings**

5.1 UNHCR operates the principles of transparency and complementarity most effectively in advocacy contexts where it generates and shares data with partners and works collaboratively.

5.2 The principle of equality was perceived externally by partners most frequently in low resource settings where no one agency had more power by virtue of having a significantly greater amount of resources.

5.3 The humanitarian-development continuum highlights the need for UNHCR to partner with organizations that have development expertise, to which UNHCR brings its humanitarian expertise.

The principles of partnership are: Equality, Transparency, Result-oriented approach, Responsibility, and Complementarity.[18]

## Partnership in advocacy and influencing

There are operations where UNHCR's role as an advocacy partner is highly valued by child protection partners and stakeholders of all types. This is not universal as UNHCR does not engage strongly in advocacy in all operations, but there are examples where the ability of UNHCR to navigate multiple networks of civil society organizations and build relationships with individual organizations is consistently recognized. Sharing of information and data is a strong advantage of working with UNHCR from partners' perspectives, and the sensitivity that UNHCR demonstrates in managing its participation in various child protection fora is appreciated. It is perceived as a powerful entity by partners, but one that is respectful and that conscientiously avoids dominating or taking over processes. In some regions UNHCR is particularly strong in the area of advocacy, and there is also demand from partners across most regions for the organization to play this role more systematically.

> UNHCR is a very reliable counterpart, when we receive an opinion, facts, figures, they will be very reliable. They are an organization based on fundamental rights.
>
> Partner

## Managing partnerships and power

A pattern emerged from the perspective of partners that UNHCR is likely to be more collaborative in lower-resourced contexts compared to higher-resourced ones. The reasons are several with a key factor being the incentivization for collaboration and cooperation to pool what limited resources are available. Power and control are more likely to be shared and partners participate on a more equal footing with each other.

> Quiet competition is ongoing. There is an issue of trust, particularly around resources and how they will be impacted in the future.
>
> UN Partner

Some UNHCR partners working in child protection are small organizations without the necessary specialized staff and need considerable guidance and capacity-building, while others are highly sophisticated, with greater experience and more advanced child protection expertise than UNHCR staff in a given operation. In all scenarios, UNHCR's staff need a certain level of technical expertise to ascertain the skills and capacities of partners, and provide capacity strengthening where appropriate. But the appropriate levels of expertise in child protection and experience in partner management are not always present within all UNHCR operations or offices.

[18] Principles of Partnership. A Statement of Commitment Endorsed by the Global Humanitarian Platform, 12 July 2007. https://www.unhcr.org/5735bd464.pdf

> The partnership with other organizations is effective, but personally I feel that partnering with only one organization in a specific field or sector is not enough, they can't reach everyone, sometimes the work is delayed, it sometimes overburdens these organizations. There is only one partner that focuses on protection issues working with children, youth, with girls.
>
> Former resident of a UNHCR settlement

### Humanitarian and development continuum

There is tension between UNHCR and some partners expressed by external stakeholders around UNHCR's understanding of how humanitarian architecture moves from short-term to long-term solutions. Child protection for UNHCR diverges somewhat from wider views in the organization reported in the evaluation of UNHCR's engagement in humanitarian-development cooperation. This evaluation has noted that parts of UNHCR have potentially seen it taking on a facilitation role to increase the engagement of development actors and that this was seen as a route to enable UNHCR to scale back its activities.[19] However, child protection systems in many UNHCR operations are perceived to be very limited in terms of their overall capacity as well as their integration of refugee children. Broader social welfare systems may be more advanced. But compared to a more established sector like education, there is often a gap in terms of capacities within the national child protection system. Therefore, in the context of child protection, the humanitarian-development continuum is potentially a more complex and longer-term endeavour than other areas. This highlights further the need for effective partnerships with development actors, as many UNHCR staff acknowledged. The organization's strengths are based on 70 years of humanitarian action and its expertise lies primarily and extensively in responding to emergency situations, with much less experience in long-term international development responses.

## 3.3 Institutional capacity, resource allocation and efficiency

### 3.3.1. EQ6. What is the staffing capacity for child protection?

**Key findings**

6.1 The staffing capacity for child protection has remained relatively constant at approximately n80 over the past seven years. Within this, the number of N staff appointments has remained very low (single digits), P staff have declined and GS staff have increased.

6.2 The capacity of both dedicated child protection staff, and of generalist protection staff remains difficult to measure and quantify.

6.3 Better outcomes for child protection are correlated with a minimum amount of someone's time (40 per cent) spent on child protection in an operation. Conversely, diminishing returns for child protection outcomes are correlated with less time spent on child protection activities, which in turn is correlated with multiple areas of responsibility, particularly affecting 'focal point' roles.

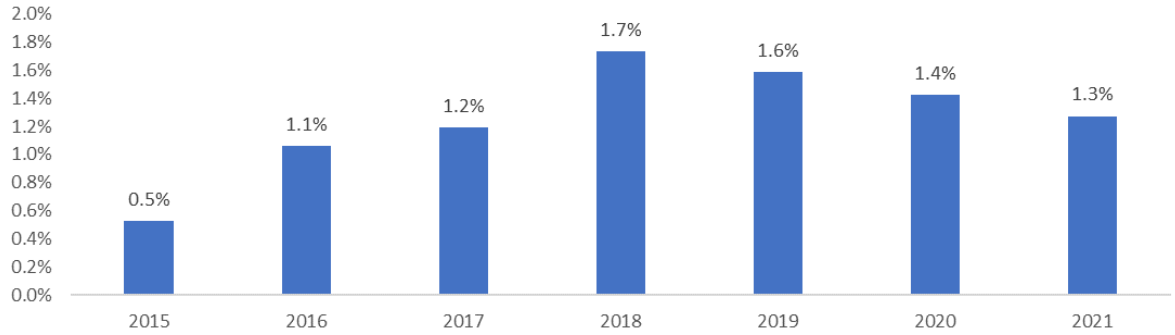
[19] UNHCR, UNHCR's Engagement in Humanitarian-Development Cooperation: Think Piece on Research Phase 1 (November 2018 – June 2019), October 2019.

6.4 Dedicated technical capacity at the regional level has been identified as important by staff in operations but is not currently consistently present.

## Levels of dedicated child protection expertise

UNHCR's workforce data shows that 41 dedicated child protection positions constitute 1.4 per cent of all protection staff in 2021. From 32 staff in 2015 (consisting of 17 CP staff and 15 CP and SGBV staff), the number of child protection positions grew steadily peaking at 74 in 2019 (49 CP staff and 25 CP and SGBV staff). The number dropped to 45 in 2021 (CP staff only, there were no CP and SGBV positions).[20]

**Figure 4: Dedicated Child Protection staff as a proportion of Internal Protection and Solutions staff**

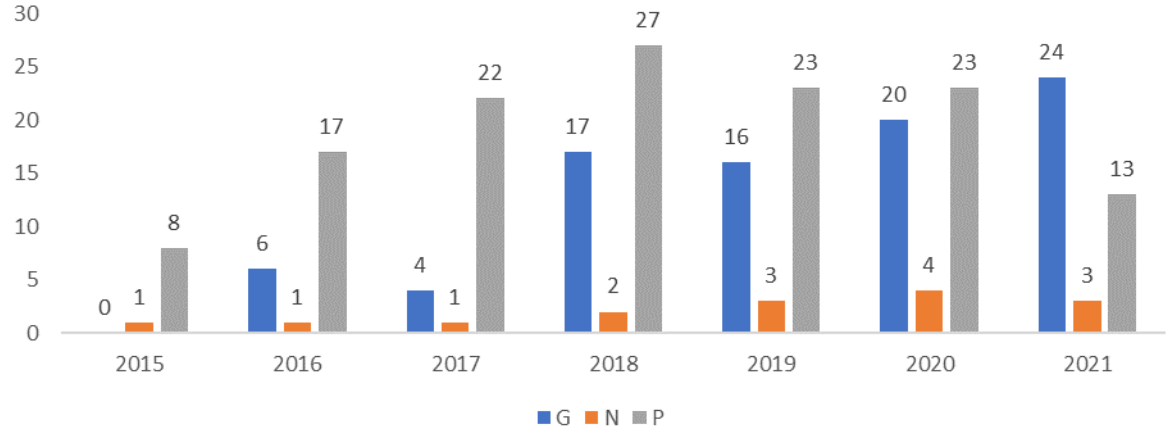



Although to be compared with caution, UNICEF has approximately 30 child protection staff in its Child Protection Section at HQ (plus a similar number of temporary/consultant positions), and globally has approximately 800 dedicated child protection staff.[21]

UNHCR's use of affiliate workforce positions inversely correlates with the rises and falls in the number of staff positions. The overall number of child protection staff therefore appears constant (at around 80). A notable difference between the types of contract is that members of an affiliate workforce have considerably less authority and decision-making ability compared to individuals who are on staff contracts.

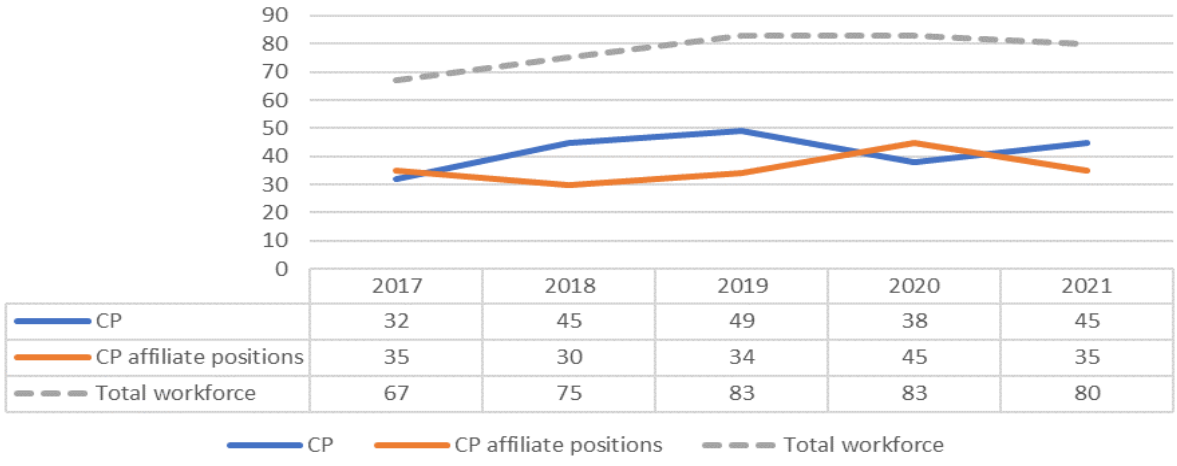
[20] UNHCR, UNHCR's Data on Child Protection: What do we know?, 2021 forthcoming.
[21] Source: Interview with UNICEF child protection staff member.

**Figure 5: Dedicated child protection positions and affiliate positions, 2017–2021 (count of posts)[22]**




A notable statistic is the make-up of staff categories within the child protection staffing over time. 'National Professional Officer' positions have remained consistently very low. The number of staff in the 'Professional' category initially increased, but after the peak in 2018 have declined. Conversely, the number of staff in the 'General Service' category has increased over time to become by far the largest cohort of dedicated child protection staff. Their job titles were typically 'Child Protection Associate' or 'Senior Child Protection Assistant'.

**Figure 6: Number of Child Protection staff by G, N, P category 2015–2021**




| | 2017 | 2018 | 2019 | 2020 | 2021 |
|---|---|---|---|---|---|
| CP | 32 | 45 | 49 | 38 | 45 |
| CP affiliate positions | 35 | 30 | 34 | 45 | 35 |
| Total workforce | 67 | 75 | 83 | 83 | 80 |

## Measuring overall capacity

As the Child Protection Unit's data analysis report explains, the number of positions that have dedicated child protection roles may not necessarily reflect the wider level of child protection knowledge and expertise in the organization nor the complete child protection workforce in UNHCR as many protection

[22] Source: UNHCR data, reproduced from UNHCR's Data on Child Protection: What do we know?, 2021 forthcoming.

staff are responsible for child protection in Operations (see below). There is no systematic mechanism within UNHCR to gauge this accurately. The Global Learning and Development Centre (GLDC) maintains accurate data on the numbers of staff who have undertaken child protection training modules. This reflects a positive appetite among UNHCR staff to engage with child protection knowledge and skills building.

- **169** staff members are accredited with the PLC (basic level of protection certification – intended for P3 protection clearance) since the launch in October 2019.
- **458** staff members are accredited with the Certification Programme on International Protection (CP-IP), an advanced level of protection certification intended for P4 protection clearance)
- **879** staff members have electively completed the CP-IP's Child Protection and Youth module.
- **199** staff have completed the seven-month Child Protection Learning Programme since 2015.
- **20** staff members participated in the 2020 child protection 'training of trainers' initiative launched to support decentralized capacity-building at the regional level.
- **86** staff members completed further training on child protection legal components such as the revised Best Interests Procedure provided at regional level through 'training of trainers' since 2018.[23]

The questionnaire for operational staff asked which components they wanted more knowledge and skills on within the six goals of the Framework for Child Protection. The full set of responses are included in Annex 4. Notably, Goal 4 related to legal documentation was not reported frequently as a priority area for staff to gain more knowledge and skills. Within the other goals several areas were very frequently cited. The components where more than 50 per cent of respondents identified an area of priority for increasing their knowledge and skills are reproduced below.

**Goal 1: Safety for girls and boys**

Safe learning environment training

Community-based child protection mechanisms

Advocacy and remedial programmes dealing with female genital mutilation

Child-friendly and confidential complaints mechanisms (including in schools)

Child-sensitive SGBV strategy

Emergency appeals that include child protection

**Goal 2: Children's participation**

Child-friendly feedback and complaints mechanisms

**Goal 5: Targeted support for girls and boys with specific needs**

SGBV SOPs to address child victims

Family tracing and reunification services

Legal aid partners trained on child protection

**Goal 3: Child-friendly procedures**

Training on communication with children and adolescents

**Goal 6: Durable solutions**

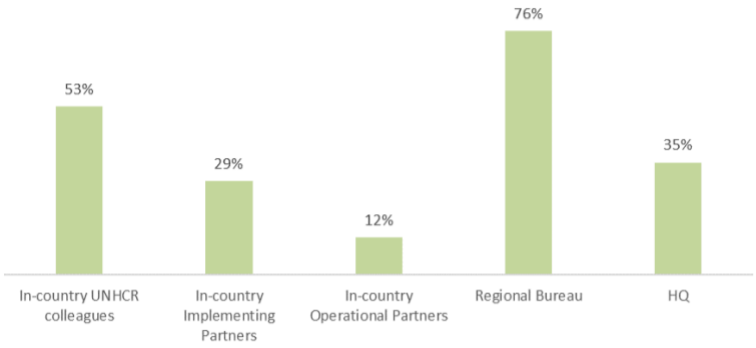
Impact of statelessness on children assessed

[23] Source: data provided by GLDC, January 2021.

## Child protection expertise at regional level

The regionalization of UNHCR and the establishment of the Bureaux has made a significant difference to operations where child protection staff expertise is present at the Regional Bureau. No child protection staff in regional Bureaux are 100 per cent dedicated to to the area according to the 2021 data, but there are Protection Officers with responsibility for child protection (among other areas). The questionnaire responses indicated that the regional Bureau is the most frequently cited source of technical support and advice for staff in operations.

**Figure 7: Questionnaire Q8: Source of technical support for child protection**




The difference that this makes to the country offices in all regions and contexts is the closer availability of technical backstopping for their operations. Conversely, dedicated child protection staff in operations support the regional staff's ability to have a more coherent view of child protection needs and responses in the region. Having a sufficient level of expertise at regional level would logically provide a layer of support to country operations that would otherwise make increased demands on the dedicated child protection staff at HQ.

Child protection expertise at the regional level is seen as a real strength by staff working on child protection, when it is available. There is consensus among UNHCR staff at all levels that resourcing child protection by placing dedicated technical expertise in regional Bureaux has the potential to make a tangible difference to operations. There is a common understanding among staff that the reason for the current lack of dedicated child protection resource persons at regional level is the result of a corporate decision which aimed to prioritize technical expertise in country operations, and avoid replicating all the roles at HQ in each regional Bureau. For child protection, however, a significant proportion of operations is without dedicated human resources, thus creating a technical gap at both country and regional levels. In addition, the data above shows an overall reduction in dedicated child protection capacity following regionalization and decentralization, which means that the process has resulted in reduced capacity for child protection at the operational level, and insufficient capacity at the regional level.

## Dedicated child protection staff and focal point roles

UNHCR's analysis from the Asia region found that the presence of staff (in sufficient proportion to the population) in operations that dedicated 40 per cent of their time or more to child protection, positively

correlated with higher performance against child protection benchmarks.[24] There was a significant difference between the performance of operations where sufficient staff dedicated more or less than 40 per cent of their time to child protection. This data implied negative consequences for child protection (and other areas) outcomes when UNHCR staff members were assigned multiple responsibilities in focal point roles without sufficient time for one or more of the areas. Staff corroborated this in interviews, reporting the physical toll of frequently being under immense pressure and stress.

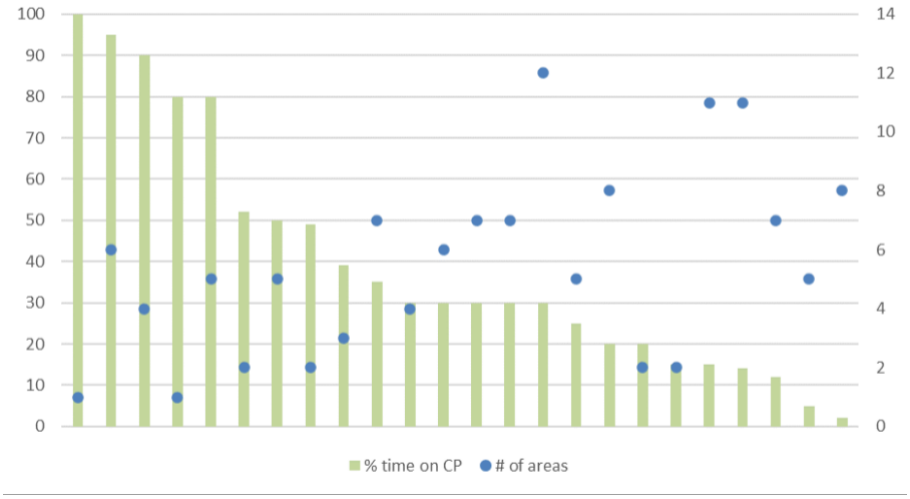
> It is why we work 14 hours a day.
>
> UNHCR Focal Point for multiple technical areas
>
> I'm exhausted.
>
> UNHCR Focal Point for multiple technical areas

The 'focal point' role brought particular dimensions to this as staff 'wear more than one hat'. Sometimes this was formalized in that a protection officer was responsible for both child protection and GBV, despite these being two distinct specializations and expertise in one does not ensure expertise in the other. But in addition to child protection and GBV, there are numerous instances of focal points also having responsibility for more areas including community-based protection, disability, age, gender and diversity (AGD), education, statelessness, older people, detention, protection from sexual exploitation and abuse, integration into national systems, and some context-specific roles as well.

The questionnaire for staff in operations showed that 'multiple hatting' is not limited to having two technical areas of responsibly. The figure below shows an expected correlation between fewer areas of responsibility and more time spent on child protection. Staff in the GS category are more likely to have fewer (1–5) technical areas of responsibility and spend more time (30–100 per cent) on child protection, while staff in the P category are more likely to have a higher number (5–12) of technical areas of responsibility and spend less time (5–-30 per cent) on child protection. There are notable outliers with some staff spending 80–95 per cent of their time on child protection despite having between four and six areas of responsibility. Conversely, some staff with only two areas of responsibility spent 20 per cent or less of their time on child protection.

[24] UNHCR, Baseline: Child Protection and GBV in Asia, 2020.

**Figure 8: Questionnaire Q5 and Q6: Time spent on child protection and number of areas of responsibility**




## Specialization and generalization

There is consensus across all UNHCR staff interviewed that all protection staff should have a baseline of child protection generalist knowledge. For staff who have been in the organization for a long time and moved between multiple roles and operational contexts, their generalist knowledge and understanding of child protection has evolved over years. From this perspective, all protection staff should have a broad knowledge across all protection areas including child protection, and be able to access specialist knowledge and expertise when needed. However, there is no consensus on where this specialist knowledge and expertise should reside in UNHCR.

What is not verifiable is the extent to which UNHCR staff had a shared understanding of what child protection consists of, and how wide and specialized a technical area it is. There is also concern among both internal and external stakeholders that some UNHCR staff with responsibility for child protection (including both protection and child protection staff) are placed in positions of responsibility without the necessary generalized or specialized expertise.

> I cannot say they are experts in child protection. Since I've been in the camp, the protection of children has declined … Protection is subsumed with education needs or community services, lots of protection problems, and generally they work in coordination and complementary with colleagues, but the people who do screening at protection staff, refugee status determination [RSD], they don't have child protection experts.
>
> Partner, refugee and IDP response

There is no consistent recognition among UNHCR staff of the level of specialization that child protection responses requires. By way of illustration of the complexity of child protection responses, a set of priorities for an operation is reproduced below. An internal note in the child protection action plan was prepared by a child protection officer before leaving the operation. The introduction noted that the list of child protection actions was by no means comprehensive, but should be considered as priorities. Altogether 16 actions are listed, representing an overwhelming body of work to be carried out across a diverse range of child protection areas, some in conjunction with other specialist areas.

Prioritized child protection actions for a refugee and IDP setting (2019)

- Best interests procedures (Ensure BIP are adequately implemented within each sub-office)
- Child protection mainstreaming (Ensure that all projects and all activities have been CP mainstreamed)
- Child participation (Strengthen child participation in assessments, design, monitoring and implementation of activities/projects)
- Awareness-raising (Strengthen awareness-raising among refugees on SGBV and CP prevention and response, and on the protection role of UNHCR)
- Psychosocial support (PSS) for refugees (Strengthen UNHCR's PSS response for refugee parents and children, at individual and community levels)
- Safety and security of women and children in settlements and highly populated refugee areas (Ensure that settlements and highly populated refugee areas are and remain safe for women and children)
- Child labour and access to school (Ensure "access to school" interventions for child labourers have a direct impact in reducing child labour (avoid children going to school AND continuing to work))
- PEP kits (Ensure PEP kits are available in health posts in highly populated refugee areas and settlements, and that confidentiality measures are known and in place)
- CP service mappings (Ensure every sub-office has location-specific CP service mappings)
- Long-term child protection and SGBV staff (Aim at having a long-term child protection and SGBV position at national office level)
- Livelihoods for youth below 18 (As a key child protection measure, ensure that youth aged 15–17 are included in unhcr livelihoods' interventions)
- Child protection assessments and analysis (Ensure CP assessments are constantly conducted in order to have updated information on the CP risks in the different AoR locations)
- Emergency budget lines for CP and SGBV cases (Ensure budget is available in order to pay for services needed by urgent CP or SGBV cases)
- Access to higher education (Promote and support access to higher education for refugee students (especially girls) with high capacity but lack of resources)
- Corporate social responsibility (CRS) – Public private partnerships (PPP) (Liaise with private sector companies (as they can access tax reduction/exemption if contributing to their communities) in order to advocate for the support/construction/donation of materials, services, spaces and activities needed for refugee children)
- Capacity building of UNHCR staff (Build the capacity of all staff, drawing on partners, in: sexual and reproductive health; prevention of / support to substance users; protection of LGBTI persons; interviewing skills; psychosocial first aid; pediatric first aid; HIV)

Drawing again on the questionnaire for operational staff, respondents were asked which components of the six goals within the Framework for Child Protection they felt sufficiently knowledgeable in to deliver effectively. Interestingly, within the framework's six goals there were many areas where a relatively low proportion of respondents felt they had sufficient knowledge. The detailed results are in Annex 4. The components where more capacity is required in UNHCR staffing are summarized below.

| | |
|---|---|
| Goal 1: Safety for girls and boys | 11 out of 13 activities* |
| Goal 2: Children's participation | 4 out of 5* |
| Goal 3: Child-friendly procedures | 7 out of 7* |
| Goal 4: Legal documentation | 5 out of 5* |

| | |
|---|---|
| Goal 5: Targeted support for girls and boys with specific needs | 5 out of 7* |
| Goal 6: Durable solutions | 5 out of 6* |

* Within this goal area less than 50 per cent of respondents identified activities in which they felt sufficiently knowledgeable, among 11 out of 13 activities.

### 3.3.2. EQ7. What is the financial resourcing for child protection?

**Key findings**

7.1 There are significant variations across the regions in the percentage of the operational budget dedicated to child protection ranging from 0.9 per cent to 3.3 per cent.

7.2 A minimum proportion of dedicated funding is associated with achieving child protection outcomes, although this must also be accompanied by dedicated staff time.

7.3 Pilots and mainstreaming efforts both present opportunities to embed a child-lens into operations.

UNHCR's data shows that its financial allocations for child protection doubled between 2015 and 2020, and the proportion of the budget allocated to child protection increased from 1.1 per cent in 2015 to 1.7 per cent in 2020. This increase, however, remained short of needs by approximately 50 per cent. The funding gap for child protection was not unique in that there was a slightly higher gap for all UNHCR programming.[25]

The regional distribution of child protection funding – and therefore activities – varies considerably, and with significant variances where effective resource mobilization efforts target a specific response. For example, the MENA region's allocation of resources for child protection in 2020 (US$17.2m) represented 31 per cent of the total US$56 million child protection allocation globally.

As would be expected, the average figure (1.7 per cent) of all UNHCR resources allocated to child protection in 2020 had variations across regions, as well as within them, with some very large responses representing the majority of a region's CP expenditure.

[25] In 2015, UNHCR's child protection underfunding situation was more serious than the organizational average (57% funding gap for CP vs. 56% average). In 2020, the funding gap for child protection project decreased to 46%, while the organizational funding gap was 51%. Source: UNHCR, UNHCR's Data on Child Protection: What do we know?, 2021 forthcoming.

**Figure 9: Percentage of UNHCR and partner projects (OPS budget) allocated to child protection by region 2020[26]**

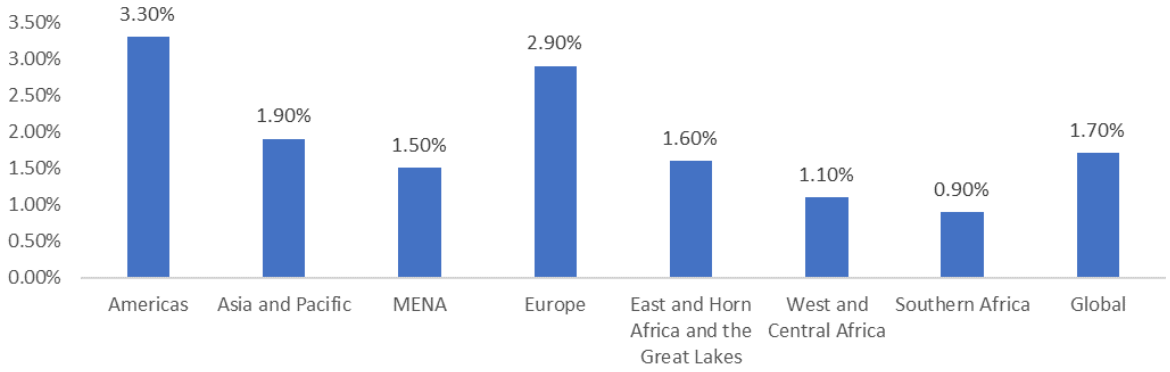
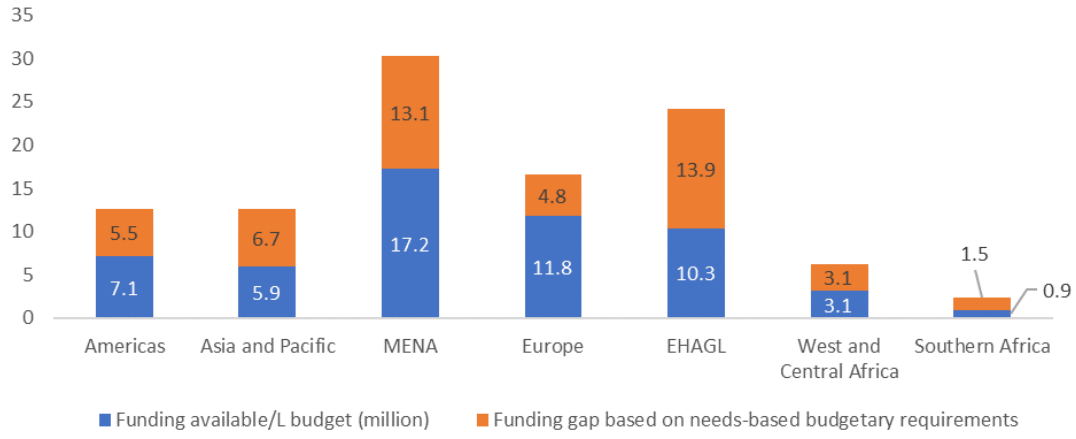



**Figure 10: Funding gap for child protection by region (millions, 2020)**




The overall needs-based budgetary requirements were US$104 million. With allocations of US$56 million, the overall funding gap in 2020 for child protection was 46 per cent. This situation reflects UNHCR staff feedback that in some situations the organization makes child protection response decisions based on budgets first, rather than a seemingly more nuanced balancing of budget available with actual needs, which is echoed by external partners.

> Sometimes we have the impression that for UNHCR the question of the protection of children is not a specific problem. We see this equally in the allocation of the budgets: when they assign the budget, child protection is given secondary status, filling gaps.
>
> Partner, urban refugee and IDP response

## Differences in budget allocations and child protection results

The average percentage of all funds allocated to child protection also varied across countries within regions. The analysis of data from the Asia region showed that for child protection, there appears to be a correlation between the percentage allocated to child protection and performance in terms of meeting

[26] Source UNHCR data.

the regional benchmarks. Operations that invested 1 per cent or more of the OPS budget in child protection were found to have scored above 70 per cent across the benchmark performance indicators. The analysis noted that these were the same operations that included sufficient staff members with more than 40 per cent of their time dedicated to child protection.[27] This indicated that funding was pivotal to results for child protection but there obviously needed to be the appropriate staffing in place to deliver.

### Using pilots or investments for longer term changes

For some operations, particularly smaller offices, there are examples of specific child protection focused initiatives that catalyze their focus towards children's needs and their right to protection. A project in the Europe region facilitated a dedicated staff position for research related to child protection. The individual who was hired for that research then stayed on at the office in another position to take the work forward, and the result was that office capitalized on what could have been a one-off initiative and embedded a child-lens throughout all their work.

### Mainstreaming presents an opportunity

Mainstreaming is discussed elsewhere in this report, but is mentioned here to highlight its potential for integrating child protection-specific considerations into UNHCR's programming. The caveat is that mainstreaming does not take place spontaneously and still needs focused and dedicated resources to embed a 'child lens' across all workstreams. But in the longer term has the potential to optimize resources for UNHCR if done effectively and to more efficiently protect children of concern by leveraging the existing investments of UNHCR to more effectively protect children and contribute to prevention of child protection risks, as well as responses.

## 3.4 Effectiveness

### 3.4.1. EQ8. Results: key results and gaps for child protection

**Key findings**

8.1 Joint advocacy is an area where effective results have been achieved in some regions. A more complex area is child protection system strengthening which is highly dependent on a system's maturity and government investment.

8.2 Measuring results is hampered by the internal system for monitoring, although there is shared optimism that the new system being introduced will support child protection monitoring more effectively. Nevertheless the 'optional' nature of reporting on child protection indicators remains, with few standard or minimum requirements.

8.3 A notable and relatively consistent gap in child protection results is found in responses for adolescents, with needs assessments and consultations with children tending to focus on younger children.

[27] UNHCR, Baseline: Child Protection and GBV in Asia, 2020.

## Joint advocacy work and leveraging strengths

In the context of child protection both UNHCR and partners report significant results and effective partnerships in the area of advocacy. This is reflected in joint advocacy documents, initiatives and other materials that demonstrated working towards shared objectives. UNHCR's status and credibility affords it considerable influence, and partners are particularly appreciative of joint advocacy work where UNHCR shares its data for influencing purposes. UNHCR is also able to open doors to key decision makers and policymakers in government and broker engagement, where some of its partners are unable to.

## Child protection system strengthening

The ability of UNHCR to strengthen child protection systems is variable and highly dependent on the maturity of the system in place and the extent to which it is resourced by national authorities. UNHCR also works in countries where the government is not a signatory to the Refugee Convention or other international instruments. Strengthening of national systems is usually a long-term initiative, taking decades in under-resourced contexts. But, where possible, UNHCR child protection staff seek to work with social workers and child protection specialists within national systems. The reality is that small interventions such as building capacity and knowledge on the specific needs of child refugees and persons of concern not only take time, but require continual investment as staff and leadership change within government departments and child protection services delivered by multiple actors. As with the capacity-building work with partners, there are limitations when the approach is one-off, rather than iterative and knowledge and skills are strengthened incrementally.

Strengthening of child protection systems is also closely linked to UNHCR's advocacy work, both bilaterally and with partners. In some particularly challenging contexts, UNHCR's efforts are simply not met with reciprocal political will on the part of authorities. However, child protection staff are able to diversify tactics; in one urban context, for example, an operation instead directed its attention towards expanding the network of partners for greater coverage and focused on recruiting social workers to local community support centres.

## Reporting results through results-based management

There is generally optimism about COMPASS being introduced to replace the former results-based management (RBM) system.

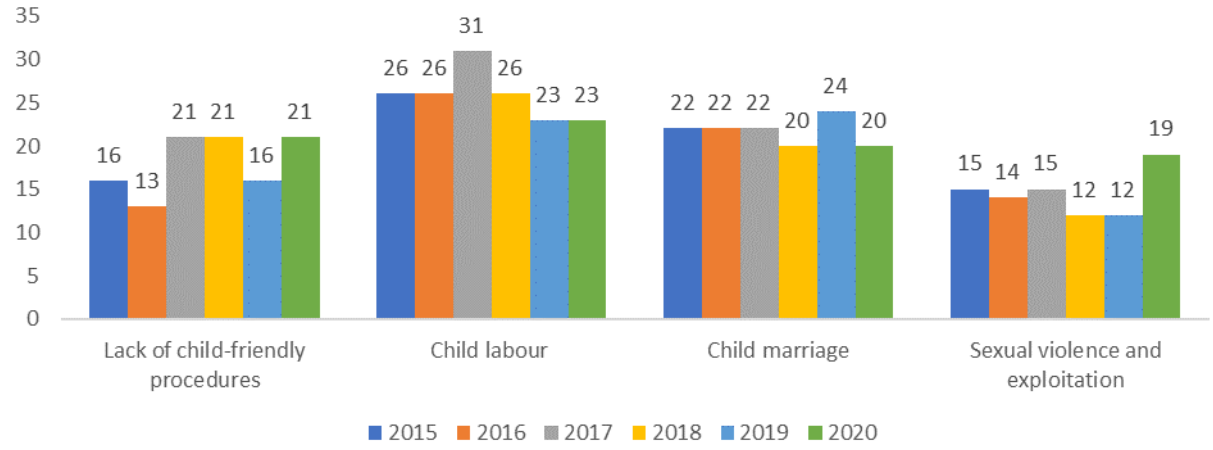
In the former RBM system, 12 impact indicators and 28 performance indicators (across 7 outputs) reflected significantly diverse activities related to child protection. Operations could choose whether or not they would report on any child protection indicators. A notable limitation of some of the output indicators was that they reflected UNHCR activities but not in the context of children's needs. For example, recording the "number of best interests assessments conducted" is obviously useful, but on its own would not provide any insight into whether the number of assessments conducted reflected the anticipated needs of any given situation or population. Targets are set by operations, sometimes reflecting the previous year's numbers, but it was not always clear how targets were derived.

> UNHCR have extremely high standards on child protection, in the same way that they have on statelessness. It's good to have targets, it's less good when you get to the time when those targets are supposed to be met.
>
> UNHCR staff member

As the 2021 child protection data analysis project showed there are significant declines in the number of operations reporting on several key child protection related indicators.[28] In 2015, 64 operations reported on the issuance of birth certificates for children aged under 12 months, and this declined to 48 operations by 2020. Within this, the number of operations that achieved an 'acceptable' range of the benchmarks (targets) was only 28 in 2015, declining to 12 in 2020.

In 2020, 59 per cent of operations reported on one or more child protection indicators.[29] This figure is higher among the subset of operations in refugee settings compared to IDP settings. However, the optional feature of the RBM system means that operations did not report on the same indicators at any one time, and the same operation did not necessarily report on the same indicators over time. The figure below shows four selected indicators with relevance to child protection. Based on the data analysis of 118 operations, it shows that in 2020 only between 16 and 19 per cent were reporting on these key indicators.[30]

**Figure 11: Number of operations reporting on selected child protection indicators 2015–2020[31]**




Although some UNHCR staff expressed the view that they do not expect the new COMPASS system to solve all issues related to child protection reporting (or lack of it), there is general agreement that it is an improvement on the previous system, and that, combined with longer term multi-year planning, this should support child protection data and monitoring. However, the existing barriers appear to remain as regards prioritizing decisions to include child protection indicators in operational reporting. In addition, the same challenge of limited consistency and scope of child protection indicators remains, given that only three child protection indicators are mandatory, and all other indicators are optional. Indicators may be operation specific or be selected from a range of global good practice indicators.

[28] UNHCR, UNHCR's Data on Child Protection: What do we know?, 2021 forthcoming
[29] UNHCR, UNHCR's Data on Child Protection: What do we know?, 2021 forthcoming
[30] 21 of 118 operations (18%) reported on lack of child friendly procedures; 23 (19%) reported on child labour; 20 (17%) reported on child marriage; 19 (16%) reported on sexual violence and exploitation.
[31] Source: UNHCR data analysis 2021

## A gap in responding to adolescents

Several operations specifically target adolescents, but among others, the most frequently reported gap is UNHCR's lack of focus on the concerns and needs of adolescents and youth. This spoke to the limited age-disaggregated analysis of operations as part of needs assessments. When considering 'children', operations tended towards identifying the risk profiles and necessary responses for younger children.

> More investment is needed on vocational skills, and welfare programmes where young people from refugee and host communities work together, providing space for integration and peaceful co-existence.
>
> Former resident of an UNHCR settlement

In some of the European country operations a range of assisted living initiatives for adolescents and young people are implemented by UNHCR, particularly where government statutory support ended abruptly at age 18 for refugee children.

The specific needs of adolescents where national policies exclude support for adolescent mothers was a specific gap indentified. UNHCR is in the process of identifying how to better support young mothers who were also single parents. The COVID-19 situation hampered the operation's ability to provide specialized daily care services for them. This is seen as a potential response because without childcare, young women are either not able to work, or have to bring their children with them to work (for example if they are street vending). There was a further risk that children may be left unaccompanied for periods of time.

Box: **Good practice: Piloting the Isibindi model for community-based case workers in Zambia**

In 2016, the acclaimed community-based childcare and protection Isibindi model, developed by the South African National Association of Community Case Workers (NACCW), was tailored to the refugee context, and launched as a pilot in Zambia.

Child protection cases were not systematically identified and at the heart of this problem was an inadequate social care and protection workforce. A refugee workforce was trained in basic childcare competencies by NACCW and, under the management of government authorities, started servicing at-risk children and youth through home visits and supervised child-friendly Safe Parks.

Preliminary results indicated a notable impact of the initiative on community attention to and handling of child protection cases. The structure has also proven an efficient and quick channel for disseminating information amongst children and encouraging return to school, for example, in the context of the COVID-19 pandemic.

Source: UNHCR, Child Protection Practices in UNHCR, 2021

## 3.4.2. EQ9. Results: enabling factors and barriers

**Key findings**

9.1 Internal enabling factors for results were perceived as depending on operational leadership's prioritization of and support to child protection which created a virtuous cycle of data, evidence, and further resources; while externally results were positively affected by conducive national policy and laws related to children.

9.2 Issues specific to the child protection sector include the ongoing resource gaps – child protection funding remains unpredictable and lower than overall response funding levels,[32] as well as the complexity of coordinating child protection responses. Partner capacity and relationship management with partners are key factors for influencing results.

9.3 There are innovative examples of meaningfully engaging young people to support UNHCR's results, and there are effective examples of tailoring UNHCR's global positions and messages to regional contexts.

The most prominent internal enabling factor for child protection results is perceived by staff as the extent to which child protection has support from operational leadership. Externally, child protection results are positively affected by a conducive national policy and legislative environment.

### Operational leadership

The consensus both inside and outside UNHCR is that if the leadership of an operation is supportive of child protection priorities, there is a cascading effect: resources are allocated, and results happen. This creates a virtuous circle – data and results are recorded and feed into situation analyses, which translates into decision-making for further resources and ongoing prioritization. The converse is also true. Without inclusion of child protection in the operation's priorities, then there are fewer dedicated staff, fewer activities, less data, and diminished visibility.

> There is no CP-dedicated staff [in the UNHCR operation] and this shows when producing narratives. Child protection does not appear as a specific priority and this shows in budget allocation and child protection is in the background.
>
> Partner

In some cases, the reasons why leadership does not prioritize child protection activities and outcomes are not complex. As an organization, UNHCR typically faces a 40 per cent funding gap, meaning it receives only 60 per cent of the funds that it calculates are needed. As some operations struggle to meet basic needs such as shelter and nutrition, while also managing the international legal protection of refugees, there are a range of other activities that UNHCR could potentially undertake, but each risks a tangible diversion of resources away from already underfunded necessities. Such situations highlight the importance of the role of mainstreaming into UNHCR work the protection of children from violence, abuse and exploitation. A pressing concern for UNHCR is the wider resource gap in some interagency

[32] Still Unprotected (2020). https://www.unhcr.org/protection/children/5fb3d1f54/still-unprotected-humanitarian-funding-child-protection-2020.html

refugee response plans which are chronically underfunded.[33] This means that UNHCR cannot necessarily rely on other operational partners, and requires the organization to take on more responsibilities to ensure its mandate is fulfilled including in the protection of children.

Overall, there is a perception among a majority of UNHCR staff at all levels that child protection issues are more accepted as part of the organization's work than in the past. The small number of examples of leadership apparently reluctant to prioritize scarce resources for child protection or who were inexplicably and forcefully hostile to this and some other areas of work had left the organization. The diagnosis, however, is that the inconsistency of child protection prioritization means that where good practices and child-sensitive operations emerge, these are not necessarily assured in the long term. Examples were provided where a change in an operation's leadership or staff in fact reversed gains made in responses that previously had invested in child protection activities and demonstrated results.

## Government policy and legislation

When national contexts are conducive to focusing on child protection considerations there is likely to be greater engagement by UNHCR with the government. But this is not only an incentive issue; practically it is also more feasible to engage with authorities. When children's welfare is a priority for the government, then there is further reason to engage on child protection issues. This is evident in several countries across different regions, but child protection as a priority for governments is most consistent across a number of countries in only one region. However, this does not always mean that the national and local authorities have sufficient capacities, which in turn creates a demand on UNHCR for training and support. In the abovementioned region, this demand is seen as positive as because the UNHCR operations also prioritize child protection responses.

## Issues specific to the child protection sector and to UNHCR

Child protection sector-wide considerations include funding gaps and coordination challenges. While UNHCR receives 60 per cent of its required funding, the humanitarian child protection sector is estimated to have received only 47 per cent (on average across operations) of its required resourcing in 2019 and is seriously affected by unpredictability of funding.[34] Responses in Central African Republic, Democratic Republic of Congo, and Iraq received less than 25 per cent of child protection requirements in 2019.[35] The underfunding of child protection in humanitarian settings was endemic with only a small number of countries receiving almost the full required resources. And for each country that was closer to its target, there was another country that was further away (in Iraq it was 3.7 per cent for the refugee

[33] See the Inter-agency financial portal for refugee aid programmes https://app.powerbi.com/view?r=eyJrIjoiM2M2NDMyZTgtZmQ4OC00ZDE1LWEyYWMtMTAxZDY2NzMyY2QxIiwidCI6ImU1YzM3OTgxLTY2NjQtNDEzNC04YTBjLTY1NDNkMmFmODBiZSIsImMiOjh9

[34] An analysis of 17 humanitarian response plans, plus the Bangladesh Joint Response Plan and the Syria Regional Refugee & Resilience Plan were found to have received on average 47% of the funds needed. The unpredictability was found in countries such as South Sudan (from 88% in 2018 dropping to 38% in 2019), Somalia (from 68% in 2018 to 38% in 2019) and in Egypt (from 70% in 2017, to 22% in 2018, dropping to 5% in the third quarter of 2019). Source: The Alliance for Child Protection in Humanitarian Action, UNHCR, Child Protection Area of Responsibility (CP AoR), and Save the Children, Still Unprotected: Humanitarian Funding for Child Protection, 2020.

[35] The Alliance for Child Protection in Humanitarian Action, UNHCR, Child Protection Area of Responsibility (CP AoR), and Save the Children, Still Unprotected: Humanitarian Funding for Child Protection, 2020.

response). This situation obviously had serious implications for UNHCR and its partners in delivering on child protection outcomes.

Coordination is complicated for the child protection sector generally. There were encouraging accounts of effective partnership within child protection coordination mechanisms where communication was open and rapid. When it works well, there is a genuine sense of cooperation between UNHCR and other organizations, with each understanding the other's strengths and limitations, and finding ways to share responsibilities and help each other in difficult times. In other operations the child protection coordination mechanisms meet infrequently (exacerbated by COVID-19) and collaboration is limited. In some small operations, the UNHCR staff member responsible for representing the organization in the child protection mechanism is also the representative on one or multiple other coordination groups. This reflects the 'multiple hatting' of UNHCR staff (discussed above).

UNHCR-specific considerations that affected child protection are institutional and centred on staff management practices across the organization (for example, the limitations of the rotation system and the hierarchical nature of the organization mentioned above). The impacts of some of these issues are not unique to child protection meaning that they were likely to affect other staff and areas of work as well.

Matching the capabilities of staff to the appropriate post with child protection responsibilities as part of the rotation system is sometimes very effective. In other cases, it results in staff with less experience than the previous individual arriving with an understanding of child protection and limited skills that are not contextualized. This can cause friction with partners.

## UNHCR and implementing partners

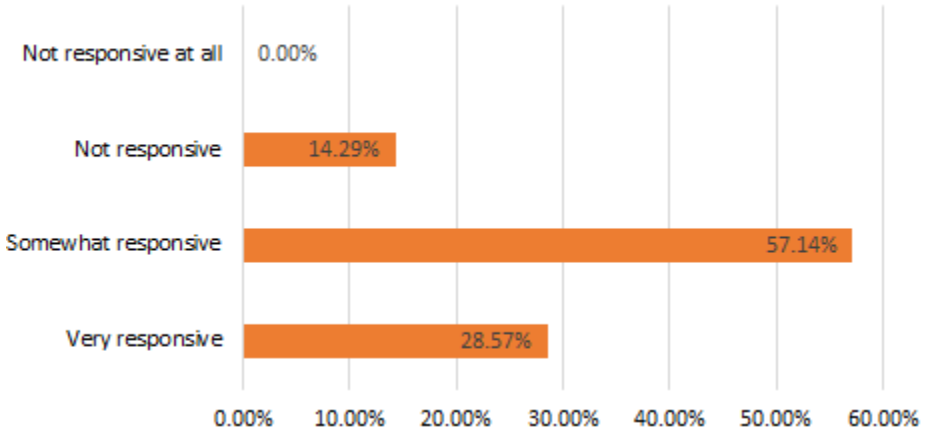
UNHCR's reliance on implementing partners means that its child protection response is reliant on the availability and experience of partners. Consequently, a deficit in the quality of partner services affects the coverage and sophistication of child protection responses. Some international partners expect UNHCR to take more responsibility for overseeing the work of implementing partners when they have low capacity. On the other hand, some of the more sophisticated implementing partners are disconcerted and ill at ease when UNHCR staff treat them as having weak skills. Implementing partners are similarly affected by the funding gaps in the Refugee Response Plans mentioned above, seriously limiting their capacities.

## Listening to children and young people

The extent to which consultations with children and youth take place is relatively embedded in operations, largely due to UNHCR's age, gender and diversity (AGD) policy which requires regular feedback. Not all UNHCR staff are convinced that these consultations have meaningful consequences on setting programme direction, largely due to the on-the-ground and organizational challenges affecting prioritization of resources addressed above. Among the surveyed members of the Tertiary Refugee Student Network (TRSN), 70 per cent (20 individuals) mentioned that when they were under 18 they were not consulted by UNHCR and were therefore unable to bring their voices to the design of protection activities. In terms of responsiveness of UNHCR programming to the needs and concerns of

children, 28 per cent (6 individuals) of the TRSN members rate the programming as very responsive, with other another 14 per cent (3 individuals) considering it not responsive.

**Figure 12: Responsiveness of UNHCR programming to the needs of children from TRSN members' perspective**




But there were good practice examples reported. A previous experience for one child protection focal point was very positive in an operation that went much further than a limited annual consultation with children. The operation staff created a focal group of young people from the refugee population and met regularly with them. UNHCR took on board their feedback and reported back to them on their decisions and initiatives. However, with a change in staffing over time, this particular operation is no longer considered by the current child protection focal point to prioritize the concerns and needs of children and youth.

> Once I was engaged with UNHCR staff as an interpreter for community consultations [on GBV]. The women were not able to share all their problems with the male staff of UNHCR. Later I came to UNHCR and shared my concerns. UNHCR took this into consideration. It's difficult for female staff to go alone to the field (refugee camps and other places where refugees reside) but there are groups and issues that require gender sensitivity. But nevertheless, they recruited more female staff to engage with refugee women for consultations.
>
> Former resident of an UNHCR settlement

## Regionalization for innovation

UNHCR's decision to regionalize the organization is generally viewed as positive where it has brought technical resources closer to operations. The advantages of being able to contextualize global child protection approaches through a regional lens are reinforced by the organization's own initiative to bring the regional Bureaux closer to the operations.

Within regions, operations try out and share good practices. For example, in one region, one of the operations organized a six-day training course by a psychiatrist who specializes in humanitarian child protection and mental health. Participants included key government staff from multiple ministries. A second four-day training course with the same specialist was also organized for 15 adolescent mothers

on positive parenting. The operation invited colleagues from neighbouring operations in the region with the intention from the outset of replicating the training in other countries.[36]

Regional approaches have been effective particularly where there are regional governmental and policy structures that require coordinated advocacy across different countries and stakeholders. Country-specific contextualization is still needed however, as a global or even regional 'position' on any particular child protection issue may not always translate well in every country, each with its own unique policy and legislative environment.[37]

## 3.5 Expectations of UNHCR's child protection response

### 3.5.1. EQ10. What should core components of child protection consist of across different contexts for UNHCR?

**Key findings**

10.1 There are no conclusions on what the core components of UNHCR's child protection response does or should consist of because of the diversity of activities that are implemented, but this is also reflected in the diversity of understanding of what child protection is among staff.

10.2 There is a strong case for regional approaches and strategies for child protection to address common priorities among countries.

10.3 Notably, child protection responses lack visibility when child protection is low down a hierarchy within protection, when it would be advantageous for protection issues such as child protection, community-based protection and GBV to be recognized on equal footings.

#### Protection issues that affect all children

One of the challenges reported by some operations are protection issues for refugee children that in fact affect all children. These include child marriage, female genital mutilation, trafficking, child labour and many more. They all also have different dimensions, with some being part of traditional practices, others being context-specific risks. These are huge issues to address because they affect a large number of children, but also the organization cannot single out children of concern for UNHCR and ignore others that are not displaced though both categories may be labouring in mines, for example. The risk is that, faced with the enormity of an issue, an operation does not respond at all because staff cannot discern an appropriate or effective strategy within the limited available resources.

[36] This series of training courses was funded from regular resources because the operation had previously identified gaps in the expertise required to address the needs of children and adolescents, and it was a prioritized initiative included in the planning process.

[37] For example, the global UNHCR position on integration of refugee children into national systems required some nuancing in some countries in Europe. The 'national system' may not be well equipped to incorporate refugee children whereas a highly specialised and dedicated agency in one national context was a model that was considered good practice and that other countries look to. This was clearly a different approach to UNHCR's position, however. In another country, UNHCR staff reported that integration into the national system was so effective that it was difficult to trace and support refugees.

## Core components

The diversity of situations that UNHCR works in means that it is difficult to define a set of core child protection components that would be relevant and to prioritize across all operations. The Minimum Standards for Child Protection in Humanitarian Action, of which UNHCR is a key contributor, sets out just how complex a comprehensive child protection response is, often looking like an unsurmountable task. It was also not apparent that non-specialist UNHCR staff had a full understanding of what child protection consists of, relying on limited information and knowledge without having a more recent awareness of expectations as set out in the Child Protection Minimum Standards.

## Regional approaches

There were some commonalities across countries within regions when it comes to priorities. For example in one region, there are shared priorities related to minimum conditions for reception, guardianship, family reunification, and alternative care, with emerging issues such as age assessment. In another region, there are shared priorities related to the need for greater legal capacity for child protection and GBV issues to engage with the national justice systems. Most countries in the region are trying to strengthen the capacity of governments, and some are skilling up more local partners including authorities as they begin to work in new areas. These differences reflect the regional perspective that child protection priorities can take, and as mentioned, although each country remains unique, the regional approach of UNHCR provides an opportunity for regional prioritization of child protection concerns. This further adds to the rationale for regional Bureaux to have the dedicated child protection expertise (at the appropriate grade and with allocated time) to lead and coordinate at the regional level.

## Positioning of child protection within protection

Several operations across more than one region draw a distinction between child protection and community-based protection, and see them as distinct areas of expertise. The same is true of child protection and GBV: they are resourced independently of each other. It is important that the three areas of technical expertise are placed on equal terms rather than in a hierarchy. When child protection is a subset of community-based protection, this usually leads to lower visibility and reinforces the perception, internally and externally, that child protection is not a priority for UNHCR.

> Child protection is distinct from CBP. It was very clear from the beginning that the operation – and I think that was because of the senior protection officer who started here – that these two areas will be prioritized by the operation. So it was one of the first posts that they were filling ... so it was a priority area from the beginning.
>
> Protection Officer

The view from both within UNHCR and externally was that child protection positions – at all levels – are frequently at a lower grade compared to peers, whether that is internally compared to other sections, or in comparison with counterparts in partner organizations particularly other UN agencies. This creates a strong perception that child protection is not as important or as prioritized as other technical or programming areas. But it also creates practical barriers to staff in a hierarchical organization when it comes to trying to influence the prioritization of child protection in operations and policy.

### External environment

As mentioned above there are external factors that affect how UNHCR operates. The Global Compact for Refugees and the Global Refugee Forum demonstrate UNHCR's approaches to taking a wider view of working more closely with both governments and other humanitarian and development actors. As discussed in EQ3, the UN system reform is also an important factor in UNHCR's consideration of how it responds effectively to child protection. Stakeholders from other UN agencies mentioned the positive effects of the new Resident Coordinator (RC) system and the support that it was bringing them. But no UNHCR staff in operations raised the new RC system or UN reform processes as either an enabling or hindering factor for child protection. External stakeholders hope that UNHCR will be more engaged in these processes, and some national stakeholders also expressed a desire for UNHCR to become more involved at the national level.

> When they get it right, they get it right. They have the best protection people. They don't go out there banging drums about everybody they have saved. But they are dependent on their mandate. How are they going to operate in this new world of donor fatigue and national ownership, and newly imagined global south…
>
> Partner

## 3.5.2. EQ11. What should UNHCR's child protection role look like?

**Key findings**

11.1 UNHCR needs to be the global expert on refugee children, by making better use of its existing data for internal and external use.

11.2 There are demands from partners for UNHCR to step up its child protection coordination, which means properly resourcing operations to be able to coordinate effectively. It also has a specific role in strengthening policy and legislation and partners want UNHCR to do more in this area.

11.3 There is consensus within UNHCR that all protection staff should have a baseline of child protection expertise, and staff working in this sector should have specific social work and child protection systems experience.

### UNHCR data use for its own analysis and advocacy

UNHCR is the global expert on refugees. It needs to be the global expert on <u>all</u> refugees including children of all ages, genders, backgrounds, and diversities. This means making better use of the data that it already collects for both internal and external use. Where UNHCR is able to share data with child protection partners for advocacy and influencing, it is highly valued. Within the child protection cadre at UNHCR there is a small number of individuals with data and information management expertise. In addition, child protection staff are very aware of what data they are able to collect, and where the gaps are. The lack of responses for adolescents was cited by multiple UNHCR staff, and it would seem there is significant potential for UNHCR to focus on disaggregating its existing data by age ranges within the age group of 0 to 17 years to identify more nuanced needs and concerns.

## UNHCR's role with governments

There is resounding support from external partners (national and international) for UNHCR's efforts to work with governments on child protection issues, and calls for UNHCR to continue this and increase this aspect of their work. In particular UNHCR has a role in strengthening policy and legislation, and more specifically it has a role in negotiating with governments to meet the needs of refugee children. This includes helping children get access to documentation and legal status, to improve their inclusion in the education and child protection system, and in some cases the labour market when they are older.

## UNHCR's leadership and role in child protection coordination

UNHCR coordinates child protection well when it is enabled by having technically capacitated staff and sufficient support resources. However, limited staff and financial resources, as well as inconsistent technical capacity amongst staff, impact on the quality and consistency of UNHCR's engagement and contributions. Staff particularly noted this in IDP settings. Many of UNHCR's child protection partners would like to see the organization build on its coordination role. This is evidence that UNHCR is a trusted partner of civil society organizations and of governments, which view the organization favourably as one with significant capacity and convening power.

At operational levels, where UNHCR is responsible for child protection coordination in refugee situations, partners would like to see more coordination from UNHCR, with frequent meetings to deal with child protection issues rapidly and identify solutions. This requires operations to be properly resourced with child protection coordination staff who can dedicate their time to this task and bring their child protection expertise to bear.

## Strengthening capacity internally

The policies and guidance on child protection that UNHCR produces would have much greater success of being implemented if they are accompanied by resources (both financial and human). This issue is not specific to child protection and there are several wider processes that UNHCR staff cited that they felt were rushed or had insufficient follow through. The Child Protection Unit has coordinated a number of different approaches that have been effective at supporting the implementation, for example the 'training of trainers' initiatives with the GLDC. There is support, however, from senior managers within UNHCR to train a wider range of staff on basic child protection knowledge.

A second route to expanding capability is to revisit the expectations for both protection staff and child protection staff. UNHCR is known for its legal expertise and recruiting lawyers, and actively seeking child rights lawyers and experts for the general protection cadre would support strengthening child protection knowledge across the organization. For child protection positions, a legal background might be less important than expertise in social work and UNHCR could consider hiring specialists who have exposure to child protection systems.

# 4. Conclusions

## Effective, adequate and appropriate child protection responses are inconsistent across operations, and unpredictable over time within operations

There were excellent examples of UNHCR's effective approaches to child protection and partners, both national and international, civil society and government, praised UNHCR for its commitment to child rights and child protection. There were two regions in particular where the emphasis on child protection at regional level was mirrored by prioritization (and staffing and resources) at the operational level across multiple countries.

However, without any minimum expectations, adequate implementation of child protection responses was inconsistent across operations. Further, operations may lack the technical expertise to identify strategic directions. It is partially this situation that gave rise to the unpredictability of child protection resource allocation within some operations. This meant that, in some situations, child protection responses were abruptly stopped due to reprioritization of resources. Some operations did not have consistent implementation of child protection responses, based on balancing child protection needs, the available resources, and the operational context (which may facilitate or hinder child protection responses). Rather than a sustained programme with investments over time ensuring a minimum set of activities, a strategic direction for child protection was lacking in some operations and subject to change depending on the priorities of senior management or other decision makers.

It is a risk to UNHCR's credibility to assume that the needs of the most vulnerable refugee children are being met without a commitment to ensure that a certain baseline of response is in place, whether delivered by UNHCR or partners. This is where coordination becomes extremely important, combined with UNHCR's leadership on refugee responses, and with child protection is an integral element. Implementing partners also play an important role: while some partners are sophisticated and relatively better resourced, others look to UNHCR for oversight and capacity strengthening, in addition to resources to deliver.

The Child Protection Minimum Standards guide all humanitarian child protection, and apply equally to UNHCR's responses. Given that UNHCR tends to have a more operational function, and is present in particularly difficult-to-reach or remote contexts, there may be situations where UNHCR is the primary child protection actor present, or where other organizations may have limited or no presence sub-nationally. In these situations, both partners and staff felt it necessary that UNHCR fulfil its leadership role in refugee settings and coordinate child protection and ensure that a minimum set of child protection interventions are delivered.

## The content of child protection is not systematically understood, outside of child protection specialists

Children are visible everywhere across UNHCR's website and publications, but child protection issues are focused in specific areas and are not integrated across all of its work. There is a lack of clarity on

what 'child protection' consists of, potentially linked to child protection encompassing multiple vast areas of expertise.

There is also a lack of clear understanding of the distinction between dedicated child protection programming and how other programmes can and should contribute to protecting children or be child sensitive. This applies at operational level and at Bureau and HQ levels. Implementing the AGD policy would be an obvious mechanism for comprehensive age disaggregated analysis of the needs and concerns of children of different ages.[38] But as UNHCR staff have mentioned, sufficient resources and initiatives are necessary to support implementation of policies and guidance, and the AGD policy is no exception.

Alongside this, child protection must respond to many technical areas of child protection concerns within operations. Each of these areas is a specialism in itself, and the breadth and depth of child protection as a technical area is often underestimated by the organization. There is sometimes an assumption within UNHCR that protection generalists automatically have the knowledge and expertise to strategize and deliver child protection responses.

## There is not currently a shared understanding of mainstreaming

There does not seem to be a common understanding of mainstreaming, including among the child protection staff. A framework for mainstreaming both child rights and, where appropriate, child protection, into other areas of UNHCR's work seems to be missing, and there is no accompanying learning and development programme to support understanding. Where important efforts have been made, they have reached a relatively limited audience without the necessary resources to follow through on supporting the mainstreaming approach. Mainstreaming is not a one-off event but an ongoing process that takes time and needs to be revisited to change people's perspectives on how they view their work through a child rights lens. Providing 'child-appropriate' information for children and their families, or ensuring 'child-sensitive registration' are examples of how UNHCR should respond to its core constituency, of whom approximately 50 per cent are children under 18. Mainstreaming child rights and child protection into other areas (both programming and other protection areas) provides entry points and links to strengthen UNHCR's specific child protection responses.

## The impact of financial and human resource limitations on child protection is acute

The chronic underfunding of the humanitarian child protection sector has serious implications for both UNHCR and its partners in preventing and responding to child protection concerns and needs. It means that UNHCR cannot assume that other partners, including UN agencies, can pick up where it does not have the resources itself to respond to child protection, especially in refugee settings. The multi-year planning process is anticipated to alleviate some of the issues associated with short-term planning, although there are no guarantees of predictable funding. But UNHCR is at risk of undermining its credibility when it does not communicate effectively with partners about its child protection priorities and financial limitations. From external perspectives, UNHCR could halt child protection activities and funding at any moment, or with very little notice. This is affecting UNHCR's reputation, as it is perceived

[38] There is an ongoing evaluation of the AGD policy implementation in several operations at the time of this evaluation.

to not consider specialist areas such as child protection with the necessary consideration and prioritization. Partners highlighted it can also result in a broader reputational risk for the wider UN system, especially with governments. The partnership principle of responsibility is strongly compromised when UNHCR does not follow through on commitments that it has made.

Child protection resources, even when there are dedicated staff, are differently positioned within protection, sometimes in a hierarchy, below protection and community-based protection. Where child protection was distinct and equal alongside CBP it was more visible and more clearly indicated that child protection was not deprioritized.

> Child protection is in the corner of Protection.
>
> UNHCR staff member

This presence of the child protection staff structurally is not the only factor that can affect the visibility of child protection issues within operations. Child protection staff seemed underrepresented in planning processes and decision-making. The evaluation was not able to systematically examine how operation planning and decisions took place, but few child protection staff reported significant involvement. This may reflect a gap in how child protection staff are 'inducted' into the organization and supported through learning initiatives to develop their understanding of planning and their role in it. The hierarchical nature of the organization is possibly also a factor with very few higher 'P' category professional staff positions that are child protection focused. As a result, child protection staff have reduced influence. The increase in 'G' category child protection positions filled by 'GS' staff and the consistently low numbers of staff in the 'N' category was not explained. The staff in 'N' and 'GS' positions often bring longstanding and highly specialized child protection expertise, but UNHCR is disadvantaged because staff in these positions tend to have less access and influence into decision-making processes within the hierarchy.

## The organization of human resources is inconsistent, but there are examples of effectiveness

The focal point system has, in some cases, developed into a mechanism that seems simply unmanageable and with diminishing returns when an individual's responsibilities are so many in number as to prevent effective delivery on most of the various responsibilities. Each technical area assigned to a focal point is a significant portfolio of work for that person. There is also a tendency for child protection to be 'paired' with GBV which makes sense if there is a significant number of child survivors of GBV, but makes less sense if survivors are mainly adults. This 'pairing' was not completely universal and there were examples where child protection was combined with education or other areas of expertise.

Data from the Asia region pointed to two factors that correlated with higher levels of progress against child protection benchmarks – the presence of sufficient staff who spend at least 40 per cent of their time on child protection, and at least one per cent of their budgets on child protection. This did not achieve full results for the operations but put them considerably ahead of others that did not have these characteristics. This speaks to a rethinking of the debate on 'specialist vs generalist' child protection positions, and focusses attention on the proportion of time that someone can concentrate on child protection in an operation alongside the technical skills required to undertake standard-adhearing child

protection work. This metric is currently not easily accessible without directly asking staff what they spend their time on.

## Capitalizing on regionalization has the potential to strengthen child protection

The majority of the Regional Bureaux do not have a dedicated child protection specialist position, although where there are focal points, they greatly support child protection staff in operations. The shared understanding among staff is that as part of the regionalization process, the decision was made to place technical expertise at the country and operation level rather than at the regional level. For child protection, however, this was not followed through with ensuring increased expertise in all the operations, contributing to an uneven and fragmented approach. It is a major gap to have no dedicated staff at both the operational level and the regional level. The feedback from staff in operations was strongly in favour of strengthening child protection expertise at the regional Bureaux to support country offices and operations. This would support the organization taking a strategic regional approach where there are common issues across countries.

# 5. Recommendations

## 1. Define UNHCR's child protection role in both refugee and IDP settings

The organization needs to be clear (internally and externally) about what UNHCR delivers in child protection. It needs to articulate what can be expected of UNHCR – in both refugee and mixed movement-settings – regarding the agency's responsibilities to protecting children from violence, abuse, exploitation and neglect, and ensuring the provision of child-friendly responses and services. This must start with the assumption that in any humanitarian situation where there are children, there are serious child protection needs and violations of children's rights occurring, and UNHCR must take action. The risks are predictable based on the extant evidence base, and responses can evolve based on continually updated evidence.

In non-refugee settings, it is equally important to ensure that staff have clear roles and responsibilities vis-à-vis child protection coordination and operational partners, and that these duties are incorporated into their ToRs. In non-refugee settings, UNHCR's contributions, based on its experience as the lead actor on displacement, are critical to contribute to all operational partners. Further, given UNHCR's operational nature, and that it may operate in contexts with limited or no other child protection actors, UNHCR should be prepared to include or integrate child protection within its leadership of the protection cluster, and its related work such as protection monitoring, if and when required, and in the absence of other operational partners to lead child protection coordination.

- Responsible: Division of International Protection (DIP) and Division of Human Resources Management (DHRM)
- Timeframe: short term
- Priority: high

## 2. Clarify and ensure consistent understanding and implementation of UNHCR's role in child protection responses in emergencies.

Linked to the recommendation 1, there is a need for clarification specifically regarding how UNHCR mobilizes child protection responses at the onset of a humanitarian crisis. Numerous risks to the protection of children are predictable, and rapid deployment of risk and needs assessments to provide immediate responses are needed, as is planning for phased longer-term responses.

- Responsible: CPU/DIP and Division of Emergency, Security and Supply (DESS)
- Timeframe: short to medium term
- Priority: high

## 3. Ensure appropriate levels of child protection staffing, as well as clarity in the roles and responsibilities of the child protection workforce, so that all staff and supervisors are clear on required capacity, expertise and accountabilities to deliver on UNHCR's mandate and responsibilities to children.

The child protection workforce must be resourced to appropriate levels to deliver on UNHCR's mandate. This requires a workforce with the requisite child protection knowledge, capacity and expertise. Staff and their supervisors require clarity in their responsibilities and lines of accountability as they relate to child protection. They must also be provided with the time, resources, and support necessary to deliver on these responsibilities.

- Responsible: CPU/DIP and DHRM
- Timeframe: short term
- Priority: high

### 4. Increase the predictability of resources for child protection within UNHCR's existing funding, and increase targeted resource mobilization that can be translated into internal investments in child protection.

The protection risks to children are predictable, and need to be matched by more predictable funding for UNHCR's child protection responses within the existing resources. Additionally, UNHCR should better mobilize the interest of donors to invest in child protection in refugee settings, for its own responses and those of its partners, particularly in underfunded settings.

- Responsible: CPU/DIP and Division of External Relations (DER)
- Timeframe: medium to long term
- Priority: high

### 5. Clearly define what UNHCR coordination leadership in refugee settings means for child protection, and ensure dissemination and clarity with all operational partners and governments, as well as the appropriate level of skilled staff to lead.

There is a need to clearly define what it means – the roles and responsibilities involved – when UNHCR leads child protection coordination, as well as when it co-leads, either with government or other humanitarian actors. There is a need to commit the necessary resources (staff and funding) to fulfil child protection coordination duties and responsibilities through the identification of staff responsible for child protection coordination, and by incorporating these duties into their job descriptions or TORs. UNHCR must ensure appropriate levels of skilled staff are available to lead in refugee settings. Additionally, there is a need to clearly articulate these roles and responsibilities when applying the refugee coordination model when coordination is government-led. Clear guidance and support for both UNHCR-led and government-led coordination contexts should be provided by the global level.

- Responsible: CPU/DIP and DER/Inter-Agency Coordination Section
- Timeframe: medium to long term
- Priority: high

### 6. Strengthen operational planning to incorporate child protection, and strengthen child protection staff skills in planning, decision-making and partnership management.

This recommendation has two parts: First, to increase the integration of child protection in the management cycle of operations so that child protection staff are integrated in planning, resource

allocation and managing child protection partnerships. Second, child protection staff must have the necessary skills to manage child protection programming and partnerships.

- Target audience: CPU, DIP and Organizational Development and Management Section (ODMS); CPU, DIP and Policy Development and Evaluation Service (PDES)
- Timeframe: medium to long term
- Priority: high

## 7. Increase the 'ownership' of child protection among senior leadership.

It is important to support UNHCR leadership with strong messages communicated across the organization regarding the importance of child protection for UNHCR and what the organization's expectations and accountabilities are. This can be achieved through identification and implementation of initiatives led by senior leadership and strengthening key operational tools and processes for accountability, risk identification and response through the involvement of child protection specialists.

- Target audience: CPU, DIP, DIR, Division of Strategic Planning Results (DSPR) and Operations
- Timeframe: medium to long term
- Priority: High

## 8. Reinforce child protection capacity at the regional level.

Develop a workforce planning strategy that strengthens human resources and leadership for child protection at regional level. The purpose is to strengthen operations in their child protection responses, but additionally to strengthen regional perspectives on child protection priorities. Child Protection Specialists at the regional level with second line reporting to CPU would further strengthen UNHCR's overall organisational child protection capacity and cross-regional learning.

- Target audience: CPU/DIP and SWP(DHRM)/Bureaux
- Timeframe: medium to long term
- Priority: high

## 9. Strengthen the mainstreaming of child protection within UNHCR, and in line with the Child Protection Minimum Standards.

Strengthen the mainstreaming of child protection across all areas of UNHCR, including within protection and programming. Further develop guidance for mainstreaming child protection, in line with the Child Protection Minimum Standards, that draws on existing mechanisms, processes and policies, and which provides clarity regarding shared and specific accountabilities.

- Responsible: CPU/DIP and Operations
- Timeframe: medium to long term
- Priority: medium

## 10. Continue strengthening the skills of the child protection workforce, with a focus on national staff.

Develop a learning and development strategy to support child protection staff specifically to gain knowledge and understanding of wider operational aspects within UNHCR, including programming. This recommendation complements recommendation 6 but has a broader aim to build the capacity of the child protection workforce on an ongoing basis to ensure a strengthened and well-functioning area of expertise.

- Target audience: CPU, Child Protection Workforce, and Global Learning and Development Centre (GLDC)
- Timeframe: medium to long term
- Priority: medium

### 11. Promote consistent understanding and increased knowledge of child protection across UNHCR.

Building on the existing initiatives with the GLDC, there is a need to develop an ongoing approach to introduce new staff to child protection and also update the knowledge and skills of existing staff on an ongoing basis. This includes staff from multiple departments across UNHCR as well as different levels of seniority, which may need appropriately tailored formats to communicate issues and priorities around child protection.

- Target audience: CPU, Child Protection Workforce, and GLDC
- Timeframe: medium to long term
- Priority: medium

# 6. Annexes

## Annex 1: Terms of Reference

### Evaluation of UNHCR's child protection programming – Child Protection Unit

### 2020_SBP_048

| | |
|---|---|
| 1. Key information at a glance | |
| 2. Title of the Evaluation: | 3. Evaluation of UNHCR's child protection programming |
| 4. Type of exercise: | 5. Monitoring and evaluation of UNHCR and partners' child protection programmes |
| 6. Timeframe covered: | 7. 2017–2019 |
| 8. Evaluation timeframe: | 9. Approx. end October 2020–May 2021 |
| 10. Evaluation manager's contact: | 11. Amanda Louise Melville Senior Advisor,<br>12. Melville@unhcr.org |
| 13. Evaluation commissioned by: | 14. UNHCR Child Protection Unit |
| 15. Publication Date: | 16. 04 September 2020 |

UNHCR, the UN Refugee Agency, is a global organization dedicated to saving lives, protecting rights and building a better future for refugees, forcibly displaced communities and stateless people. At the end of 2019, an unprecedented 79.5 million people around the world have been forced from home. Among them are 26 million refugees. We are in 135 countries, using our expertise to protect and care for millions.

The Child Protection Unit (CPU) sits within the Field Protection Service and provides technical support and guidance to field operations across humanitarian and refugee operations through developing policy, guidelines and tools, facilitating learning and development events, coordinating and working with colleagues and partners to enhance the prevention, mitigation and response strategies to protect children of concern as well as strengthening youth engagement.

### Organizational context

Over 40 per cent of all forcibly displaced persons globally are children – approximately 31.8 million children.[39] Many refugee children spend their entire childhood in displacement, uncertain about

[39] UNHCR Global Trends in Forced Displacement 2019.

their future. Children – whether refugees, internally displaced or stateless – are at greater risk than adults of abuse, neglect, violence, exploitation, trafficking or forced recruitment into armed groups. They may experience and witness disturbing events or be separated from their family. At the same time, family and other social support networks may be weakened and education may be disrupted. These experiences can have a profound effect on children – from infancy and childhood through to adolescence. During emergencies and in displacement, girls face gender-related protection risks.

Children are also highly resilient and find ways to cope and move forward in the face of hardship and suffering. They draw strength from their families and find joy in friendships. By learning in school, playing sports, and having the creative space to explore their talents and use some of their skills, children can be active members of their community. We need to work with children and empower them to advocate for their rights and their protection.

Children's rights are enshrined in international law, including in the United Nations Convention on the Rights of the Child (UNCRC), and are at the heart of UNHCR's protection mandate. Given the high proportion of children amongst displaced populations and the fact that children face unique protection risks, responding to their specific needs is a key priority for UNHCR. UNHCR's commitment and approach to the protection of children has been reiterated and refined over the history of the organization, responding to both the changing nature of displacement and the evolution of legal and policy frameworks and practice to forcibly displaced persons and in child protection. In 2012, UNHCR adopted the Framework for the Protection of Children, which was an expression of the organization's renewed commitment to the protection of children. In 2017, UNHCR undertook an evaluation of the degree to which UNHCR had effectively implemented this framework (and the SGBV and education strategies) and the results achieved to this point.[40]

UNHCR programming on child protection is outlined in the child protection framework which has the following goals:

- Goal 1: Girls and boys are safe where they live, learn and play
- Goal 2: Children's participation and capacity are integral to their protection
- Goal 3: Girls and boys have access to child friendly procedures
- Goal 4: Girls and boys obtain legal documentation
- Goal 5: Girls and boys with specific needs receive targeted support
- Goal 6: Girls and boys achieve durable solutions in their best interests

The evaluation of the implementation of the child protection, SGBV and education strategies found that the child protection framework provided strategic direction to the operations, and the technical support provided to several operations led to revision of the child protection approach in the Country Operations. However, several limitations were noted including lack of clear theory of change underpinning the strategies, insufficient link between the strategies and UNHCR results-based management framework, lack of measurability and lack of clarity on the purpose of the strategy at global and country levels. In addition, UNHCR's performance against global strategic priorities on child protection has stagnated and continues to fall short of targets and in a significant number of operations continues to decline - for instance, 55,386 Best Interests Assessments were conducted in 2019 down from 62,790 in 2018. This reflects an increasing gap in the ability of UNHCR to provide child protection services to children in need with the numbers of children

[40] See https://www.unhcr.org/5a183d9c7.pdf

receiving Best Interests Assessments this year similar to the numbers 4 years ago, indicating that the provision of these services has not kept pace with the growing numbers children in need.

Programme reports and evaluations indicate UNHCR and partners are undertaking innovative programming which is clearly adapted to the diversity of contexts in which UNHCR works. In the field, UNHCR's results-based management framework is used to design country programmes that include child protection. Child protection results are addressed both within the child protection result area, as well as within other result areas including SGBV, community- based protection, durable solutions and documentation results areas. In general, review of UNHCR country operations child protection specific programming has indicated that for UNHCR child protection dedicated programming can be categorized into four different types/contexts:

1. UNHCR supports government and local actors to deliver child protection to refugee children through advocacy, policy reform and capacity building
2. UNHCR works with partners in large scale humanitarian response to coordinate and deliver child protection programmes to refugees in settings with multiple partners and large-scale child protection programmes
3. UNHCR works with 1-2 implementing partners to deliver child protection programmes directly in refugee settings
4. UNHCR has limited child protection response. In IDP settings, UNHCR role in child protection varies significantly but often UNHCR does not have a significant child protection dedicated programme in IDP settings. This is also the case in some refugee settings.

The nature of the programming varies across contexts, but UNHCR's response has a strong focus on the Best Interests Procedure and response to separated and unaccompanied children as well as child friendly refugee procedures. In many settings, particularly the setting 1 described above, UNHCR also works with partners to strengthen national child protection systems ability to protect forcibly displaced children. Although the child protection framework established a vision to broaden UNHCR child protection programming to systems strengthening and prevention and response to a full range of child protection programming, the degree to which that vision is reflected in UNHCR programming at the field level varies. In some settings innovative prevention work is being undertaken on child protection including on issues such as child marriage, parenting programmes and community mobilization but such approaches are not systematically implemented by UNHCR and/or partners. The degree to which child protection is systematically mainstreamed across other components of protection, including SGBV, community-based protection and refugee procedures varies, as does the degree to which it is mainstreamed in other sectors such as education. As such, is a lack of coherence between the programme activities being reported in various contexts and the link between the global strategy and the actual programmes and activities being implemented by UNHCR in field operations remains unclear. As such there is evaluate the effectiveness of UNHCR programs in the field, the appropriateness of these programmes given the different contexts in which UNHCR and the link between these programmes and the global strategic direction of UNHCR outlined in the Child Protection Framework. There is also a need to evaluate UNHCR's partnerships on child protection to determine how effective UNHCR is in leveraging, coordinating and complimenting other partners child protection responses.

Monitoring and evaluation of UNHCR and partners' child protection programmes has demonstrated that: early and effective child protection programming is both lifesaving and cost saving; technical expertise and investment in resources on CP is essential to ensure quality programmes, strong coordination and effective advocacy; and members of the workforce covering CP positions require

specific core, professional and behavioural competencies, yet there is inconsistency between operations in levels of expertise on child protection and when and how this is deployed. As such there is a need to evaluate the resourcing and staffing of UNHCR on child protection and how efficiently and effectively available resources are being used.

UNHCR will undertake an evaluation of UNHCR global child protection programmes in order to inform the strategy direction of UNHCR child protection programme, UNHCR child protection programming in the field and our relationship with our key partners. Furthermore, it will serve to hold UNHCR accountable to both populations of concern and donors for the results on child protection.

# The purpose and objective

The purpose of this evaluation is to review UNHCR's child protection leadership role, strategies and programme performance to inform UNHCR's child protection strategy and the implementation of UNHCR child protection programming. Ultimately the evaluation should provide recommendations that will lead to enhanced protection of children of concern. The findings and recommendations generated by the evaluation will be used to influence strategic direction, to inform theory and practice of child protection in UNHCR, inform UNHCR resourcing for child protection programming and to strengthen partnerships. The findings will be used in to inform the development of a child protection strategy for UNHCR, global planning and advocacy and UNHCR's country programmes and partnerships and guide UNHCRs work to strengthen the protection of forcibly displaced children. The evidence generated by the evaluation will also highlight the centrality of the child protection agenda within broader work on forced displacement by UNHCR, authorities and partners. As an existing evaluation is ongoing on UNHCR Statelessness Programme, this evaluation will not address UNHCR child protection programming in the context of Statelessness.

The objective of the evaluation is to assess the past and current approaches to child protection by UNHCR, including strategies, resources, capacities, partnerships and where possible results. The primary audience for this evaluation is the UNHCR Country offices, Regional Bureaux, and the Division of International Protection and other related HQ Divisions. UNHCR's partners – including government and humanitarian and development actors will serve as a secondary audience.

# Evaluation focus and methodology

## 1. Scope

The evaluation scope – relating to timeframe and locations– is as follows:

- Timeframe to be covered in the evaluation: The timeframe of this evaluation will be primarily focused on 2017-2019 to address UNHCR child protection response during this period – this covers the period since the last evaluation in 2017. Approaches between 2013-2016 will be considered where relevant to informing the overall strategic direction of UNHCR child protection work, reflecting the adoption of the Child Protection framework in 2012 and to address issues not covered in the 2017 evaluation of the implementation of the child protection, SGBV and education strategies.
- Scale: the evaluation will aim to evaluation UNHCR child protection work globally. This will include global, regional and country level child protection programming. The evaluation will sample country level contexts that represent the diversity of contexts in which UNHCR works. The evaluation will select four Tier 1 countries in which to do interviews with staff, partners and persons of concern – reflecting the four profiles of child

protection programmes described above. It will also select an additional 4-6 Tier 2 countries to only conduct interviews with staff and partners. The selection of the operations will reflect the four type of programmes described above, plus attempt to ensure diversity in terms of the following criteria as much as possible: IDP and refugee settings; high, middle and low income contexts; large scale and smaller scale refugee responses; urban/rural and camp settings; and situations in which there was focused support for rollout of the child protection strategy and others where there was no focused support for the rollout of the strategy.

- Scope of child protection. The evaluation will review the dedicated child protection programming supported by UNHCR and partners and will also review the degree to which child protection issues are mainstreamed and appropriately integrated in the various elements of UNHCR sectoral programming.

## 2. Key Areas of Inquiry for the Evaluation

The focus on the evaluation will be to review UNHCR child protection strategy and programmes in the field, determine what approaches or combination of approaches deliver results and how UNHCR's programmes have been adapted to the various contexts in which we work to inform the development of a develop a realistic, measurable and adaptable child protection strategy for UNHCR. There is also a need to determine to what degree UNHCR's programmes address both the prevention and response to child protection issues, good practices to address the prevention element of UNHCR programming and how UNHCR has best been able to coordinate, compliment and work with partners to protect forcibly displaced children. The evaluation should also review UNHCR's work in light of recent developments in the field of child protection, including the development of the INSPIRE package and the updated Minimum Standards for Child Protection in Humanitarian Settings.

The evaluation will focus on several key themes that will be further refined during inception. This will include understanding the results achieved and what factors determined the results achieved, as well as how to strengthen UNHCR's strategy and approach to child protection.

The key areas of inquiry of the evaluation are as follows[41]:

### A. RELEVANCE AND APPROPRIATENESS OF GLOBAL AND COUNTRY STRATEGIES, PLANS AND GUIDANCE ON CHILD PROTECTION

- Assess the appropriateness and coherence of UNHCRs corporate/global approach/strategies and intended results/targets for child protection.
- How well have key components of UNHCR child protection programming been adapted across contexts? How clear are any explicit or implicit theory of change underlying UNHCR child protection programming in the field?
- Assess the relevance and appropriateness of UNHCR country level child protection strategies and interventions

Key questions may include:

[41] The evaluation will refer to and make use of relevant internationally agreed evaluation criteria such as those proposed by OECD-DAC and adapted by ALNAP for use in humanitarian evaluations.

- To what degree is there consistency and coherence in UNHCR's child protection programming and to what degree is this aligned with UNHCR's global child protection framework?
- What are the key factors that impact on the design of UNHCR's child protection
- programming at the country level
- What are the implicit or explicit theory of change underlying design of UNHCR child protection programming in the field
- How well-tailed and appropriate is UNHCR child protection programming in specific contexts (high income/low resource, large scale humanitarian response or smaller scale refugee settings, etc)?
- How do UNHCR's child protection interventions contribute to and align with the organizations broader objectives of protection and durable solutions?

### B. EFFECTIVENESS OF UNHCR PROGRAMMING IN CONTRIBUTING TO PROTECING CHILDREN OF CONCERN; KEY FACTORS AND CONDITIONS LEADING TO PROGRAMME EFFECTIVENESS

- Examine the relevance, appropriateness and timeliness of UNHCR child protection programmes and approaches that have been applied in various regions taking account of the range of contexts where UNHCR operates.
- Assess the performance of UNHCR child protection programmes -- using the evaluation criteria of effectiveness, efficiency and sustainability -- in protecting children of concern. This analysis will focus on both on UNHCR's role in strengthening national systems to protect children as well as providing direct protection services to children of concern

Key questions may include:

- What are the key results that have been achieved by UNHCR's child protection programming and what have been some key gaps?
- What are the most important internal and external factors that enabled or inhibited the achievement of results on child protection?
- Are there examples of good practices that led to desirable outcomes on child protection that can be scaled to other operations or countries, and under which conditions were these results achieved?

### C. LEADERSHIP, LEVERAGING AND PARTNERSHIPS

- Assess UNHCR's role in coordination of child protection in refugee settings and effectiveness in collaborating with partners to deliver protection of refugee children in these settings
- Review UNHCR's partnerships with authorities and civil society in the field of child protection, including both implementing and non-implementing partners with aim to identify UNHCR's and partners comparative advantages

Key questions may include:

- What are the strengths and challenges in UNHCR's role in coordination of child protection in refugee settings and how can this be improved?
- What do respondents see as UNHCR's comparative advantage and the comparative

advantages of partners? How effectively has UNHCR leveraged partners comparative advantages to protect children of concern and designed UNHCR programmes to reflect UNHCR and partners comparative advantages?
What is working well with UNHCR's partnerships with authorities, UN and civil society organizations in the area of child protection and what should be strengthened?

### D. INSTITUTIONAL CAPACITY, RESOURCE ALLOCATIONS AND EFFICIENCY

- Assess UNHCR's leadership, guidance and technical support at all levels of the organization as well as the adequacy of UNHCRs staffing/institutional capacity in child protection to identify strengths, gaps and recommendations for improvement
- Provide recommendations to strengthen UNHCR child protection leadership and advocacy, organizational policies, strategies and methodologies, regional and country-level response, resources and partnerships for child protection in various contexts.

Key questions may include:

- Does UNHCR have appropriate levels of technical expertise in child protection at the operational level? What determines whether UNHCR has appropriate capacity and what could be done to ensure that appropriate levels of capacity are systematically available?
- How can different country operations address funding gaps, and what short- term and long-term strategies can UNHCR adopt to address these at HQ and field operation level?

### E. RECOMMENDATIONS AND WAY FORWARD

- Collect information from respondents to inform the recommendations and way forward in relation to UNHCR's strategy and child protection programming.

Key questions may include:

- What should be the core components of UNHCR's child protection strategy and programming?
- What should be UNHCR's role in child protection and how should this reflect and build upon the comparative advantage of UNHCR and partners?
- How should child protection be reflected within UNHCR results-based management structure, including what approaches should be included within the child protection outcome and what should be mainstreamed across other results areas?
- How should UNHCR child protection strategy at the global, regional and country level account for the different contexts and operational realities in which UNHCR works?

## 3. Approach and Methodology

The evaluation will triangulate evidence through various methods to ensure a broad range of stakeholder perspectives are considered and will build evidence to suggest ways in which UNHCR can strengthen its strategy, technical capacity, partnerships and resources for child protection.

The evaluation will include global, regional and country-level analysis, and a detailed evaluation framework, including indicators, data sources and analytical methods will be developed during the inception phase covering all evaluation criteria/questions and sub- questions. For assessing UNHCR's work at the country level, a sample of 6-8 countries will be identified to represent the diversity in contexts in which UNHCR works (see Scope section above). The sample will include a mix of countries from various contexts including middle- income and fragile countries. The

evaluation will seek to find evidence of cross-cutting issues and trends across different country typologies, that will further help inform UNHCR global child protection strategy. The evaluation will be both retrospective and forward looking and will inform the design and implementation of child protection programmes moving forward.

The evaluation methodology should use a combination of quantitative and qualitative methods to answer the two Key Areas of Inquiry and Sub-questions. Key methodologies include:

1) Desk review and content analysis of relevant background as well as programmatic data and documents;
2) Remote interviews with UNHCR staff, implementing and operational partners, key interagency stakeholders (e.g., WFP, UNDP, UNICEF, etc.), national host governments; and
3) Consultations with beneficiaries in a limited number of selected operations. Due to COVID travel restrictions, it is recommended that local consultants would work with UNHCR operations to organize these consultations.
4) Online surveys may also be conducted with a larger range of respondents from UNHCR and partners

Note: UNHCR is working on consolidating existing qualitive and quantitative data from UNHCR programme reporting system and this information will be made available to the evaluation team. As such, the evaluation team will not be required to do primary review of the UNHCR reporting and data.

Methodologies that incorporate capacity building of UNHCR and partners in evaluation and take an appreciative inquiry approach are highly desired. UNHCR welcomes the use of diverse, participatory, and innovative evaluation methods. The methodology – including details on data collection, data monitoring and quality assurance, and data cleaning, as well as the analytical approach used to answer the evaluation questions – will be designed by the evaluation team during the inception phase and presented in an evaluation matrix.

The evaluation methodology is expected to:

- Reflect an Age, Gender and Diversity (AGD) perspective in all primary data collection activities carried out as part of the evaluation – particularly with refugees.
- Employ a mixed-method approach incorporating qualitative and quantitative data collection and analysis tools including the analysis of monitoring data – as available.
- Gather and make use of a wide range of data sources (e.g. child protection monitoring data, mission reports, coordination groups meetings, strategy narrative, budget and indicator reports) in order to demonstrate impartiality of the analysis, minimize bias, and ensure the credibility of evaluation findings and conclusions.
- Be explicitly designed to address the key evaluation questions – considering evaluability, budget and timing constraints

The evaluation team is responsible for gathering, analysing and triangulating data (e.g. across types, sources and analysis modality) to demonstrate impartiality of the analysis, minimize bias, and ensure the credibility of evaluation findings and conclusions.

## 4. Evaluation Quality Assurance

The firm is required to sign the UNHCR Code of Conduct, complete UNHCR's introductory protection training module, and respect UNHCR's confidentiality requirements.

In line with established standards for evaluation in the UN system, and the UN Ethical Guidelines for evaluations, evaluation in UNHCR is founded on the inter-connected principles of

independence, impartiality, credibility and utility, which in practice, call for: protecting sources and data; systematically seeking informed consent; respecting dignity and diversity; minimizing risk, harm and burden upon those who are the subject of, or participating in the evaluation, while at the same time not compromising the integrity of the exercise.

The evaluation is also expected to adhere with pilot 'Evaluation Quality Assurance' (EQA) guidance, which clarifies the quality requirements expected for UNHCR evaluation processes and products.

The Evaluation Manager will share and provide an orientation to the EQA at the start of the evaluation. Adherence to the EQA will be overseen by the Evaluation Manager with support from the UNHCR Evaluation Service as needed.

## Deliverables

The evaluation will be implemented from ca. October/November 2020 to ca. May 2021, will be managed following the timeline tabled below, and will be contracted to a firm as follows (demonstrative and can vary):

The key evaluation deliverables are:

- Inception report including Data collection toolkit (including questionnaires, interview guides, and data monitoring methods) and details on the analytical framework;
- Draft report, including recommendations and summary (max. 25 pages excluding annexes);
- Final report and PowerPoint presentation

| | Activity | Deliverables and payment schedule | Indicative timeline | Number of estimated working days* |
|---|---|---|---|---|
| 1 | **Inception phase** including:<br>- Initial consultations with UNHCR coordinators and reference group<br>- Drafting, presentation and revision of inception report | Scoping consultations completed<br>Final inception report – including report outline, methodology, refined evaluation questions (as needed) and evaluation matrix.<br>***PAYMENT 10%*** | October 2020 | 25 |
| 2 | **Data collection** including:<br>- Initial desk review<br>- Key informant interviews<br>- Survey<br>- Field consultations with persons of concern in 2 field locations. Estimated consultation with 4 groups in each location. [4] | Data collected and debrief presentation of preliminary findings<br>***PAYMENT 30%*** | November - December 2020 | 40-60 |
| 3 | **Data analysis phase** including:<br>- Analysis and write up of findings | Remote First presentation of key findings to reference group<br>***PAYMENT 20%*** | *January* 2021 – February 2021 | 40-60 |
| 4.1 | **Reporting**<br>- Drafting first version of report for circulation and comments<br>- Stakeholder feedback and validation of evaluation findings, conclusions and proposed recommendations<br>- Submission of final draft report for feedback | First report and recommendations<br>Final Evaluation Report<br><br>*Payment 15%* | March – April 2021 | 30 |
| 4.2 | **Dissemination of findings**<br>- Presentation of findings to UNHCR and external audience<br>- Dissemination of findings through article or blog | 2 online presentations of report (including ppt presentation)<br>One article or blog<br>***PAYMENT 20%*** | May 2021 | 10 |

*This is an estimate of minimum working days and does not equate to the intended number of total person days. Evaluation teams will need to specify the expected level of effort of each team member (person days) and calculate the total number of days worked for the team. For example, if 2 people are tasked to conduct fieldwork for 2 case studies each and each person spends 10 days collecting data and 3 days analysing data, the number of person days is calculated as such: 2 persons X 13 working days X 2 case studies = 52 person days.

## Essential minimum qualifications and professional experience required

Functional requirements for evaluation team members recruited through the consulting firm are outlined below. The exact number of team members to be determined based on scope of work and associated staffing requirements.

**Evaluation Team Leader**

- A post-graduate or second master's degree in social science, development studies, or economics plus a minimum of 15 years of relevant professional experience in humanitarian response settings and/or development interventions.
- Minimum of 10 years of evaluation experience with demonstrated ability in mixed research methodologies, and an excellent understanding of humanitarian/development country operations.
- Proven experience in successfully leading an evaluation team and managing fieldwork in complex environments.
- Technical expertise in refugee assistance, basic-needs, and protection work. With an emphasis on durable solutions and local integration, including relevant analytical frameworks and programming approaches and standards, particularly where this concerns employability, cash-based interventions, healthcare, and education services.
- Proven track record in leading (preferable) or participating as a senior team member in previous large-scale evaluations, preferably country portfolio evaluations, commissioned by a large development, donor, or humanitarian agency.
- Experience in evaluation in humanitarian or development settings preferred.
- Institutional knowledge of UNHCR's mandate and modus operandi.
- In-depth knowledge of and proven experience with various data collection and analytical methods and techniques used in evaluation and operational research.
- Experience in generating useful and action-oriented recommendations to management and programming staff.

**Evaluation Team Member(s) – Managers**

- Master's degree (in the areas of social sciences, development studies, international relations, or economics) plus a minimum of 5 years of relevant professional experience, or a post-graduate degree with at least 4 years of relevant experience to humanitarian and/or development settings.
- Proven experience (minimum 10 years) in project management, supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or studies and operational research around outcomes mapping, vulnerability/risk mapping, and protection and livelihoods issues.
- Good knowledge of child protection programming in refugee settings, relevant analytical frameworks and programming approaches and standards.
- In depth knowledge with various data collection and analytical methods and techniques used in evaluation and operational research.
- Proven expertise in facilitating participatory workshops involving different groups and participants.

- Technical expertise in relevant sectoral areas including Employment, Entrepreneurship, Job placement, microfinance.
- Excellent communication and presentation skills.

**Evaluation Team Member(s) – Analysts**

- Bachelor's degree in social science, statistics, or economics with a minimum of 5 year of relevant professional experience.
- Proven experience with survey design, data monitoring, data cleaning, and data management, as well as proven experience in data analysis.
- Understanding and experience of survey design methodologies, sampling design procedures.
- Experience using statistical software packages and QGIS is an advantage

**Field data collectors (1 per country; 4 countries)** [42]

- Organize field data collection with persons of concern in selected country5
- Facilitate coordination of meetings with partners in selected country
- Indicate availability and describe coverage. As the countries for field visits are not yet determined, it is not required to submit a CV or name for Field Data collectors at this point in time.

## Evaluation Team Selection Criteria and bid requirements

Technical criteria used to evaluate proposals will comprise 70% of the total score while the remaining 30% is based on the financial offer. The Technical offer will be evaluated using the following criteria:

- Proposed services: Approach and methodology of the evaluation (max 35 points)
- Team Composition and Strength: Number of people, qualifications and relevant experience (max 15 points)

The bid should include the following components:

1) Proposed services: A statement detailing the methodology and tools you proposed for this evaluation, important constraints/risks to the evaluations that should be taken into consideration and mitigation strategies, expected level of effort (# of days and team size) and what quality assurance measures would be conducted. (max 6 pages)
2) Team composition and strength: Bidders should indicate the composition and qualifications of each proposed team member; their role and experience working together in carrying out multi-country evaluations and expertise on child protection and refugee response. Please submit the names and CVs of all proposed members. (max 4 pages)

[42] For the purpose of bidding, it is expected that local consultants should be hired to facilitate these consultations in country and therefore no international travel would be anticipated given current travel limitations. Consultations with beneficiaries in a limited number of selected operations. Child friendly consultations should be included in this. Operations would be selected from the following list of UNHCR operations with significant child protection programs: East Africa (Ethiopia, Kenya, Uganda, South Sudan, Sudan); Asia (Bangladesh, Thailand); MENA (Syria, Iraq, Lebanon, Jordan and Egypt); West and Central Africa (Cameroon, Niger); America (Colombia, Ecuador, Panama, Mexico); Europe (Greece, Turkey, Italy, Bosnia, ); Southern Africa (DRC, South Africa)

# Annex 2: Evaluation Matrix

## Relevance and appropriateness

This criterion aims to:

- Assess the relevance and appropriateness of global and country strategies, plans and guidance on child protection
- Assess the appropriateness and coherence of UNHCRs corporate/global approach/strategies and intended results/targets for child protection
- Analyse the extent to which key components of UNHCR child protection programming have been adapted across contexts. Assess the degree to which there are any explicit or implicit theories of change underlying UNHCR child protection programming in the field
- Assess the relevance and appropriateness of UNHCR country level child protection strategies and interventions

| Key evaluation questions | Indicators | Data sources | Analysis methods |
|---|---|---|---|
| 1. What child protection programming happens in practice (and according to which contexts UNHCR works in)? | Examples of CP interventions in specific contexts<br><br>Respondents' perceptions on the level of achievement of results<br><br>Alignment with strategy | Secondary data:<br><br>Rebecca's work, Framework for CP, Framework for SGBV, Framework of Education, CP Country Strategies, sector expert reviews of global strategies, operations report on child protection through the mid-year and/or end-year operation Narrative Reports, Rebecca`s reports.<br><br>Asia region stocktaking (April)<br><br>Survey (UNHCR protection staff)<br><br>Primary data: key informant interviews (KIIs) with youth POCs | Descriptive analysis |
| 1b. To what extent are CP approaches and activities mainstreamed in sectors such as education, settlement and other sectors? | Understanding and defining mainstreaming among respondents<br><br>Inclusion of CP considerations in COPs.<br><br>Evidence of joint assessments and/or shared evidence and | Framework for CP, Framework for SGBV, Framework of Education, CP Country Strategies, operations report on child protection through the mid-year and/or end-year operation Narrative Reports | Comparative and descriptive analysis of qualitative and quantitative data, triangulation of primary and secondary data |

| | | | |
|---|---|---|---|
| | analysis across units and programmes.<br><br>Examples of cross-sectoral collaboration, harmonization and programme coherence<br><br>Evidence of joint and or explicitly compatible objectives across sectors/programmes | Primary data:<br><br>KII (Global, Regional and Country protection staff, implementing partner staff, youth POCs through Global Youth Advisory Council and TRSN)<br><br>Survey targeting implementing partners, UNHCR staff | |
| 2.Why does UNHCR make decisions to work on certain things and not others? (prioritization, strategic planning, multi-year planning) | Available evidence used in design of child protection programming in specific contexts, baseline assessments, partner feasibility assessments driving prioritization<br><br>Disaggregated data guided prioritization of protection<br><br>Evidence of UNHCR work alignment with appropriate national/regional policies/frameworks<br><br>Willingness and capacity of international development actors to work jointly with UNHCR<br><br>Funding and child protection staff expertise | Framework for CP, Framework for SGBV, strategic documents, country strategies, sector expert reviews of global strategies, operations report on child protection through the mid-year and/or end-year.<br><br>Primary data:<br><br>Key informant interviews (global, regional and country protection staff, implementing partner staff)<br><br>Surveys targeting UNHCR staff and implementing partners | Comparative and descriptive analysis of qualitative and quantitative data, triangulation of primary and secondary data |

## Leadership, leveraging and partnership

This criterion aims to:

- Assess UNHCR's role in coordination of child protection in refugee settings and effectiveness in collaborating with partners to deliver protection of refugee children in these settings
- Review UNHCR's partnerships with authorities and civil society in the field of child protection, including both implementing and non-implementing partners with the aim of identifying UNHCR's and partners' comparative advantages

| Key evaluation questions | Indicators | Data sources | Analysis methods |
|---|---|---|---|
| 3. What are the strengths and challenges in carrying out UNHCR's responsibilities for child protection coordination responsibilities in refugee settings and how can this be improved? | Accountabilities (refugees and mixed)<br><br>Evidence and perceptions of UNHCR staff and partners of UNHCR application of its coordination responsibilities for child protection in refugee settings<br><br>Extent to which UNHCR was able to mobilize support coordination mechanisms<br><br>Inclusive partnership approach in coordination mechanism especially local actors (benchmark GCR)<br><br>Is CP included in regional coordination structures (cross-regional coordination, 3RP)? | Secondary data:<br><br>Strategic documents, country strategies, sector expert reviews of global strategies, operations report on child protection through the mid-year and/or end-year<br><br>Mapping of availability and operation of coordination mechanisms<br><br>Primary data:<br><br>Key informant interviews (global, regional and country protection staff, implementing partner staff, operational partners, coordinators)<br><br>Surveys targeting UNHCR staff, implementing partners, operational partners, coordinators | Comparative and descriptive analysis of qualitative and quantitative data, triangulation of primary and secondary data |
| 4. What must UNHCR do itself (best placed to do), and what should partners do (best placed to do)? | In mixed settings, in which contexts and when…<br><br>…including implementing partners, operational partners, government | Secondary data:<br><br>Strategic documents, country strategies, sector expert reviews of global strategies, operations report on child protection through the mid-year and/or end-year<br><br>Primary data: | Comparative and descriptive analysis of quantitative and qualitative data, triangulation of primary and secondary data |

| | | | |
|---|---|---|---|
| | How does UNHCR leverage partners' comparative advantages to protect children of concern? | Key informant interviews (global, regional and country protection staff, implementing partner staff, operational partners)<br><br>Surveys targeting UNHCR staff, implementing partners, operational partners | |
| 5. How well is UNHCR delivering on the Principles of Partnership in CP? | Perception of UNHCR's effectiveness in its role among partners including implementing partners, operational partners, local actors<br><br>Evidence of UNHCR partnerships – implementing partners, operational partners<br><br>Including in IDP settings | Secondary data:<br><br>Strategic documents, country strategies, sector expert reviews of global strategies, operations report on child protection through the mid-year and/or end-year<br><br>Primary data:<br><br>Key informant interviews (global, regional and country protection staff, implementing partner staff, operational partners)<br><br>Surveys targeting UNHCR staff, implementing partners, operational partners | Aggregation and descriptive analysis of qualitative and quantitative data, triangulation of primary and secondary data |

## Institutional capacity, resource allocations and efficiency

This criterion aims to:

- Assess UNHCR's leadership, guidance and technical support at all levels of the organization as well as the adequacy of UNHCR staffing/institutional capacity in child protection to identify strengths, gaps and recommendations for improvement.
- Provide recommendations to strengthen UNHCR child protection leadership and advocacy, organizational policies, strategies and methodologies, regional and country-level response, resources and partnerships for child protection in various contexts.

| Key evaluation question | Indicators | Data sources | Analysis methods |
|---|---|---|---|
| 6. What is the staffing capacity for CP? (decisions, rationale and prioritization) | The level of technical CP expertise across dedicated positions and broader protection positions at HQ, Bureau and operational levels<br><br>Timeliness and quality of staff deployed<br><br>Availability of ongoing assessments of protection capacity<br><br>(dedicated/included, staff/surge/UNOPS - contract types)<br><br>How are decisions about staffing for CP made?<br><br>What are rationales for programming with/without dedicated CP staff? (alignment with needs assessments)<br><br>Dedicated staffing - what difference does it make? | Secondary data:<br><br>UNHCR internal staffing and capacity data, UNHCR guidance and protocols for emergency onsets, SOPs, GLCD documentation, UNHCR and partner project or plans<br><br>Workforce guidance (affiliated workforce)<br><br>Primary data:<br><br>KII with UNHCR staff members (global, regional, country level)<br><br>Survey targeting UNHCR protection staff through the GLCD<br><br>Survey targeting implementing partners | Comparative and descriptive analysis of qualitative and quantitative data triangulation of primary and secondary data |
| 7. What is the resourcing (financial) for CP? (decisions, rationale and prioritization) | Level of resources (HQ, Bureau and operational)<br><br>How are decisions about resourcing CP made? | Secondary data:<br><br>Rebecca's work, operations report on child protection through the mid-year and/or end-year operation Narrative Reports | Comparative and descriptive analysis of qualitative and quantitative data, triangulation of primary and secondary data |

| | | | |
|---|---|---|---|
| | What are rationales for programming with/without resourcing? (alignment with needs assessments)<br>Dedicated resourcing - what difference does it make? | Primary data:<br>KII with UNHCR staff members (global, regional, country level)<br>Survey targeting UNHCR protection staff through the GLCD<br>Survey targeting implementing partners | |

## Effectiveness

This criterion aims to:

- Assess the effectiveness of UNHCR programming in contributing to protecting children of concern; key factors and conditions leading to programme effectiveness.
- Examine the relevance, appropriateness and timeliness of UNHCR child protection programmes and approaches that have been applied in various regions taking account of the range of contexts where UNHCR operates.
- Assess the performance of UNHCR child protection programmes -- using the evaluation criteria of effectiveness, efficiency and sustainability -- in protecting children of concern. This analysis will focus on both UNHCR's role in strengthening national systems to protect children and providing direct protection services to children of concern.

| Key evaluation questions | Indicators | Data sources | Analysis method |
|---|---|---|---|
| 8. Results - key results and gaps for CP? | Perception of UNHCR system strengthening work.<br>Perception of UNHCR direct protection services to children of concern<br>Reported results through RBM | Secondary data:<br>Document review Framework for CP, Framework for SGBV, Framework for Education, operations report on child protection through the mid-year and/or end-year Operation Narrative Reports, reports from the UNHCR CP Data Analysis initiative<br><br>Primary data:<br>Survey targeting UNHCR protection staff | Descriptive analysis, triangulation of primary and secondary data |
| 9. Results - Enabling factors and barriers? | Perception level<br>Evidence of enabling and constraining factors common to humanitarian agencies and/or specific to UNHCR | Secondary data:<br>Document review Framework for CP, Framework for SGBV, Framework for Education, operations report on child protection through the mid-year and/or end- | Comparative and descriptive analysis, triangulation of primary and secondary data |

| | | | |
|---|---|---|---|
| | Consideration of different options when designing UNHCR's response to CP<br>Alternative strategies and approaches supported by lessons learned | year Operation Narrative Reports, reports from the UNHCR CP Data Analysis initiative<br><br>Primary data:<br>KII with UNHCR protection staff (country, regional, global), implementing partners, survey targeting implementing partners, UNHCR staff | |

## Recommendations and way forward

This criterion aims to:

- Collect information from respondents to inform the recommendations and way forward in relation to UNHCR's strategy and child protection programming.

| Evaluation questions | Indicators | Data sources | Analysis methods |
|---|---|---|---|
| 10. What should core components of CP consist of across different contexts for UNHCR? | Changes in the characteristics of emergency situations<br>Country, regional and global level<br>Changes in the global and UNHCR policy framework for refugees (e.g. GCR). | Secondary data:<br>UNHCR CP Data Analysis initiative<br>Primary data: KII of UNHCR staff<br>Survey of implementing partners | Context analyses for the sample of situations through documents<br>Synthesis of findings from EQs |
| 11. What should UNHCR's CP role look like, reflecting the comparative advantage of UNHCR and partners?<br>Across difference contexts | UNHCR's and partners' comparative advantage in different settings (global, regional, country)<br>Perspectives on priorities for UNHCR to improve child protection capacity? What is the biggest barrier to doing so and how could it be addressed? | Secondary data:<br>UNHCR CP Data Analysis initiative | Analysis of the implications of global developments identified in documents and forums, synthesis of findings from other relevant EQs |

# Annex 3: Evidence Matrix

## Relevance and appropriateness

| **Evaluation questions** |
| --- |
| 1. What child protection programming happens in practice (and according to the contexts in which UNHCR works)? |

### 17. Document review

- Examples of operational strategies that align with the Framework for Child Protection include the Child Protection strategy developed for the Colombia, Costa Rica and Cameroon operations. These conceptually address the child protection systems framework (Costa Rica) and the six goal areas (Costa Rica and Cameroon).
- Some operation-wide protection strategies have relatively thorough analysis of child protection issues embedded in their context and needs discussion in the documents. What is more challenging for one of these operations in particular is that UNHCR's ability to engage on child rights and child protection issues is highly limited due to the national authority's refusal to engage on what it deems sensitive subjects, and some of these 'subjects' are serious child rights violations. UNHCR is placed in a precarious position, as there is a real risk of expulsion from some countries if the organization tries to put pressure (or is seen to be trying) on a government that is unwilling to entertain certain dialogues.
- Asia region
    - CP Monitoring Framework Regional Bureau for Asia and the Pacific v2
- Cameroon
    - Presentation of 2021 Country Operation Prioritized Plan
    - TOR Child Protection Area of responsibility – South West/North West Cameroon
    - Stratégie Pluriannuelle et Multipartenaires 2018–2020
    - Plateforme Nationale de Protection de l'enfant au Cameroun, y Compris en Situation d'urgence
    - Stratégie pour la Protection des Enfants Réfugiés Centrafricaines dans les régions de l'Est, de l'Adamaoua, et du Nord au Cameroun, 2018–2020
    - UNHCR Strategie de Protection de l'enfance 2020–2023
    - UNHCR Cameroun Yaounde Standard Operating Procedures for Determining the Best Interests of the Child (BID)
    - Blueprint focus country visit note v2
    - Office of Internal Oversight Services Internal Audit Division Report 2019/118

- Costa Rica
  - Procedimientos Operativos Estándares para atención de personas menores de edad con necesidades de protección internacional: SOPs Protección de Niñez
  - Protocolo Para la Detección, Atención Y Protección Integral de las Personas Menores de Edad que Requieren Protección Internacional
  - Derecho a la salud de personas menores de edad refugiadas y solicitantes de dicha condición
  - Protocolo Para la Atención de Niños, Niñas y Adolescentes Migrantes y Nuevos Solicitantes de Protección Internacional (Refugio) Frente a la Pandemia del Covid-19
- East and Horn of Africa and Great Lakes
  - UNHCR and partner practices of community-based protection across sectors in the East and Horn of Africa and the Great Lakes region
- Europe
  - UNHCR Europe, Child Protection Key Messages
  - EC Communication from the Commission to the European Parliament and the Council, The protection of children in migration, 2017
  - The EU Strategy on the Rights of the Child 2021-2024 Factual summary. Public consultation February 2021
  - European Union Strategy on the Rights of the Child: UNHCR recommendations
- Greece
  - UNHCR Draft Concept Note: The National Tracing and Protection Mechanism for Unaccompanied Children (UAC) Living in Precarious Conditions: An alternative to protective custody, January 2021
  - Revised draft inter-agency stocktake of relocation: Solidarity in Action: The Relocation of Unaccompanied and Other Vulnerable Children from Greece
  - Briefing Note. Meeting of UNHCR with the Deputy Minister for Migration and Asylum. 29 January 2021
  - UNHCR The Dubs Scheme: Successful relocation of unaccompanied children from Greece, June 2020
- Netherlands
  - Overview of Final DG JUST Project Report: NLD Findings and Recommendations
- Iran
  - 2021 Detailed Planning. Objectives & Outputs – All POCs in Iran PPG. November 2020
  - UNHCR Iran's Child Protection Action Plan v2 / Sept 2019
  - Child Protection Update and Way Forward, August 2020
  - Outcome area 1.3 Child Protection, April 2021
  - Outline for a Comprehensive CP Programme in Iran, January 2021

- UNHCR Iran Multi-Year Strategy 2020–2021 (Year 1)

- Morocco
  - UNHCR Maroc Programme d'education au profit des refugies urbains, Janvier-Décembre 2020
  - UNHCR Note thematique 2020 protection de l'enfance des refugies au Maroc, Decembre 2020

- 2018 was the year that the BIP Guidelines were provisionally released, including the BIP SOP Toolkit. 105 staff and partners in 5 regions took part in TOT, and 300+ staff and partners were trained.[43]
- PRIMES roll-out for case management also features, with training for 15 operations on the CP and SGBV modules. There was an increase of 1,925 cases created by the end of the year but challenges are seen in its take-up, and it is noted that only 7 of 12 operations that had training (that have V4 active) - poor connectivity, expertise in case management, human and financial resources. Use is also affected by the shift to digital case management generally, where operations lack confidence and resources for effective roll-out.[44]
- Alternative Care in Southern Africa - specific efforts for UASC[45]
- National child protection systems: 2 x key publications: UNHCR, UNICEF Bridging the Humanitarian-Development Divide for Refugee Children in Eastern Africa and the Great Lakes Region – Mapping existing national child protection practice; and UNHCR, UNICEF Inclusion of Refugee Children in National Child Protection Systems: Guidance for Practitioners in East Africa[46]
- Refugee Child Protection Coordination Survey - launched in 2020 by CPU in collaboration with the Regional Bureaux. 105 responses from 36 coordinators, 59 CP actors in 41 operations. Data provided on main challenges and priority areas of support.[47]
- The study identifies various promising practices and entry points for making sustainable links between humanitarian and development child protection approaches. Several examples are about including refugee children in national plans, policies and legislation, and extending the remits of social workers and other protection staff to work with refugee children.[48]

18. Key Informant Interviews

- Although some operational strategies are very strongly aligned with the Framework, just as the Framework is considered 'aspirational' by those CP staff who are very familiar with it, so too are the aligned country-level CP strategies. The ability to translate such comprehensive strategies into actions can be limited by the small number of staff in an office/operation and the national contexts (i.e. depending on the partners available/present, or the priorities of the government, or the situation of existing – or non-existent – government services).
- UNHCR has been using some effective mechanisms to engage with and consult refugee communities using participatory appraisal methodologies,

[43] UNHCR, 2018, Child Protection End of Year Report for PRM.
[44] ibid
[45] ibid
[46] ibid
[47] UNHCR, 2020, Child Protection End of Year Report for PRM.
[48] UNHCR and UNICEF, Bridging the Humanitarian-Development Divide for Refugee Children in Eastern Africa and the Great Lakes Region: Mapping existing national child protection practice, 2018.

for example regular focus group discussions with refugee members across different ages and other social categories, field consultations, engaging community volunteers and representatives from community-based platforms, People with Special Needs vulnerability identification mechanism, other specific platforms like the GYAC to bring in the voices of youth. However, a more nuanced needs assessment is missing when it comes to issues with specific relevance to adolescents and young people, as their needs and roles change over time, and this might not be reflected in the overall child protection design.

19.

1b. To what extent are CP approaches and activities mainstreamed in sectors such as education, settlement and other sectors?

20. Document review

21. Humanitarian-development cooperation

- Advocacy with the government is a distinct area of humanitarian-development cooperation. It overlaps with integration into national systems, when such integration is one of the advocacy messages. Essentially, UNHCR can cooperate with other development actors (be they IFIs or UN agencies) to ask them to advocate for refugee issues. (Interestingly, powerful IFIs like the World Bank have been able to leverage change through direct conditionality requirements i.e. no funding unless refoulment ends). This is viewed relatively sympathetically by most (but not all) as a strategy. An exception was Bangladesh where the government did not appreciate UNHCR's attempts to use development actors as a channel to discuss politically sensitive issues. The report notes that UNHCR has not yet worked out how to monitor the impact of advocacy engagement. Linking services for refugees with local systems (see pp 19–22): this section has particular relevance to the CP evaluation. While advocacy and integration may overlap, advocacy implies national policy shift, whereas integration can take place gradually at a very local level and at a small scale.[49]
- Blueprint for Joint Action with UNICEF gets a mention as part of the discussion on partnership with UN agencies. Regarding engagement with the reformed UN development system, several tensions are noted from within UNHCR as well as from other UN agencies. Cooperation with development-oriented NGOs seems to be limited to date, meaning there are opportunities here to do more. Cooperation on good governance and the rule of law seems to present some opportunities for UNHCR's broader collaborations.[50]
- Analysis of comprehensive and sustainable responses for refugees has direct relevance to the inclusion of children in national child protection systems. Child protection isn't mentioned specifically, but a barrier to UNHCR making more of an effort to include refugees in national systems are the lower standards at national level (compared to the minimum standards that UNHCR is mandated to provide). This speaks to the comments of one of the interlocuters in the inception consultations in comparing the budget per child for CP of a national system with the budget per child for the CP services provided for refugees.[51]

[49] UNHCR, UNHCR's Engagement in Humanitarian-Development Cooperation: Think Piece on Research Phase 1 (November 2018 – June 2019), October 2019.
[50] UNHCR, 2020, Discussion Papers 1-4, UNHCR's Engagement in Humanitarian-Development Cooperation: Emerging findings from a longitudinal evaluation (Phase 2, November 2019–May 2020).
[51] ibid

22. Gender-based violence

- Six explicit references to child protection. Three institutional focus areas: 1. Data collection and analysis. Improve the quality of programmes by adopting and maintaining appropriate SGBV data collection and analysis tools and working with institutions and partners on researching and documenting SGBV. 2. Knowledge management and capacity-building. Strengthen the management of SGBV programmes by investing in capacity-building and expertise across the organization. 3. Partnerships and coordination. Working with UN agencies, governments, non-governmental organizations (NGOs) and displaced communities, strengthen SGBV prevention, response and coordination mechanisms for effective service delivery.[52]
- Six often overlooked or inadequately addressed areas for action. 1. Protecting children of concern against SGBV. Displaced children are particularly at risk of SGBV. In addition, they face specific forms of SGBV, including harmful traditional practices and sexual exploitation and abuse. 2. Addressing survival sex as a coping mechanism in situations of displacement. Survival sex can be a direct consequence of gaps in assistance or failures of registration systems. 3. Engaging men and boys. SGBV programmes have not sufficiently involved men in prevention activities which weakens the protection environment for women and girls as well as men and boys. 4. Providing safe environments and safe access to domestic energy and natural resources. Many displaced women and girls run the risk that they will be raped, beaten or killed whenever they collect firewood, water or other essential resources. 5. Protecting lesbian, gay, bisexual, transgender and intersex (LGBTI) persons of concern against SGBV. LGBTI persons of concern can face high levels of discrimination and violence, including SGBV. 6. Protecting persons of concern with disabilities against SGBV. Persons with disabilities are often at risk of SGBV and are frequently unable to access services.[53]

23. Education

- A number of sections make connections to child protection through highlighting the role of education (being in school and providing specific education) in contributing to child protection objectives. For example, Action 2 (schools will protect children and young people) emphasizes the child protection elements of safe schooling – participating in school prevents forced recruitment, protects children from SGBV and from child work. Schools are also places through which to identify children at risk of abuse, SGBV, and forced recruitment, and to connect them to appropriate services.[54]

24.

25. Key informant interviews

- Multiple operations report that mainstreaming is very person dependent, and not systematically undertaken. Staff see a lot of potential to do more mainstreaming, and acknowledge its importance. Focal points/staff wearing multiple hats in a position to do this; however, so much on their plates, little time, and have to prioritize other areas.
- Challenges mainstreaming with livelihoods (and cash) particularly noted. Protection staff struggle to get inclusion of children's vulnerabilities (ex. UASC, children with disabilities) included within vulnerability criteria.

[52] UNHCR, Action against Sexual and Gender-Based Violence: An Updated Strategy, 2011.
[53] ibid
[54] UNHCR, Education Strategy 2012–2016, 2012

26.

27. Effective mainstreaming

- In the context of RSD, generally over years of working in this area it was possible to refer CP cases to CP colleagues and in this sense the synergy was quite natural to RSD process.

28. Why does UNHCR make decisions to work on certain things and not others? (prioritization, strategic planning, multi-year planning)

- UNHCR (multiple contexts): IDPs seen as the 'invisible' operation --> huge needs, but donor focus elsewhere, and UNHCR is "one of many" actors. Thought to not be a priority because they do not lead on it. Budget cuts to IDPs first seen (and child protection first within that). Not prioritizing IDPs because other UN agencies, NGOs, and local organizations focusing on IDPs, so UNHCR withdraws.
- UNHCR: When they created the Global Compact, staff found it very frustrating that there was little focus on protection in general (let alone child protection). The Comprehensive Refugee Response Framework speaks clearly to leaving no one behind, ensuring children aren't in detention and the importance of social welfare/services, but within the GC it is not visible. The focus is on education and livelihoods. Protection and child protection are always 'left a bit aside', and this impacts prioritization.
- UNHCR: The problem is that child protection is within protection, and not the budget holders. Programme, who are not technical workers, manage the budgets. You design the programme, but you do not manage your own budget. And child protection gets diluted within broader/general protection (RSD, registration etc). Sometimes protection is completely under-valued, not valued, and they do not see the value. Staff are told to mainstream/integrate it instead of doing dedicated programming. As long as you don't have a big statement or policy that binds senior management (to child protection), will continue to struggle (with prioritization and funding).

## Leadership, leveraging and partnership

**Evaluation questions**

3. What are the strengths and challenges in carrying out UNHCR's responsibilities of child protection coordination responsibilities in refugee settings and how can this be improved?

### Key informant interviews

- In some contexts, having a regional coordination group would help for learning and experience sharing purposes, for example in XXX the operation is quite small and its' mostly around advocacy and fundraising work. However, UNHCR staff in XXX would benefit if there would have a been a regional protection coordination group to learn from the experience of other operations in the region which are larger and dealing with more influx of refugees, including children and more complex issues, especially with the Rohingya emergency and the regional response. Government is more willing to learn from international best practices than UNHCR telling them directly what to do.
- In dealing with Rohingya situations, we have a strong collaboration among all INGOs working on several aspects of the emergency, BIAs and BIDs – UNHCR, family tracing – Red Cross, accommodation and allowance – IOM, counselling – UNICEF through government agencies and we know all

the focal points.

- Partner: There is overlap between UNHCR's coordination function for protection cluster, and UNHCR's protection programme – the clarity in roles was unclear, and they felt that programme came into the coordination work. For example, UNHCR expected its partner leading protection monitoring to take on all areas of protection, know everything happening everywhere, though there were other OPs available – HCR did not give them a chance to share their reporting 'and thrive'. "This is not in the spirit of the cluster".
    - Further, child protection was not well worked into the protection work (in an area with low-resources and now enough actors to mount a separate group or response activities). The referral mechanisms were not defined well or working well.
- UNHCR: UNHCR is not held accountable by anyone in its coordination role of refugee responses. There needs to be a similar oversight mechanism as for cluster contexts, where UNHCR/Refugee coordinator is evaluated by other UNCT members on their coordination capacity and whether they are delivering for the whole country team, similar to what is expected of an RC. Without accountability, it is hard to see what is achieved.
- UNHCR: "'Can't do coordination if capacity is limited – and you could see capacity is limited." UNHCR wants to do it all because it has the mandate. (We) can do a lot with other partners, and have oversight – it doesn't mean you can't work with others, you rely on other agencies.' Great potential to use the inter-agency fora, but it's a missed opportunity. Within child protection, UNHCR not maximizing it enough to mobilize resources.

4. What must UNHCR do itself (best placed to do), and what should partners do (best placed to do)?

Key informant interviews

- UNHCR: Implementing partners are best placed to work directly with POCs in the xxx and xxx both because of their extensive expertise, the preference and reliance of the government on local level organizations and their understanding of the context and the language most importantly.

Mixed settings/IDPs: (partner perspective).

- "Invisible" operation – internally, huge needs and focus of donors off.
- In refugee contexts, they lead and coordinate.
- In IDP, they are one of the actors amongst other UN agencies, and lead protection cluster.

BIP and BID: Perception from OPs that BIP duplicates case management system, counter to UN reform and delivering as one. Links to communication and consultation – it is widely misunderstood. 'People at UNICEF say why don't you do the BID, it's what you're here for, the rest is our business' BID is just a tool. There is so much misunderstanding and misinterpretation that biases the understanding of partners.

5. How well is UNHCR delivering on the Principles of Partnership in CP?

Key informant interviews

29. UNHCR:

- Delivering as One-UN under UNDAF and other joint work.
- In working and collaborating with other UN agencies, the general trend is that this needs to be further strengthened, especially in terms of inclusion of refugees (refugee children) within the broader work of UN country teams` strategies and programming. Formalization of the delivery under One-UN approach and/or coordinating within the broader UN family happens differently and under different frameworks – through UNDAF, Humanitarian Country Team Action Plans, Multi-Sectoral Response Plans, Regional Response Plans to Emergencies etc.
- "Lots of our efforts, especially last year, were to ensure reflection of refugees within various UN working documents, up until 2019 this has not been the case and particularly during the COVID situation recognition of refugees in various forms of COVID assistance were vital."

30.

31. UNHCR in inter-agency settings (IPs/OPs)

- Partner: Most frequent complaint received is that while UNHCR contributions are very valuable substantively, they come late, at the end of a process, often times delaying them, and 'holding them hostage'. This undermines trust and a true feeling of partnership.
- Partner: UNHCR does not prioritize child protection as much as UNICEF; as a protection agency, they could (should) take on a bigger role. There was hope after revision of CPMS to include a stronger focus on refugee contexts that UNHCR would play a larger role – revision created expectations for a larger global commitment. The will was there, but haven't seen this in practice.
- Partner: UNHCR needs to accept that they need to make compromises, and that they cannot fully jeopardize (group) processes. Group members want them to participate, they want their feedback, but if they do not have the time/space/people to attend and participate, they should not hold the others back. UNHCR know that the group won't go forward without them (it can't be a group initiative minus UNHCR), so they need to be a more willing and congenial partner. If they have missed deadlines, if everyone else has participated and agreed on a point, they should not then refuse to go along until they get their way.
- UNHCR: UNHCR tends to focus on its IPs – building their capacity, monitoring, training – and less on OPs. This is a missed opportunity to maximise inter-agency to mobilize funding.

Implementing partners

- Partner: It is a positive partnership at global level, it really feels like they are equal partners (and inter-agency setting helps neutralize the power imbalance of UNHCR as donor). However, having a global partnership with UNHCR doesn't mean that the regions and countries will agree with it. As a UN agency and donor, they have power. If they wanted partnership to work at regional bureaus and country offices, they could have made it happen.
    - Regional level does whatever it wants, though they have more influence on countries – perception that there is something (a shift?) in the structure that prevents global from influencing --> which can be a good thing, but also means partnership may not transcend to other levels.
- Partner: UNHCR is still talking about its 'implementing partners' instead of co-partnering or strategic partners like everyone else.

- Partner: Our experience is very different from country to country: some countries it feels more like an equal partnership, and in others more a UN naming and shaming.
- Partner: Previously, UNHCR acted like the donor – they set the rules and you had to comply. There was no discussion, very little exchange of expertise. In the last six months, this is changing a lot. There is a greater willingness to partner. Partner perceives this to be linked to leadership at UNHCR.
    - Compared to UNICEF: Still have UN-NGO dynamic, but more willingness from UNICEF to say they're equal partners, to recognize expertise in partnership, to exchange and learn. Wonders if this is personality based.
- Partner: Knows there are bottlenecks within UNHCR on partnering (and how they interact/treat partners). Doesn't know what these are, but perception is that UNHCR does not have the same freedom as other UN agencies.
- UNHCR: Very good communication in field between UNHCR and partners. A comment they received from one of their partners: "UNHCR doesn't come off as an aloof donor who comes around once in a while to see how activities are going. We have a partnership where they don't hesitate to call UNHCR, drop by to discuss details of cases."
- UNHCR: Comparing across two different responses – in current, partnership is supportive and inclusive, they continually consult with partners, raise issues on prevention and response, and make sure they have the capacity and expertise to respond. In a previous operation, it was more political due to the government, and so UNHCR did not have as much of a role, or information. Perceives partnerships as better in current response. Government does not have the capacity to respond, so they rely more on international partners (to slowly build capacity).

32.

## Institutional capacity, resource allocations and efficiency

| **Evaluation questions** |
|---|
| 6. What is the staffing capacity for CP? (decisions, rationale and prioritization) |

### Key informant interviews

**Dedicated staff impression**

- UNHCR: Feeling that when she started to work with UNHCR x years ago, there were more protection staff doing a bit of everything and at HQ a lot of advocacy done to have more specialized positions on child protection. Started to see more child-specific protection positions in different operations. Now, seems more of these being cut and reverting back to times when have less specialized positions and more protection staff doing a bit of everything. See fewer people with "child" in job title.
- UNHCR: Now there is not anyone specific who is dedicated to the protection of children, and they feel this when they are elaborating documents. Sometimes they have the impression that for UNHCR the question of the protection of children is not a specific problem. They see this equally in the

allocation of the budgets: when they assign the budget, child protection is given secondary status, filling gaps.

- Government partner: She understood that amongst those they work with there are not any social workers, they don't have social professional backgrounds. This means that they don't have the professional backgrounds for the work they're doing.
- UNHCR: [Dedicated staff would be a] big thing. We could work on strengthening of government capacity, which is a top priority. We cover too many hats… More people would have made it easier to follow up… the main things we do is what we're accountable for.
- UNHCR: Even if you don't have enough money for child protection budget, if you invest in one solid child protection person for the country that has a dedicated role, role in coordination, leading the sector, then already you have a good chance to increase funding and ensure quality interventions.

33. **Repeated feedback from staff**:

- Either do it or don't do it, cannot do halfway - and child protection is not there.
- UNHCR: Need to prioritize the workforce – Are we prioritizing child protection within the agency or not? Are we giving it the weight we need, or not? If most of population are children, what are we doing?
- UNHCR: Do a little, but do it well; do not compromise on quality because of staffing. And then let everyone know you're not doing it (to be clear and manage expectations).

**On multiple hats, rotations, and lack of child protection capacity amongst staff**:

- UNHCR: Focal points (in field offices) have multiple roles/hats. UNHCR could do more within coordination if it had staff with specific functions – separate child protection from GBV, because they are dealing with field needs, coordination, cases. They are overwhelmed by all the mechanisms.
- UNHCR: Having dedicated staff would make a huge difference, and make them more effective. That way, they could focus purely on child protection and staff would be able to attend to the needs most effectively, rather than being spread out. If you have dedicated staff, it works a lot better. When she came to operation (in a senior position), she had no previous child protection experience. It took her months, almost a year, to learn and understand what was involved.
- UNHCR: Last year asked focal points across country how many could dedicate 50% or more of their time to child protection: only three could do this, the ones working in the urban areas on BID, and one linked to RSD. And two of those positions have since been cut/re-assigned.
- UNHCR: Regional advisor was meant to be dedicated and then they added GBV to the plate – overwhelmed with both. By comparison, CBP colleague had several staff, education had even more including on youth, meanwhile staff member was only one person with both child protection and GBV.
- UNHCR: Missed opportunity not working more with OPs. UNHCR is more proactive with OPs on Protection and GBV. For child protection, you have someone who is not dedicated nor a child protection technical expert. Consequently, they do not have any mastery of child protection, they won't know how to make linkages across programmes and issues, how to talk to partners (technical language, standards), they will not see (and therefore miss) entry points and opportunities to link and leverage with other programmes and sectors – they will not be strategic. At least have one (dedicated, technically skilled) person nationally and they can influence the rest (meaning OPs, and support IPs and staff focal points).

**Lack of expertise:**

- Partner: Cannot say they are experts in child protection. Since she's been in the camp, the protection of children has declined. Those who work with community-based services work more with education. Protection is consumed with education needs or community services, lots of protection

problems and generally they work in coordination and complementary with colleagues, but the people who do screening at protection staff, RSD, they don't have child protection experts.

- Partner**:** They really need child protection experts.
- Partner**:** Lack of expertise has less of an impact because they are there to coordinate and to fund, and it's the partners that take charge. And others do trainings, too – Plan, UNFPA. There are more trainings through the partners that allow staff to have more experience. Use these as the base.
- Partner**:** It would be better to recruit someone who has the expertise, the approach could be different, the addressing of child protection cases, that person would be there to uniquely focus on child protection programmes – there would be more programmes, more to follow.
- Partner**:** Staff at country level don't always know what their place is, interfere significantly with programme implementation. Sometimes have very good staff who provide good advice, but still not their place. Other times have staff without skills and give bad technical office.
- UNHCR: Agency is grounded, know how to respond to difficult cases. In high-risk cases she has to do case management directly to support field offices. Those doing case management, case counselling – need the skills, abilities, to deal with cases. Don't have preparedness, cannot learn 'on people'.
- Partner: UNHCR is very experienced, knowledgeable, and skilled, but they have staff in the field who don't have child protection background. When they participate in child protection meeting, there is no feedback from HCR focal point in a child protection meeting. When field visit staff are monitoring the child protection project, they need to have child protection knowledge and skills, because they are the donor and we have a partnership. But all the staff that we have now are experienced, but in previous times we experienced, we had some staff, focal points of projects, and they did not have enough child protection knowledge and skills.
- Partner: "If HCR want to do child protection, they need to deploy child protection specialists or child protection staff." If you have a staff member who is doing child protection for six months, and then they rotate, and now they say they're focal point for GBV, and after some time you hear now focal point for IDPs... and then someone who was in registration is now the focal point for child protection – this creates a lot of challenges.
- Partner, MRM-specific: MRM needs specific thinking, expertise, capacity. I would not rotate a staff with a different background as a focal point to the MRM. In having a focal person, the seriousness gets dwindled down. If distributing thematic areas to people, and say so-and-so is focal point for MRM, doesn't give me comfort. I want extra content and technical inputs from UNHCR as a leading partner on MRM (need to have the staff with expertise).

**Difference made by having staff expertise:**

- Partner: "For staff who have child protection capacity and knowledge, when they're monitoring child protection projects, they know what (are) the gaps, what's done properly, what are the weaknesses and strengths of the project, and the strengths and weaknesses of the services the partner is providing." …. "When participating in the workshop and don't have the knowledge, cannot contribute to the strategy of the project." … "If someone has the knowledge, we can see they can have a very great contribution to the strategy of child protection and improving the quality of child protection services for children."
- Partner: "When we talk about the cases, child protection activities, tools, all things related to child protection, sometimes with UNHCR experience they have a good background and they can support us in this regard. Sometimes we face challenges with partners in field, they can connect us with the right partners, and support field partners as well to better respond to child protection needs and gaps in field."

**Staffing shortages:**

- UNHCR: Feels like for child protection they 'fail' because they don't invest that much. Has seen a lot of capacity-building for authorities in a XXX, which is good, they want them to take over and have accountability and responsibility – feels they need to invest more in cooperation in their operation. They would love to do it, but don't have the staff and need higher-level support. Staffing a challenge if really want to achieve objectives, long-term solutions.

7. What is the resourcing (financial) for CP? (decisions, rationale and prioritization)

Key informant interviews

- UNHCR: If don't have in a COP child protection up there and stated, they are not going to raise resources. And if High Commissioner doesn't indicate it's a priority, the Country Reps take their lead from him. Nor does child protection come up in meetings with external partners, governments.
- UNHCR: Visited multiple regions, no operation has really showcased anything on child protection that they do, nor highlighted as something they do/positioned. That sends a message that it's not a priority.
- UNHCR: "UNHCR is protection first. Then comes child protection." The lack of understanding amongst staff on the differences between the two contributes to this – Protection staff think they know child protection because they do protection, its assumed to be encompassed within.
- UNHCR: We always say child protection is an important area, but when talk about prioritization, management/programme say no. Decisions are made by senior levels (in big operations). While it's good to have a global vision, they should consult more with those who are really ensuring the operationalization of the programme, and who could give some guidance. The more you go up, the less experience they have in child protection and GBV, they have more of a protection focus. Down-sizing shouldn't be done abruptly; it should be done in a better way.
- UNHCR: The problem is that child protection is within protection, and not the budget holders. Programme, who are not technical manage the budgets. You design the programme, but you do not manage your own budget. And child protection gets diluted within broader/general protection (RSD, registration etc). Sometimes protection is completely under-valued, not valued, and they do not see the value. Staff are told to mainstream/integrate it instead of doing dedicated programming. As long as you don't have a big statement or policy that binds senior management (to child protection), will continue to struggle (with prioritization and funding).
- UNHCR: If not investing in it (child protection), give it to others. I don't think we should give it up, I think we should invest in it. The institution doesn't invest in child protection. There needs to be a willingness to invest. Doesn't think they should be choosing between sectors (unless the budget is really, really low).
- UNHCR: UNHCR still has a lot of reluctance (towards child protection) – they don't believe in it. Example – HQ senior role is a P4. It should be higher (if you look at the scale). It says a lot that they keep it at that level – at HQ, that says a lot.
- UNHCR: Before, child protection was diluted within broader protection – separated into community services, GBV, child protection, RSD, registration, resettlement. At the end of the day, you have to do resettlement, registration, so you have to invest in them. The community services, GBV, child protection, were grouped together and kept aside. They were not as prestigious as registration and resettlement. Then suddenly a few years ago (during height of xxx response), community services became really important – turned it into community-based protection to give it more

weight. UNHCR invested significantly in CBP (ex. HQ CBP senior role is a P5; child protection and GBV are P4s). **"So now child protection is diluted within CBP, in addition to protection.**

- UNHCR: Each communication is all about women and children, but when it comes to protection, and all the issues they face, 'it's zero'.

## Effectiveness

**Evaluation questions**

8. Results - Key results and gaps for CP?

KIIs

- UNHCR: More effective use of data that comes from in-reach activities is needed, its raw and not well used for more targeted programming and analytical work.
- UNHCR: In some context AGD is well-integrated with available disaggregated data during registration and identification of needs. Morocco was a pilot country for the rollout of the AGD policy, partners were trained early on.

34. Systems:

- UNHCR: The system strengthening work depends on how much the government is also willing to cooperate. From past experience, in countries like xxx, where the government is receiving substantial contribution from humanitarian agencies provides more solid basis for making the government ready to work with UNHCR, where number of achievements have been made on access to education and health. In another context, for instance xxx, a middle-income country UNHCR advisers are not welcomed by the country much, the state would rather listen to their civil society, bar associations, lawyers (a lot working on refugee issues) on matters of protection (child protection).
- UNHCR: On systems: "We don't do it well, we barely do it... the ideas are there, but we could do much, much better. It requires someone full-time, dedicated to follow up, to really build capacity – to support refugees. There isn't a systematized way of doing this now." This needs to be prioritized at senior levels.
- UNHCR: "(Child protection) are in the middle at UNHCR. For child protection, it's natural to work with different departments, ministries, sectors; where for UNHCR it is not. Child protection has that, and UNHCR as an institution doesn't have it... They need to shift mindset."
- UNHCR: Dealing with daily individual cases is also very much overburdening, and makes it challenging to make room for work on the system strengthening.
- Partner: Most of the time we are not reading from the same page when talk about systems strengthening and what to do with government. We have different understanding of what systems strengthening and child protection legislation and policy are.
- UNHCR: "Everything related to advocacy needs to improve." Need strategic advocacy, and child protection needs to feature within every office strategy to emphasize its importance (help deliver results).

9. Results - Enabling factors and barriers?

35.

36. KII

- UNHCR work depends on the operational environment, I. e. the existing regulatory framework with regards to POCs in the country (for example, xxx, xxx), the absence or existence of relevant state protection system and its availability for refugees, availability of implementing partners, sensitivity of working and engaging with refugees (for instance, in some protracted contexts the state is directly engaging with refugees limiting the interaction and work of UNHCR with the communities, high securitization of refugee issues)
- Formalization of cooperation with the government, which can be enabling factor, seems to be through different modes (MoUs, project/program level agreements, within existing strategies including regional strategies responding to emergencies) and does not necessarily depend on whether a specific government has or has not ratified the relevant international conventions pertaining to refugees. Example, while hosting refugees on its territory since 1959, xxx has neither ratified the 1951 Convention relating to the Status of Refugees, nor the 1967 Protocol, and it has not developed a national refugee law. Regardless of that UNHCR has been closely working with the government to advocate inclusion of POCs, including children into the existing protection systems, and archived de facto inclusion of refugees in public education and health, children have been included in the country COVID preparedness and response plan, 2020 Socio-economic response plan, National COVID Vaccine roll-out. In Indonesia (also have not ratified the relevant conventions) joint registration with government and data sharing is in place.
- However, the line ministries (child protection specifically) do not have a clear understanding of their role in engaging with refugee population when it comes to protection issues. UNHCR advocates for more pro-active stance of the government on protection matters in xxx, for instance more engagement of courts in dealing with cases on disputes between parents over custody over children. In xxx, courts are more involved in these cases and UNHCR relies on the court decisions to intervene in the custody disputes to ensure abidance by the law.
- Negotiations of UNICEF and UNHCR with the xxx government within the Blueprint open the possibility to make the work more formal through Memorandum of Understanding with clear and explicit responsibilities, roles and expectations from all sides.
- UNHCR: Decentralization (of bureaus) did not consider IDPs, child protection. There are too many focal points, and the strategic support that the desks used to play is lost. If HQ asks them for support, it's a bottleneck for lack of staff (too many hats). They need more staff, and they need to do a better job at supporting mixed migration contexts. They should pick strategic areas and focus on having regional support to countries.
- UNHCR: Support from senior management – they will help mobilize funding, prioritize activities/staffing. Financial and human resources affect how they are able to deliver child protection (or not).
- UNHCR: Having specialized colleagues at HQ – regional bureau colleagues are helpful, and want to support, but have multiple hats and aren't child protection experts. Sometimes staff really need support from colleagues with specialized knowledge and strong technical experience – so go to HQ.

37.

## Recommendations and way forward

**Evaluation questions**

10. What should core components of CP consist of across different contexts for UNHCR?

KII

- UNHCR: Operationalization of the framework depends largely on the contexts but having a mandatory minimum standard would help operations to strategies and think further on why certain things are not working, cannot be implemented and which mitigation strategy can be employed. It will help the same way operations have been discussing which indicators to choose for RBM reporting, why, justifying the decision and strategizing better about activities that cannot be implemented/reported on due to certain factors.
- UNHCR: COVID brought new issues and a different capacity building is needed for remote case management.
- UNHCR: More focus on durable solutions, especially with regards to children, adolescents and youth in protracted contexts where education, proper training, employment, life skills are paramount to gain sense of self-reliance.
- UNHCR: Asst HCR for Protection – in same way she has led stream of work on disabilities and are seeing impact of that, lead something similar on child protection. Would bring in entire team (other sectors) and everyone become accountable. Leadership role for Asst HCR on child protection, would put it on the map
- UNHCR: In the same way they were trying to eradicate statelessness, should look at what is it they want to eradicate, what policy changes (that is their strength), what are the laws that need to be changed with diff govts so inclusive of displaced/refugees on child rights, and map those out so reps know what they' advocating for. With those two, becomes clearer to everyone else that child protection is priority.
- UNHCR: Most protection people don't know what child protection is about, where to start with it.
- UNHCR: Having a framework (and or a minimum set) puts the expectation on you to justify if you are missing something, explaining the situation and strategizing around it. "Its annoying but its good that its annoying, because we are telling that the authorities are not giving us this information, or not doing that but strategizing around that is needed"
- UNHCR: Sharing of good practice and making it accessible not just as a publication somewhere branded UNHCR and to be kept within organization but more in the style of what has been done for the capacity support group in the context of Compact for Refugees to have a website where people can post their good practices
- Partner: Systems strengthening is the agenda of non-emergency, but as time goes on it is becoming an emergency issue. For strategy, need to look at capacity. To roll-out and implement strategy, you need the expertise. If working with governments on legislation, implementation is hard, but need people with the expertise to implement it (or it's as good as nothing). That means having the right capacity. Capacity cannot be a second thought agenda within the organization.
- UNHCR: "For the next strategy, we need to choose whether they do mainstreaming and integrate a few pieces here and there, or if they will do real programming in specific areas... We have all these nice fact sheets, but we cannot translate that into practice at the field level because we don't have the money or expertise.

- UNHCR: Only way forward is to consider where UNHCR can invest, considering their large mandate and shrinking resources. They need to make sure child protection is promoted at the highest levels – and be very conscious that they can't do it all: they can't do all areas of child protection, they need to choose. Recommendation is to have one (senior, P4) in country who is technically sound, who can work with others, build capacity of colleagues, provide strategic direction, and lead coordination and influence and collaborate with IPs and OPs with the right mindset and technical expertise. This is the only way forward, especially if child protection is not going to get more resources. So the approach taken is critical

11. What should UNHCR's CP role look like, reflecting the comparative advantage of UNHCR and partners?

38.

39. KII

- UNHCR: Without partnerships our options will be very limited, our priority should be moving away from individual case management to focus more on system strengthening and advocacy work
- UNHCR: Continuous consultations with the protection staff, case workers in operations and revising and revisiting strategies is important. (Asia-3)
- UNHCR: For 2021-2022 we try to ensure the national staff is equipped with the skillset to effectively manage child protection cases but also ensure the Framework is implemented as much as it can be within our context. Given the environment we are in, I do not think it will be in line with the office strategy to bring dedicated child protection person given that the existing child protection structure can address and respond to the child protection issues that we currently are effectively managing. There might be additional needs in future to provide more training for the national staff to ensure that when the time comes the national staff are leading the protection functions in full.
- UNHCR: Systems strengthening links to the Global Compact – it requires reaching out to new partners and line ministries, and not working in the 'traditional way'. The next strategy needs to reflect this shift, and focus on how they want to do this and what are the entry points. Child protection can work with the entry points that focus on national systems strengthening and figure out strategies what they prioritize and what they should leave to other partners - create strategic partnerships with UNICEF, save, others so that not duplicating or wasting energy – create more synergy with other agencies.
- UNHCR partners need to be closer to children and adolescents because their voices matter (young people)

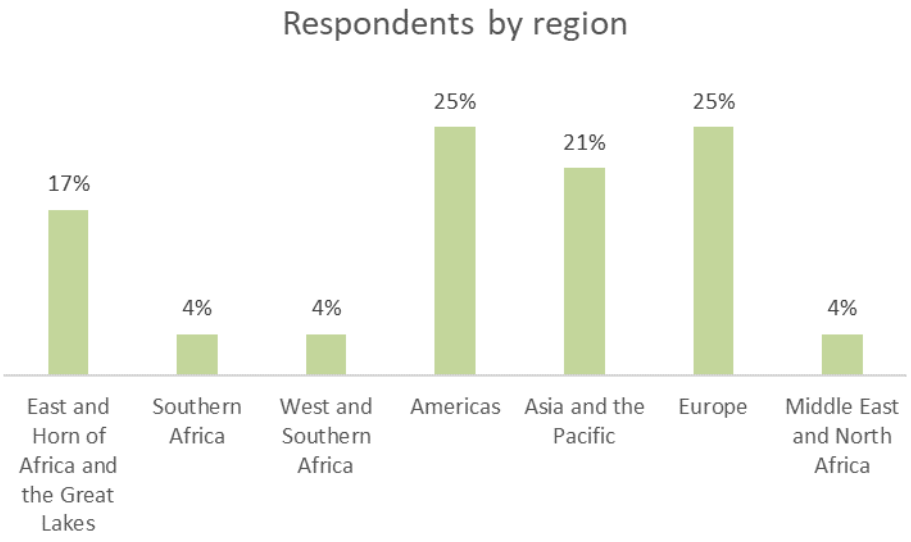
# Annex 4: Survey Results

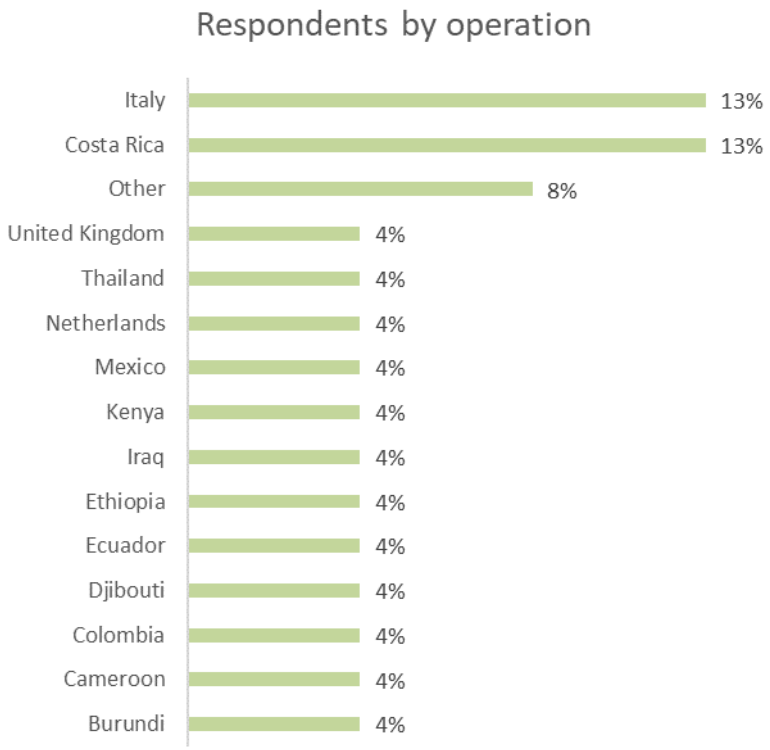
## UNHCR staff survey

### About the questionnaire

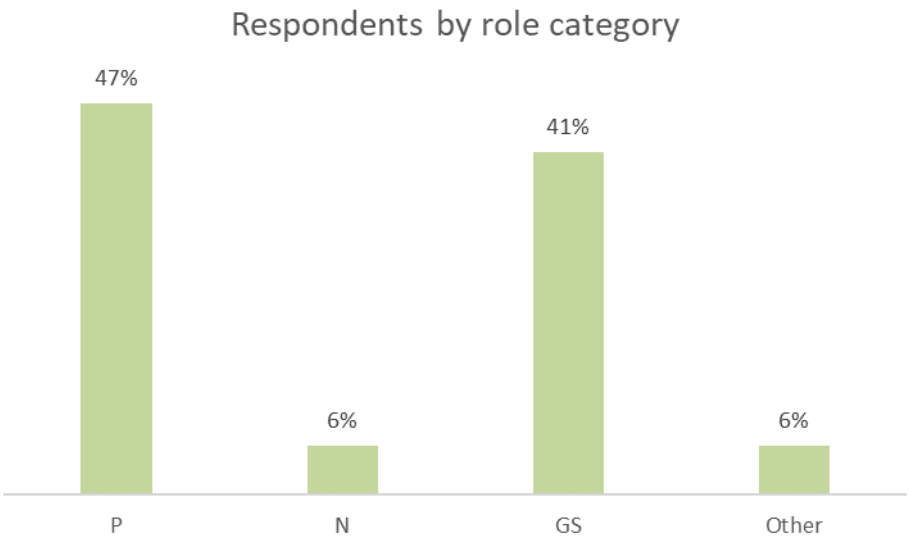
The questionnaire was distributed to UNHCR staff who had participated in the interviews for data collection. It was not presented as a formal survey nor distributed widely from HQ due to feedback on the general levels of survey fatigue resulting in low response rates. The questionnaire was available in English, French and Spanish, and was shared with 55 staff in operations. A total of 24 responses were received from UNHCR staff.

### Profile of respondents

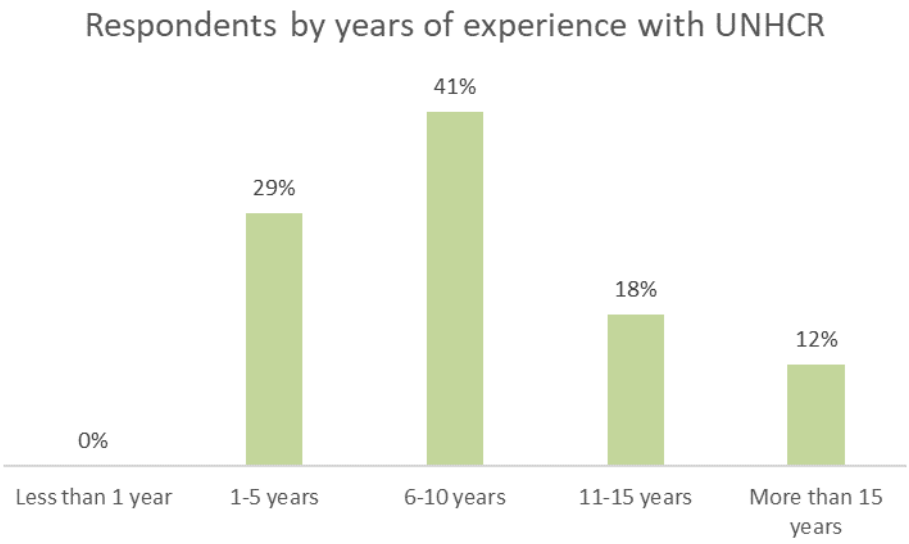


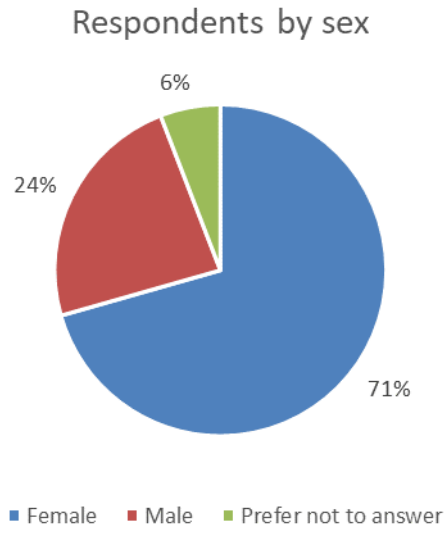



Other multi-country offices included

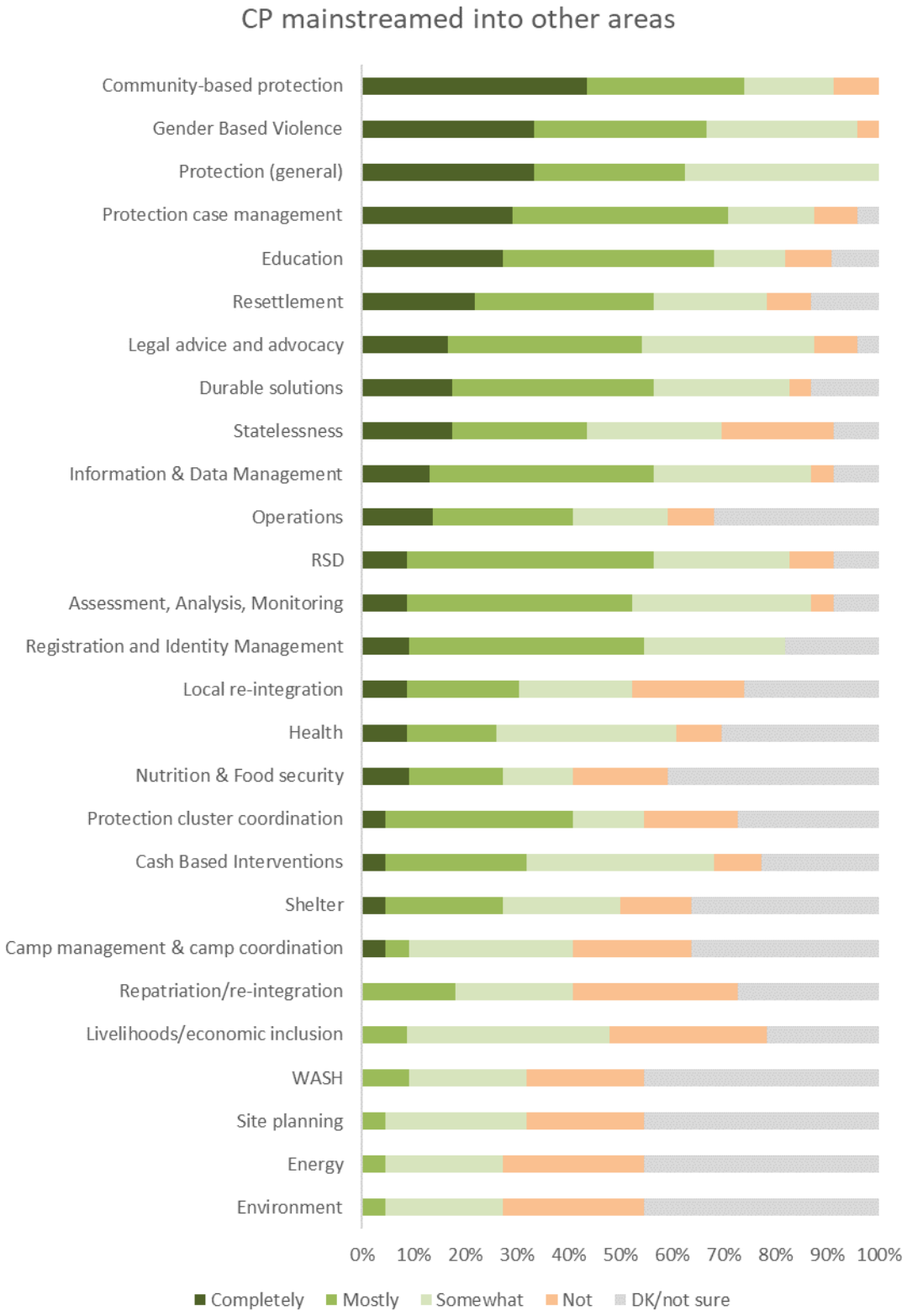



Other included a UN Volunteer

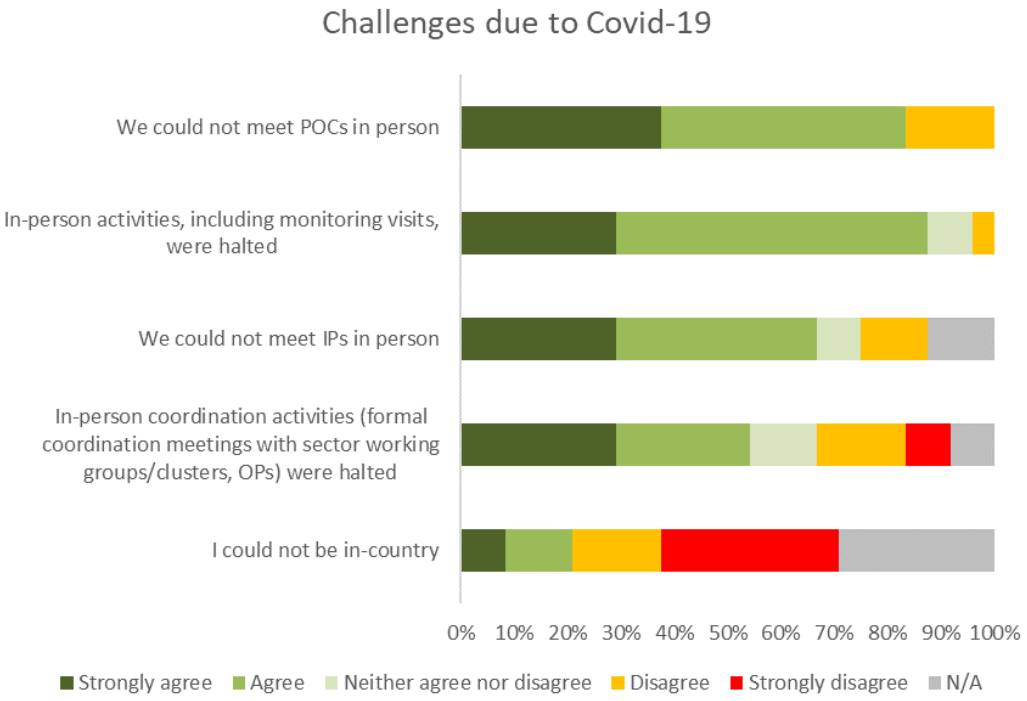

Respondents by years of experience with UNHCR
41%
29%
18%
12%
0%
Less than 1 year
1-5 years
6-10 years
11-15 years
More than 15 years

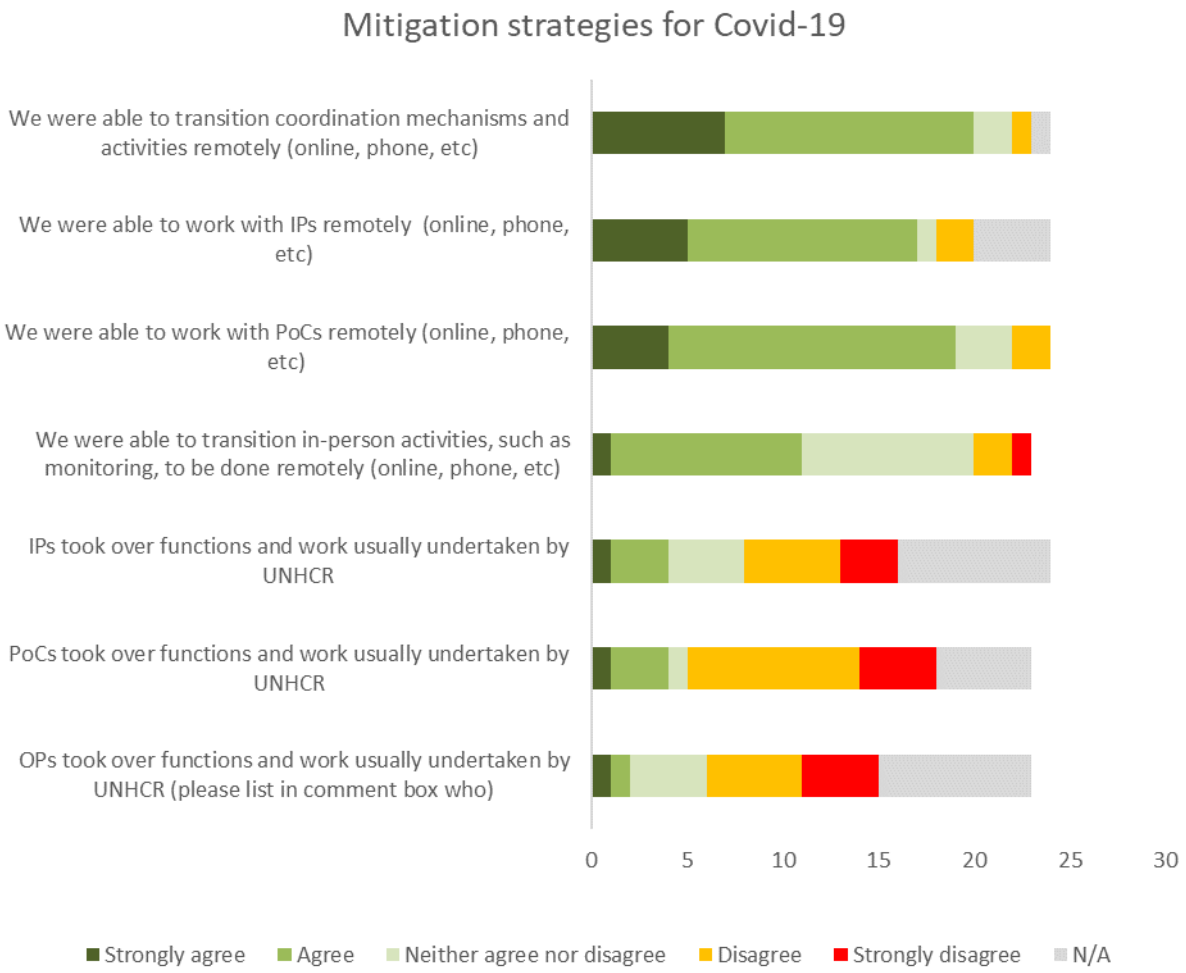

Respondents by sex
6%
24%
71%
Female
Male
Prefer not to answer

Q3: In your view, to what extent are child protection priorities or approaches mainstreamed into other protection and programming areas?

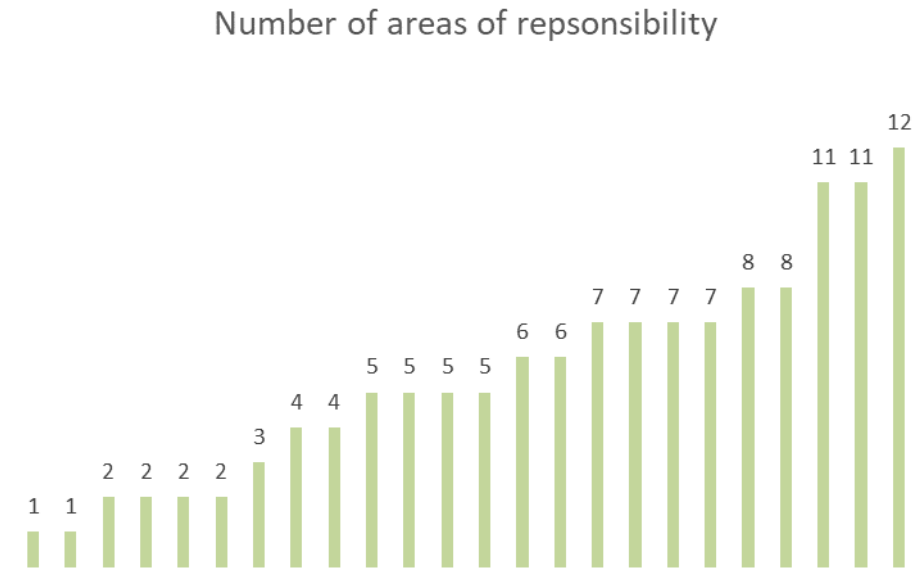


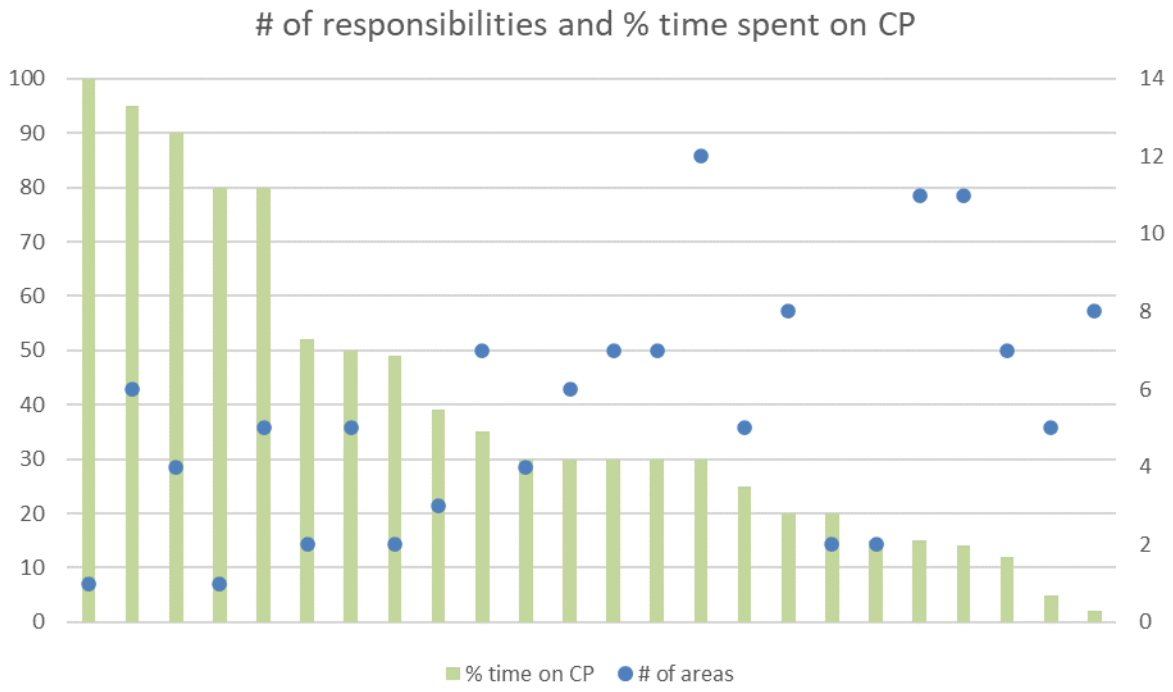
## Q4: How did Covid-19 impact on your work?



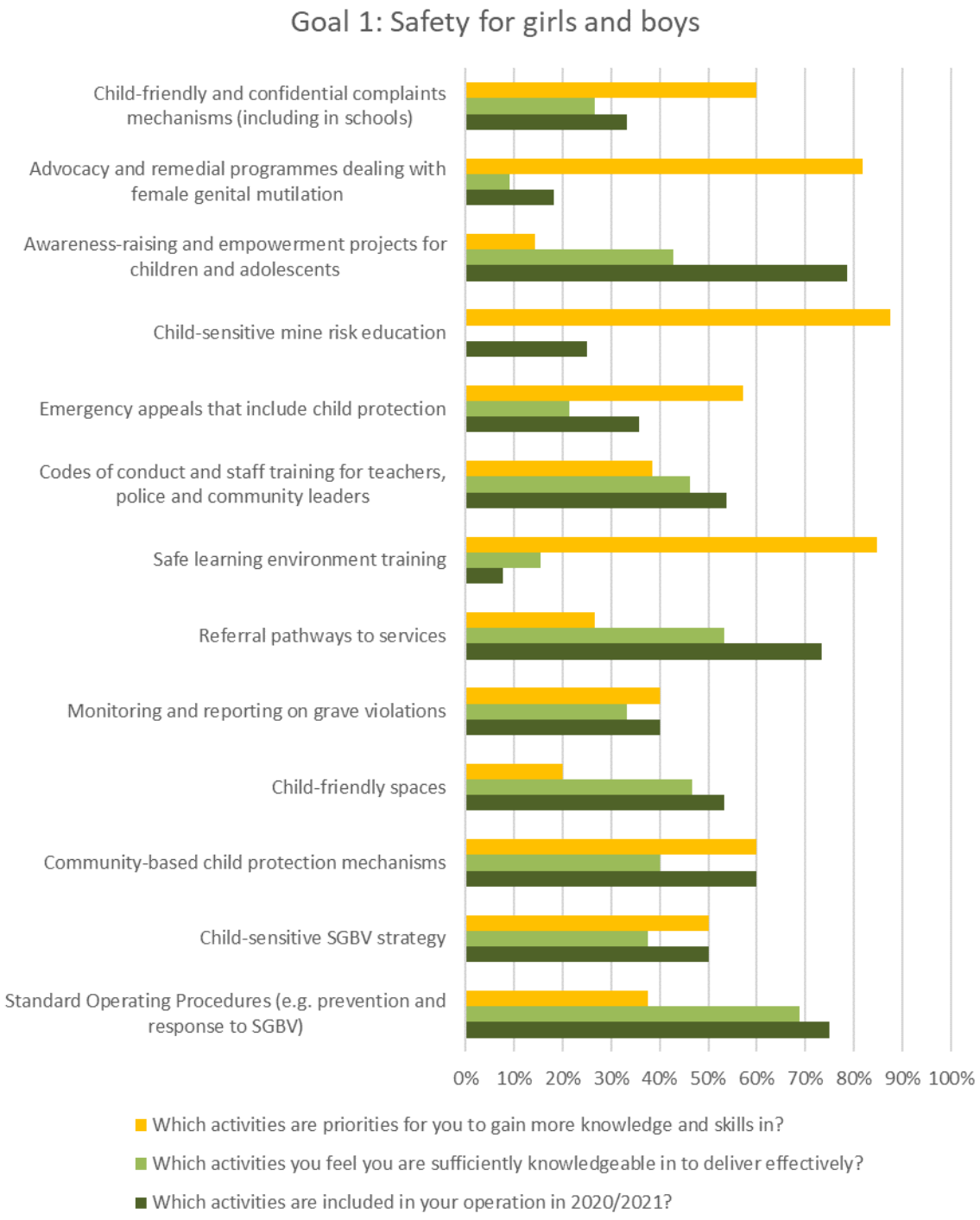



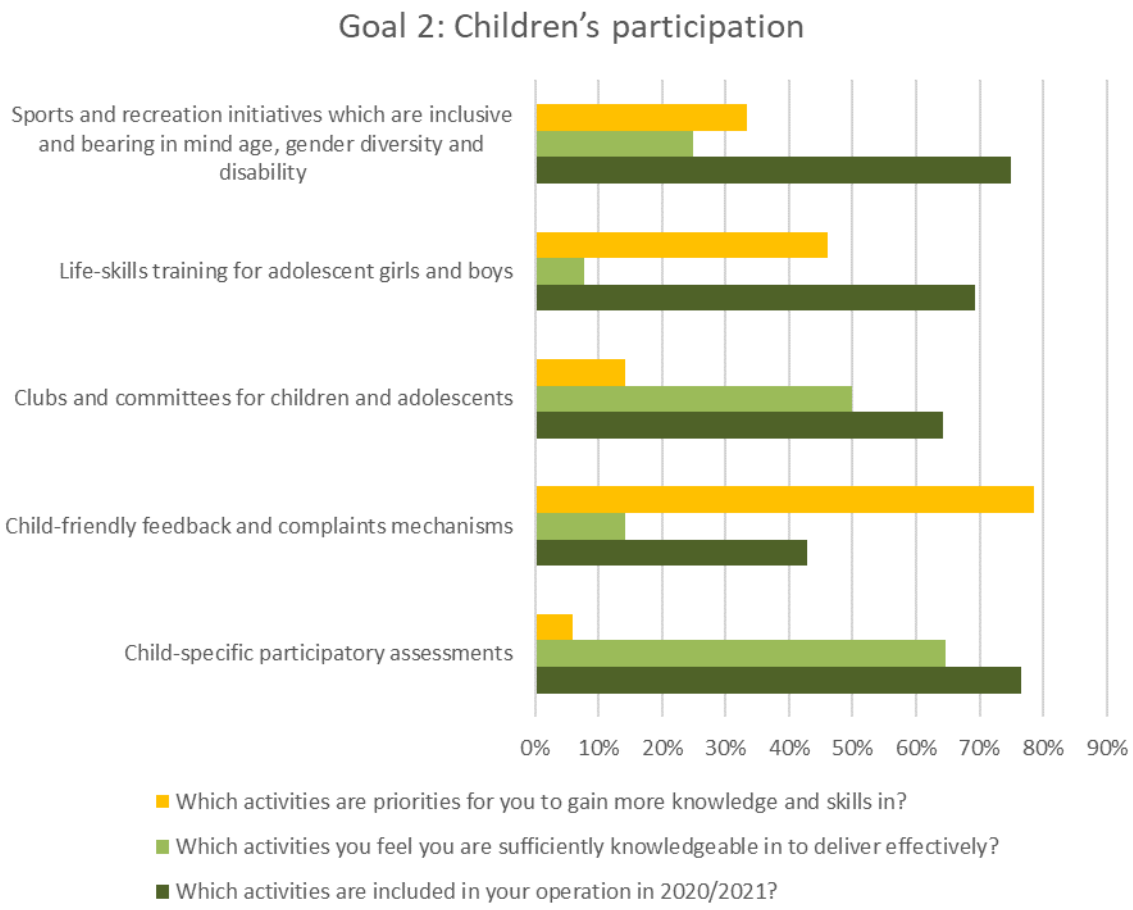
## Q5 and Q6: Multiple areas of responsibility and % time spent on child protection

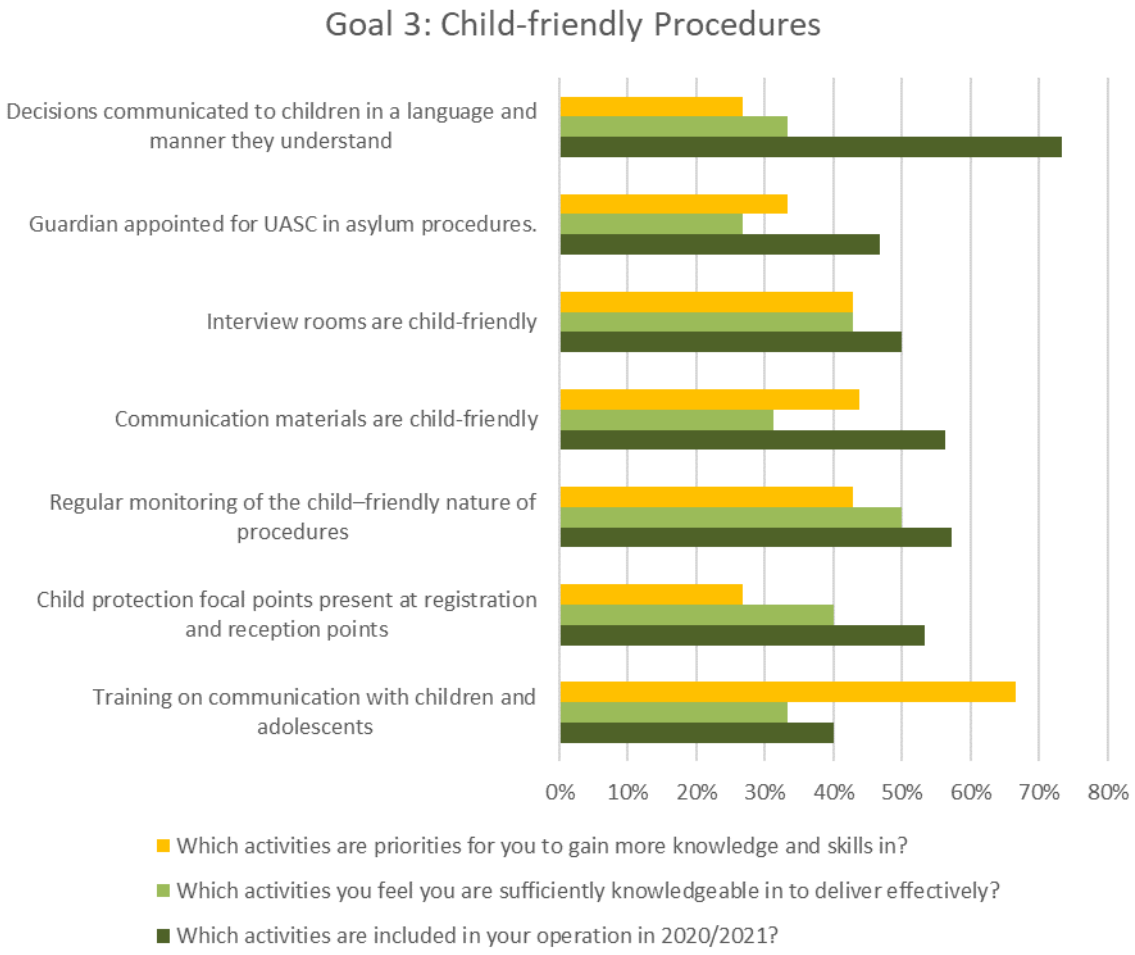


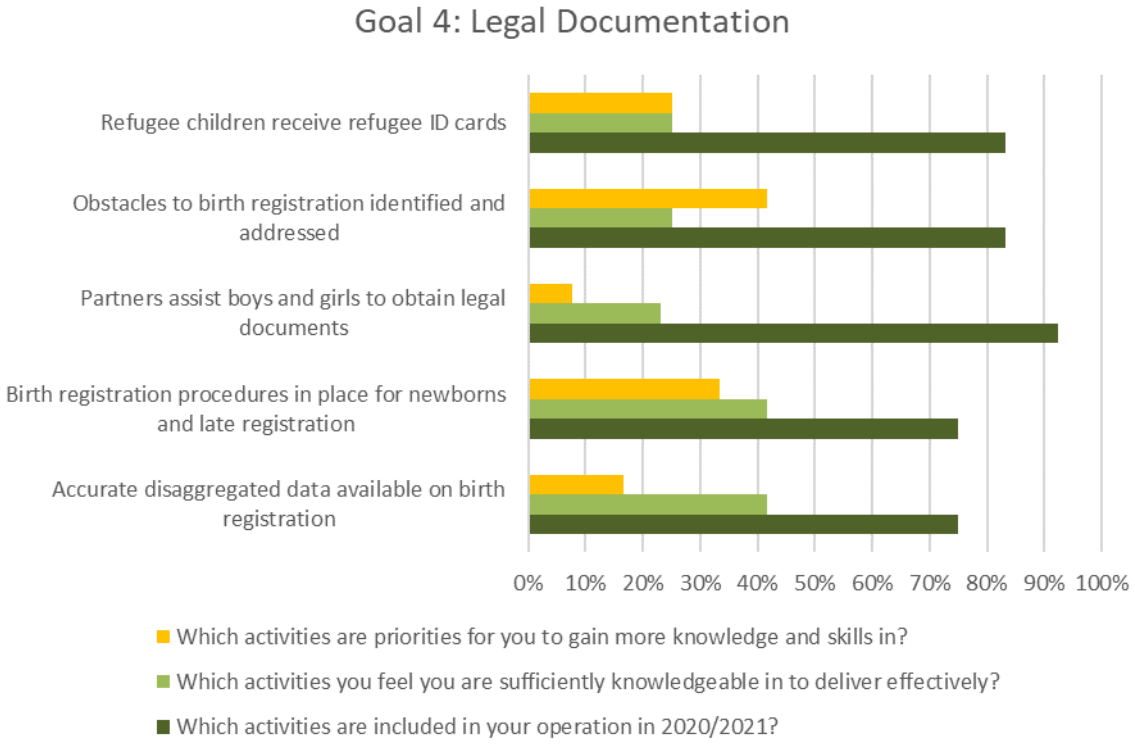

# of responsibilities and % time spent on CP
100
90
80
70
60
50
40
30
20
10
0
14
12
10
8
6
4
2
0
% time on CP
# of areas

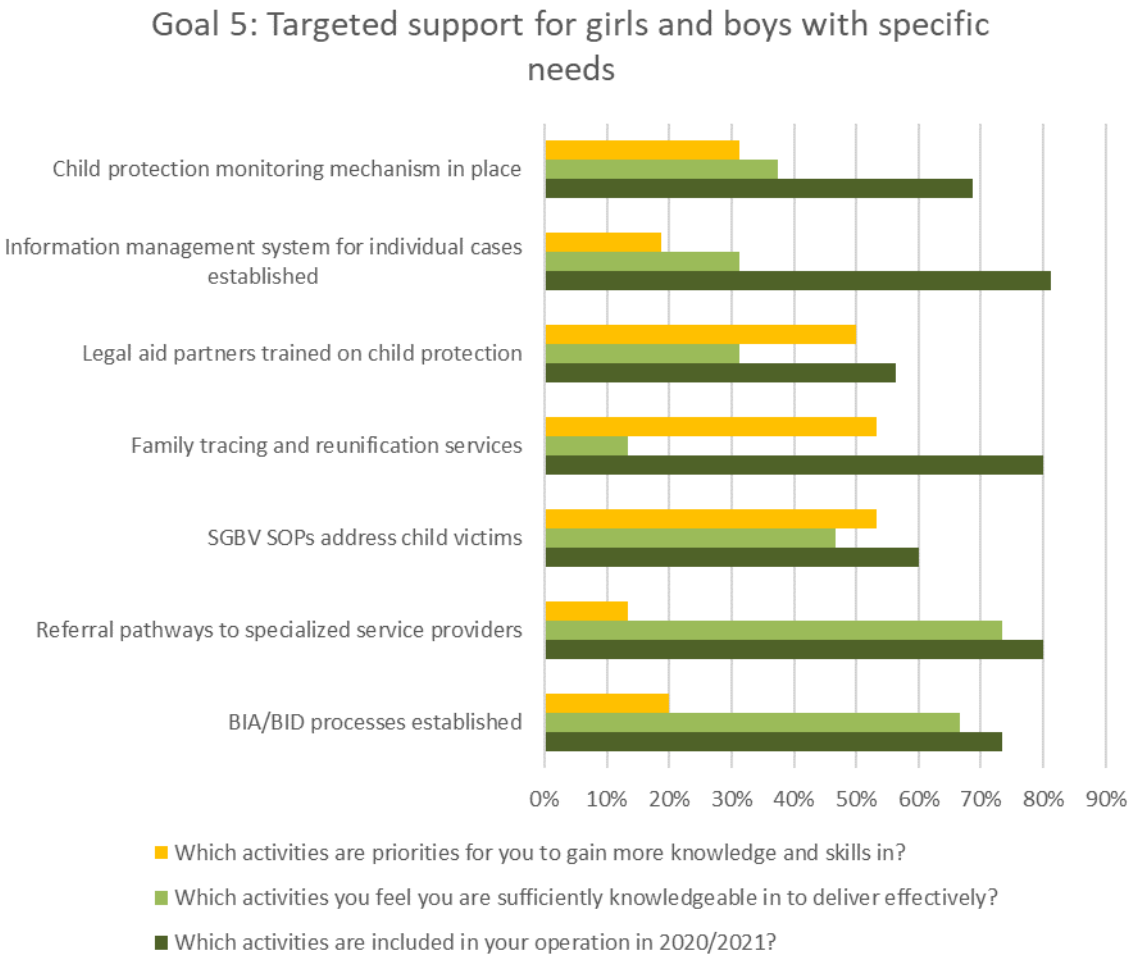
## Q7-12 Child Protection Framework Goals

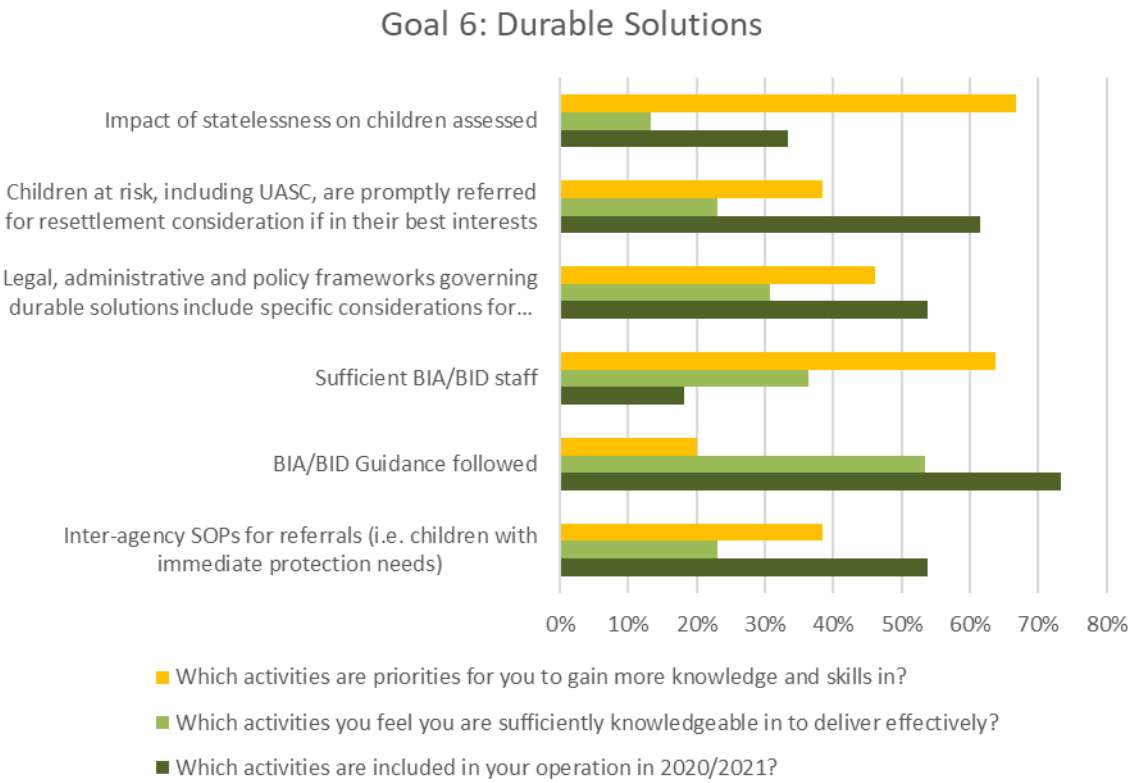



Goal 2: Children's participation
Sports and recreation initiatives which are inclusive and bearing in mind age, gender diversity and disability
Life-skills training for adolescent girls and boys
Clubs and committees for children and adolescents
Child-friendly feedback and complaints mechanisms
Child-specific participatory assessments
0%
10%
20%
30%
40%
50%
60%
70%
80%
90%
Which activities are priorities for you to gain more knowledge and skills in?
Which activities you feel you are sufficiently knowledgeable in to deliver effectively?
Which activities are included in your operation in 2020/2021?

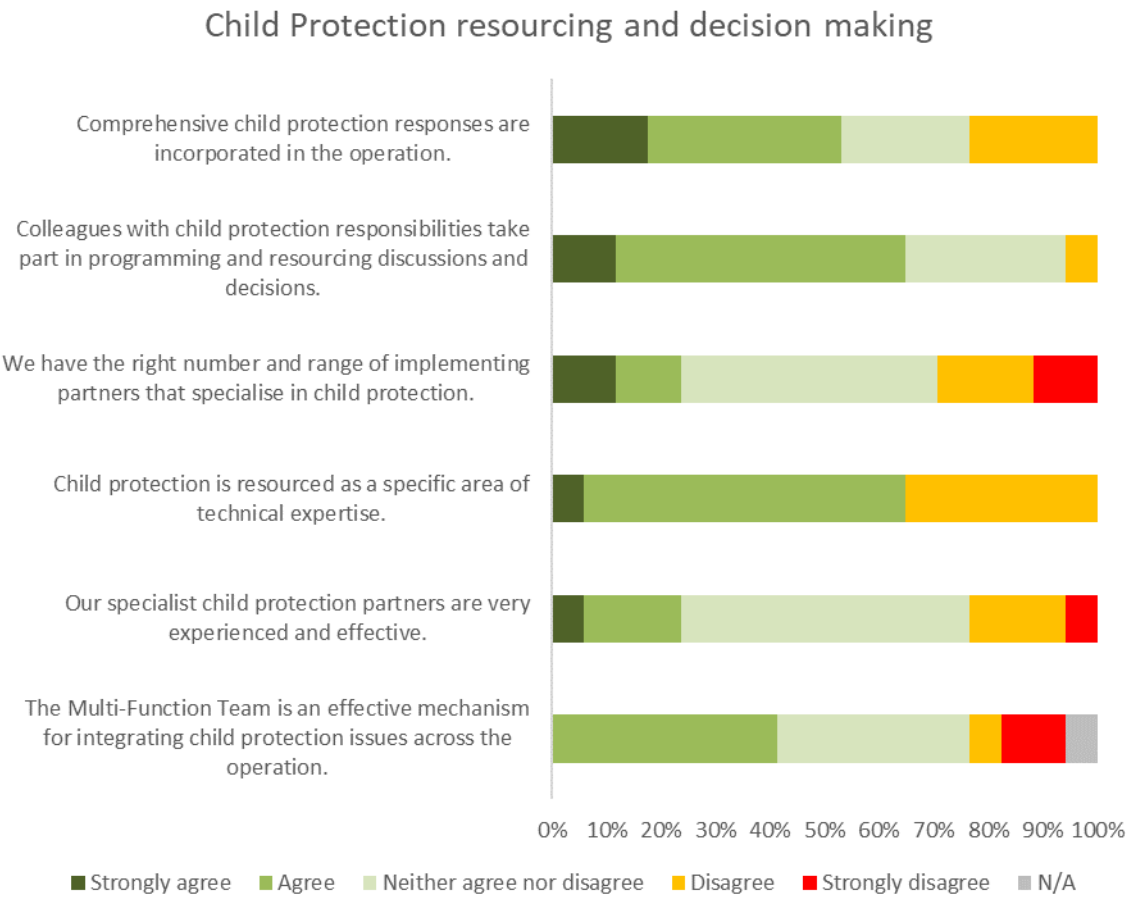

Goal 3: Child-friendly Procedures
Decisions communicated to children in a language and manner they understand
Guardian appointed for UASC in asylum procedures.
Interview rooms are child-friendly
Communication materials are child-friendly
Regular monitoring of the child–friendly nature of procedures
Child protection focal points present at registration and reception points
Training on communication with children and adolescents
0%
10%
20%
30%
40%
50%
60%
70%
80%
Which activities are priorities for you to gain more knowledge and skills in?
Which activities you feel you are sufficiently knowledgeable in to deliver effectively?
Which activities are included in your operation in 2020/2021?


Goal 4: Legal Documentation
Refugee children receive refugee ID cards
Obstacles to birth registration identified and addressed
Partners assist boys and girls to obtain legal documents
Birth registration procedures in place for newborns and late registration
Accurate disaggregated data available on birth registration
0%
10%
20%
30%
40%
50%
60%
70%
80%
90%
100%
Which activities are priorities for you to gain more knowledge and skills in?
Which activities you feel you are sufficiently knowledgeable in to deliver effectively?
Which activities are included in your operation in 2020/2021?

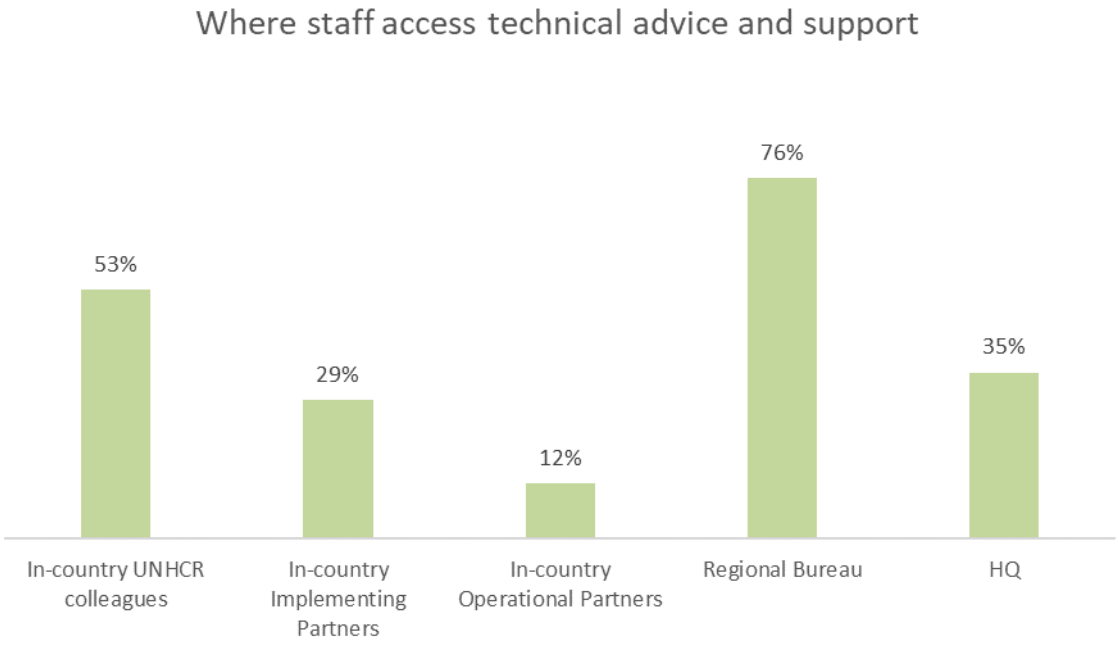

Goal 5: Targeted support for girls and boys with specific needs
Child protection monitoring mechanism in place
Information management system for individual cases established
Legal aid partners trained on child protection
Family tracing and reunification services
SGBV SOPs address child victims
Referral pathways to specialized service providers
BIA/BID processes established
0%
10%
20%
30%
40%
50%
60%
70%
80%
90%
Which activities are priorities for you to gain more knowledge and skills in?
Which activities you feel you are sufficiently knowledgeable in to deliver effectively?
Which activities are included in your operation in 2020/2021?


Goal 6: Durable Solutions
Impact of statelessness on children assessed
Children at risk, including UASC, are promptly referred for resettlement consideration if in their best interests
Legal, administrative and policy frameworks governing durable solutions include specific considerations for...
Sufficient BIA/BID staff
BIA/BID Guidance followed
Inter-agency SOPs for referrals (i.e. children with immediate protection needs)
0%
10%
20%
30%
40%
50%
60%
70%
80%
Which activities are priorities for you to gain more knowledge and skills in?
Which activities you feel you are sufficiently knowledgeable in to deliver effectively?
Which activities are included in your operation in 2020/2021?

## Q13 Resourcing and decision-making




## Q14 Accessing technical support for child protection

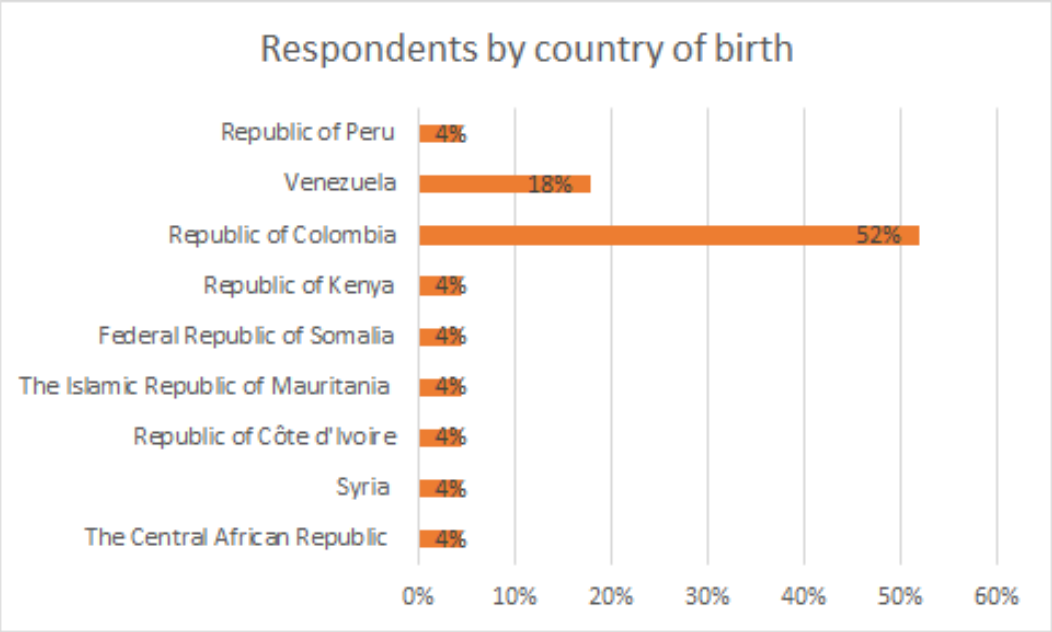


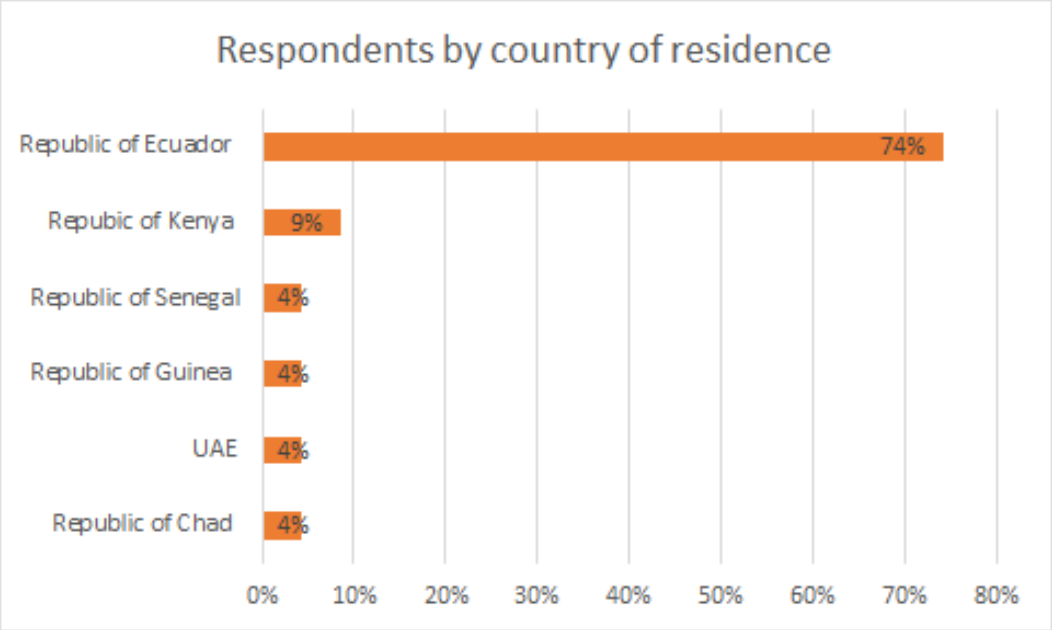
# Tertiary Refugee Student Network survey

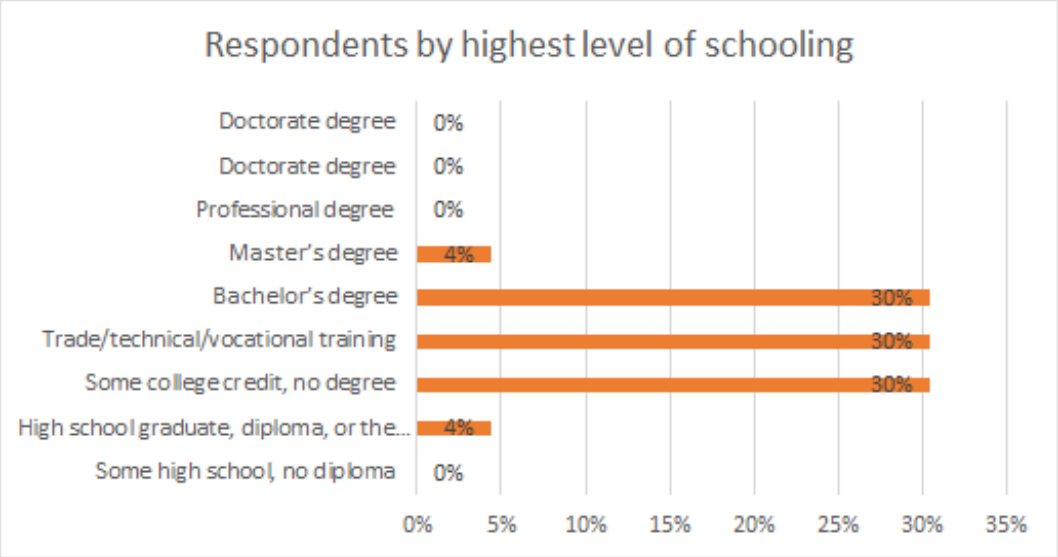
## About the questionnaire

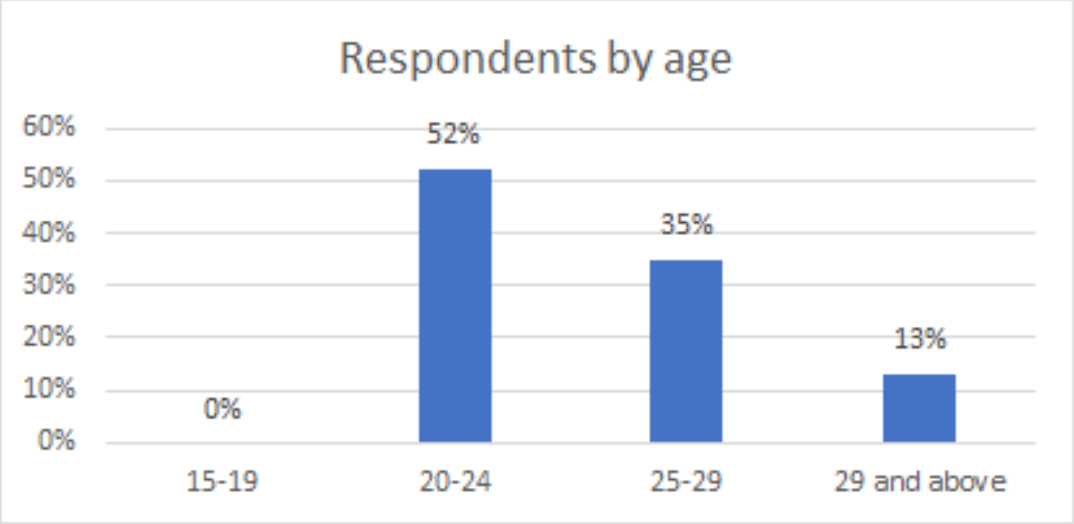
The questionnaire was distributed to the members of the Tertiary Refugee Student Network (TRSN). The questionnaire was available in English, French and Spanish, and was shared through the global and regional leaders of the network. A total of 23 responses were received from the TRSN members.

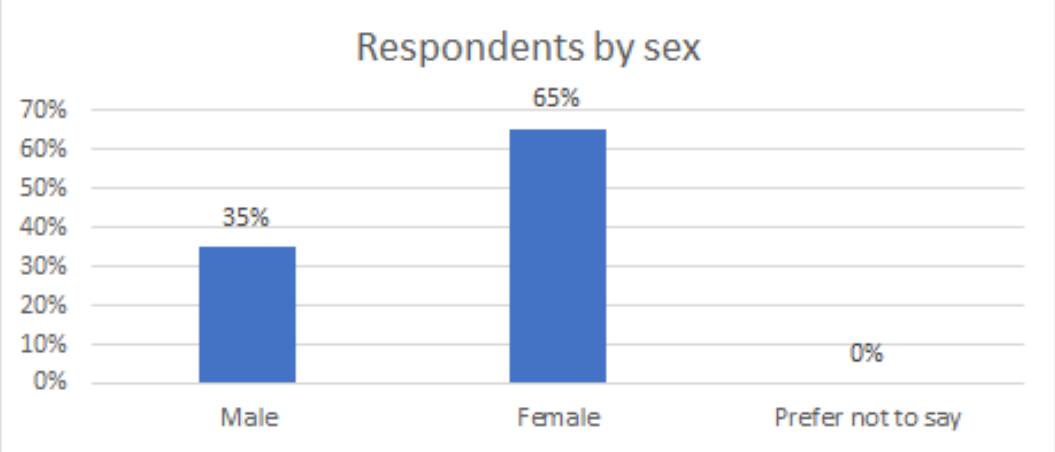
### Profile of respondents



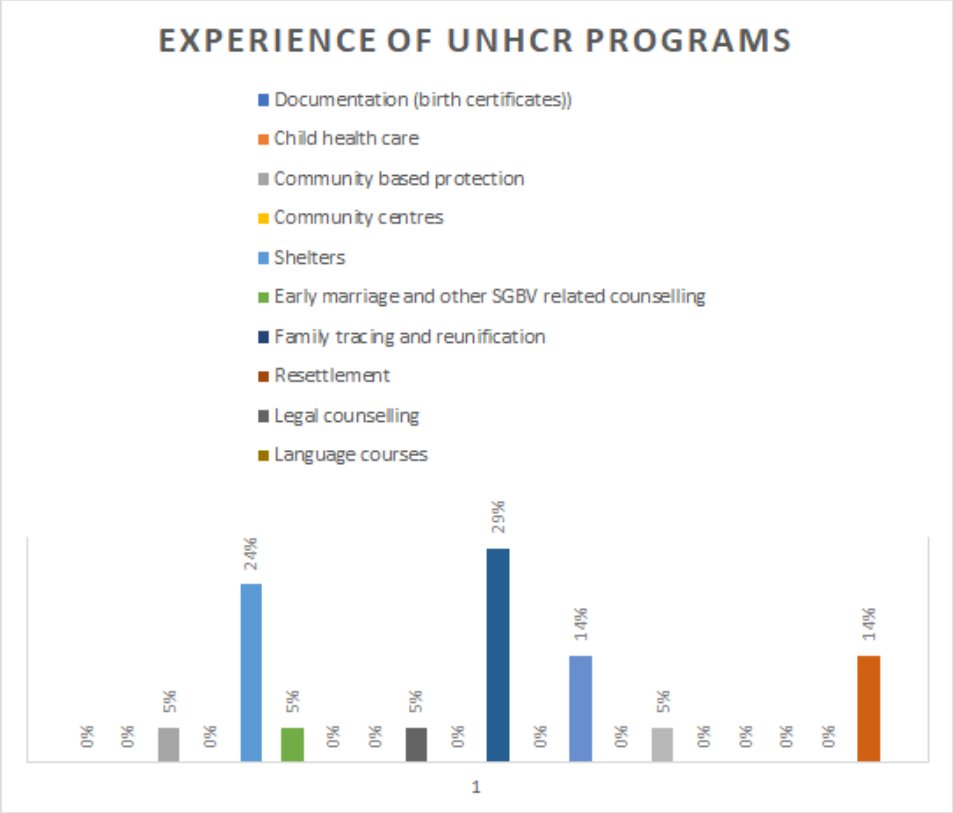




Respondents by highest level of schooling
Doctorate degree
Doctorate degree
Professional degree
Master's degree
Bachelor's degree
Trade/technical/vocational training
Some college credit, no degree
High school graduate, diploma, or the...
Some high school, no diploma
0%
0%
0%
4%
30%
30%
30%
4%
0%
0%
5%
10%
15%
20%
25%
30%
35%


Respondents by age
60%
50%
40%
30%
20%
10%
0%
0%
52%
35%
13%
15-19
20-24
25-29
29 and above


Respondents by sex
70%
60%
50%
40%
30%
20%
10%
0%
35%
65%
0%
Male
Female
Prefer not to say

Q6. What UNHCR programmes have you been involved with or benefited from?




Q7. What were the main risks and challenges you faced as a refugee, asylum seeker, displaced person when you were under 18?

| |
|---|
| Access to documents |
| Access to education was not possible for me |
| Adaptation and discrimination |
| Challenges starting from scratch to find a way to survive |
| Difficulties related to access to known and recognized administrative documents |
| Discrimination and xenophobia |
| Employment |
| Fear upon arriving in a new country where we knew no one, with no job and no money. This made it difficult for us to make ends meet, with a great fear that something might happen to us. |
| Lack of recognition of the refugee document by the authorities |
| Leaving my family and arriving in a totally strange place, where the children picked on my brother and me for being from Colombia and associated us with the guerrillas. |
| Looking for a job. Adapt. Looking for a place to live to feel safe after what I experienced in my home country. They are still far away; they still threaten me. |
| Security problem |
| The challenge was to find work and rent in the early years as a refugee |

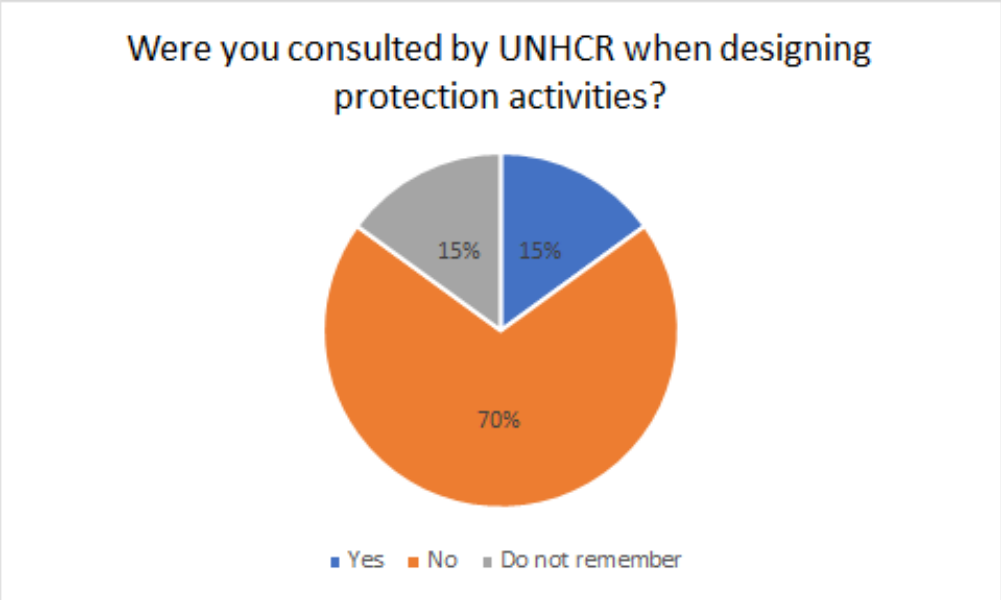
| |
|---|
| The main challenge I initially faced was that I wanted to regularize my status in the host country and did not have sufficient resources to do so. |
| The new culture |
| The risk of being sent back to Colombia without knowing what to do or where to go again, and the challenges of being in a different country learning about its cultures and new roots. |
| The single main challenge I faced when I was under 18 was lack of proper care and basic needs. I lived with my aunt, unfortunately she went back to Somalia, our ratio card was six. I got my own ratio card. I was form two, I faced with life challenges, I had to sleep at school during the night. I shared my problem with the school, and I was fed by the school. Thanks to God, I survived. I completed high school and I was the leading student from school. I got a B. |
| There was no proper environment for me to learn or grow as I was living with one room with my family. |

Q8. What are the challenges that you currently face as a refugee, asylum seeker, internally displaced?

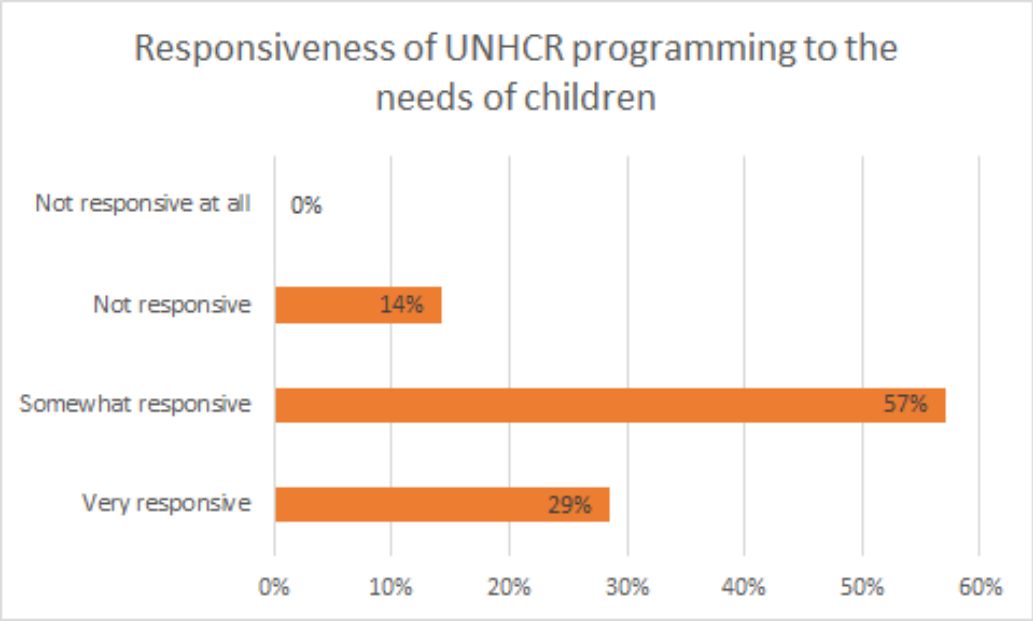
| |
|---|
| Access to education |
| Concerns about accompanying local integration procedures. Identification documents are not well known. |
| Employment |
| Employment problem |
| Employment training |
| Having to apply for a document every two years and the process to obtain it takes more than six months and it is not even in the city where you live, but you have to move to another place to lose days of work and study and they do not even solve anything. |
| Lack of employment opportunities |
| Lack of employment, and to be able to finish my career to get ahead in my career |
| My challenge is to be able to finish my career as an administrator and not be accepted in a company because I am a refugee. |
| Now I feel accepted |
| Professional integration |
| Recognition of documents, right to work |
| Thankfully, I was able to get over all the challenges and now I have a chance of getting a proper job due to my tertiary education that opened the door for me to many opportunities. |
| The main challenge is to complete my studies and get a job that allows me to study and work at the same time. |
| The renewal of the papers every 2 years, I have not been able to renew it yet because there are always inconveniences. |
| There is xenophobia |

| |
|---|
| To continue fighting to rebuild my life, to move forward, to achieve my dreams and to forget everything that has happened in the past. |
| Today, there are no risks |
| Unemployment |

Q9 When you were under 18, were your consulted by UNHCR to bring your voices to the design of protection activities?



Q11. In your opinion, how well does UNHCR programming respond to the needs and concerns of children (including adolescents and youth) in your community?




Q12. In your opinion, what kind of response to children (including adolescents and youth) should UNHCR staff have directly? Why?

| |
|---|
| About education. |
| Always positive responses, since we come from great pain and the only thing we expect to receive is a voice of encouragement. |
| Currently, I believe that one of the follow-ups that UNHCR should provide is school follow-up for children and adolescents in human mobility, since many of them do not have time to help them because their parents do not have time to help them. |
| Didactic and instructive courses, because it is good to have opportunities and sometimes as foreigners we cannot take advantage of them in the same way, besides it is always opportune to share with our compatriots. |
| Document processing, we all lose a lot of time trying to obtain an identification document, children and young people lose days of study. |
| Education. |
| Giving them learning and growth opportunities and support their talents or hidden talents because they are the only way to build them for an independent future. |
| Psychological help, food, education courses. |
| Regular and consistent awareness. In my opinion, UNHCR should try all means possible to find out the daily situation of children. Being youth needs regular consultations, protections. |
| Response in education and resources for education. |
| Take advantage of every opportunity that comes your way in life, whether it is the smallest or the biggest one that comes your way during your life, because you decide what to do with those opportunities, whether to turn them into achievements or failures, no matter how big or small the opportunities that come your way are. |

| |
|---|
| There should be sufficient and regular support for access to quality education. This will lay the foundation for future empowerment. |

Q13. In your opinion, what kind of responses are more appropriate for UNHCR partners? (Civil society organization, non-governmental organizations, international non-governmental organizations, others)? Why?

| |
|---|
| Clear answers that focus on the problems that arise every day, keeping in mind that every day there are problems that many cannot overcome and remain stuck in the same way. |
| Education. |
| I consider their responses to the surrounding problems to be the most appropriate. |
| International non-governmental organizations. |
| International non-governmental organizations. |
| International non-governmental organizations, because they are more concerned with the welfare of people in need of assistance. |
| Non-governmental because the work is more personalised and effective based on the real needs of the migrant refugees. |
| Non-governmental organizations. |
| Providing educational scholarship and talents discovery activities (If their basic needs are provided first). |
| Quality of care. |
| UNHCR partners need to be closer to children and adolescents because their voices matter. |

Q14. In your opinion, how should UNHCR improve its child protection responses?

| |
|---|
| Conduct surveys in cities so that they take into account the number of refugee children and can actually provide help to those in need. |
| Educating the families of these children and make them aware of their children's abilities and potential and how they can change their life. |
| I do not have precise knowledge of their responses on child protection. |
| I think what they are doing is very good. |
| It is a very complex question because as a refugee, childhood is very difficult for many children who are separated from their families, their friends and their homes in which they grew up. Giving security to a child who suffered in his childhood due to life problems is very difficult and the best solution is to be patient with the children until they can adapt and assimilate the new life in which they are participating. |
| Partnership plus. |
| Regular monitoring of your home. |
| There should be an office in each province. |
| In my opinion, UNHCR can improve its child protection responses by employing honest employees who can attend to children's needs instantly. Most of the time, employees solely think of their job and by doing so they may not attend to children's needs affectively or they may not report it quite diligently. |
| Youth and children need to be more involved. |

## Q15. What are your hopes and aspirations for the future?

| |
|---|
| Being a professional and helping my family. |
| Feel at ease. |
| Finish my studies and pursue specialization. |
| Graduating from college and continuing my education. |
| I aspire to finish my studies, to be able to enter the labour market in the field I studied to provide a better future for my daughter. |
| I hope I can give back and support children and youth all over the world. |
| Improve the processes for obtaining documents, so that they do not take so long because they leave us undocumented for more than six months and we cannot carry out any consultation or procedure. |
| My hope is to get my degree and pursue my master's degree, to continue my education until I reach the top and not get halfway there. |
| My hopes and inspiration for the future are to witness a world where children's rights are protected and preserved. A world where child abuse, child pedophilia is unheard off. It's my hope to see a world where children live happily without fear and any form of abuse. |
| Owning my own home. |
| To finish my studies, continue training, improve my lifestyle and that of my family. |
| With an inclusive and participatory approach, child protection can be successful. |

## Q16. How can UNHCR help you with your future aspirations?

| |
|---|
| Could help me to cover expenses for my specialization studies. |
| Creating more links with schools, universities, and institutions. |
| DAFI scholarship. |
| Help me with a scholarship to study for a master's degree. |
| Helping me to orient myself. |
| I am taking advantage of every opportunity I am given. |
| I would like to get a better environment where I can pursue my dreams and achieve them. An environment where hard work and commitment are the only tools used to judge people's potentials. |
| Job opportunities. |
| More partners. |
| More support, especially in administrative procedures. |
| Reading our complaints and claims and making a thorough study to put an end to this problem. |
| Training in courses that will help me to improve my skills for the job market. |
| With studies, scholarships, housing programmes. |

# Annex 5: Data Collection and Analysis Tools

## Data collection methods

### Desk review

The evaluation team reviewed relevant documentation and created a coded dataset (in MAXQDA), as well as an annotated bibliography, which was being kept updated as new material was identified during the evaluation. The desk review provided relevant contextual information regarding UNHCR's child protection programming, data on resourcing and staffing and identified gaps and trends, which were further addressed during the data collection phase. A list of documents and data sources reviewed as part of the inception report can be found in Annex 9.

### Online surveys

A structured survey was distributed through the Tertiary Refugee Student Network (TRSN) in order to incorporate the views of refugee youth. The survey covered the important issues of their experiences of UNHCR child protection services, the relevance and appropriateness of these services to the specific needs. In addition, it asked the questions around their engagement in the design and delivery of the child protection programming, and the specific protection challenges they have faced in the past.

An online survey for UNHCR staff was conducted to identify more systematically perspectives on specific challenges and priorities for UNHCR's future child protection programming in order to support the forward-looking aspect of the evaluation. The draft survey instrument is provided in Annex 4.

Both surveys were made available in English, French and Spanish languages.

### Semi-structured interviews

Key informant interviews were conducted with UNHCR staff at global, regional and country levels, partner staff at country level, and members of the Global Youth Advisory Council (GYAC), using the semi-structured interview guides. The evaluation team interviewed 149 stakeholders across 6 different regions and 26 countries, as well as staff from HQ, partner organizations and GYAC.

The participation of the stakeholders was managed carefully, taking on board various sensitivities of country operations and time constraints. During the data collection, a full participation from the operation in Colombia was not possible due to the ongoing emergency. However, the Colombia team were still interviewed during the regional interviews.

### Data collection instruments

#### Semi-structured interview guides for all key informant categories

Instructions:

Respectfully reiterate the purpose of the meeting, go through the consent protocol, and check whether the interviewee has any questions.

Ask an introductory question, inviting the interviewee to tell them about their role and responsibilities, and their engagement with UNHCR's child protection responses.

Instrument Qs.xlsx

## Survey Questionnaire – Tertiary Refugee Student Network

### Introduction (for Survey Monkey)

You are invited to participate in a survey for the independent evaluation of UNHCR's Child Protection Programming.

The evaluation is being undertaken in order to assess the past and current approaches to child protection by UNHCR, including strategies, resources, capacities, partnerships and, where possible, results. The evaluation aims to inform UNHCR's child protection strategy going forward.

As part of the evaluation, we are seeking the views of those who have been directly involved in, or have benefited from, UNHCR's programmes. The survey should take no more than 10 minutes to complete and we are very grateful for your time and inputs.

Please note that your survey responses are be strictly confidential. All the data obtained from this survey will be coded and deleted after the evaluation has concluded.

If you have any questions about the survey or the process, please contact the Evaluation Specialist, Subhiya Mastonshoeva - subhiya@iodparc.com.

Thank you for participating in our survey.

### General information

1. What is your country of birth?

2. Which country are you currently residing in?

3. What is the highest degree or level of school you have completed or are currently enrolled in?

    a. Some high school, no diploma
    b. High school graduate, diploma, or the equivalent
    c. Some college credit, no degree
    d. Trade/technical/vocational training
    e. Bachelor's degree
    f. Master's degree
    g. Professional degree
    h. Doctorate degree

4/5 Age and sex

| | |
|---|---|
| Age | 15-19, 20-24, 25-29, 29 and above |
| Sex | m/f/prefer to not say |

### Relevance and appropriateness

4. What UNHCR programmes have you been involved with or have benefited from? Options:

   a. Documentation (birth certificates)
   b. Child health care
   c. Community-based protection
   d. Community centres
   e. Shelters
   f. Early marriage and other SGBV related counselling
   g. Family tracing and reunification
   h. Resettlement
   i. Legal counselling
   j. Language courses
   k. Vocational education
   l. Technical training for employment
   m. Tertiary education
   n. Cash assistance
   o. Skill building and income-generation activities
   p. Life skills training
   q. Sports activities
   r. Cultural/arts activities
   s. Community social cohesion/peacebuilding
   t. Others, please specify

5. What were the main risks and challenges you faced as a refugee, asylum seeker, displaced person when you were under 18?

6. What are the challenges that you currently face as a refugee, asylum seeker, internally displaced?

7. When you were under 18, were your consulted by UNHCR to bring your voices to the design of protection activities?

   a. Yes
   b. No
   c. Do not remember

| Yes | No | Do not remember |
|---|---|---|
| ■ | ■ | ■ |

8. If yes, how often were you consulted by UNHCR?

| Regularly | From time to time | Rarely | Never |
|---|---|---|---|
| ■ | ■ | ■ | ■ |

9. In your opinion, how well does UNHCR programming respond to the needs and concerns of children (including adolescents and youth) in your community?

| Very responsive | Somewhat responsive | Not responsive | Not responsive at all |
|---|---|---|---|
| ■ | ■ | ■ | ■ |

## Leadership, leveraging and partnerships

10. In your opinion, what kind of response to children (including adolescents and youth) should UNHCR staff have directly? Why?

11. In your opinion, what kind of responses are more appropriate for UNHCR partners to do? (Civil society organization, non-governmental organizations, international non-governmental organizations, others)? Why?

## Recommendations and way forward

12. In your opinion, how should UNHCR improve its child protection responses?

13. What are your hopes and aspirations for the future?

14. How can UNHCR help you with your future aspirations?

**THANK YOU FOR YOUR PARTICIPATION IN THE SURVEY!**

## Survey Questionnaire – UNHCR Operational Staff

### Introduction (for Survey Monkey)

You are invited to participate in a survey for the independent evaluation of UNHCR's Child Protection Programming.

The evaluation is being undertaken in order to assess the past and current approaches to child protection by UNHCR, including strategies, resources, capacities, partnerships and, where possible, results. The evaluation aims to inform UNHCR's child protection strategy going forward.

As part of the evaluation, we are seeking the views of those who have been directly involved in UNHCR's programmes. These questions focus on child protection areas of work, mainstreaming, COVID-19 impacts, and multiple responsibilities within roles. The survey should take no more than 10 minutes to complete and we are very grateful for your time and inputs.

Please note that your survey responses are be strictly confidential. All the data obtained from this survey will be coded and deleted after the evaluation has concluded.

If you have any questions about the survey or the process, please contact the Evaluation Specialist, Subhiya Mastonshoeva - subhiya@iodparc.com.

Thank you for participating in our survey.

### General information

1. Which region/country response do you work in?

Dropdown: List regions

Dropdown: List countries

Other (please specify)

2. In your view, to what extent are child protection priorities or approaches mainstreamed into other protection and programming areas?

| Not at all mainstreamed | Somewhat mainstreamed | Mostly mainstreamed | Completely mainstreamed | I don't know/Not sure |
|---|---|---|---|---|
| ■ | ■ | ■ | ■ | ■ |

### Protection and solutions

- Legal advice and advocacy
- Statelessness
- Protection (general)
- RSD
- Community-based protection
- Gender-based violence
- Protection cluster coordination
- Protection case management
- Livelihoods/economic inclusion
- Education
- Repatriation/re-integration

- Local re-integration
- Resettlement
- Durable solutions

Programmes

- Operations
- Cash-based Interventions
- Assessment, Analysis, Monitoring
- Information & Data Management
- Registration and Identity Management
- Shelter
- Site Planning
- WASH
- Health
- Nutrition & Food Security
- Environment
- Energy
- Camp Management & Camp Coordination

3. How did COVID-19 impact your work?

Strongly agree, agree, neither agree nor disagree, disagree, strongly disagree, N/A

- We could not meet PoCs in person
- We were able to work with POCs remotely (online, phone, etc.)
- We could not meet IPs in person
- We were able to work with IPs remotely (online, phone, etc.)
- In-person coordination activities (formal coordination meetings with sector working groups/clusters, OPs) were halted
- We were able to transition coordination mechanisms and activities remotely (online, phone, etc.)
- In-person activities, including monitoring visits, were halted
- We were able to transition in-person activities, such as monitoring, to be done remotely (online, phone, etc.)
- I could not be in-country
- IPs took over functions and work usually undertaken by UNHCR
- OPs took over functions and work usually undertaken by UNHCR (please list in comment box who)
- POCs took over functions and work usually undertaken by UNHCR
- Government took over functions and work usually undertaken by UNHCR
- Other (please explain)

4. Which of these areas of work are you responsible for?

Select all that apply

- CP
- GBV
- CBP
- Education (including ECD)
- PSEA
- Coordination/inter-agency role: please specify below
- AGD
- Statelessness
- Disabilities
- Older people
- Detention

- Integration into national systems
- Other (please specify)

Any comments on having multiple areas of responsibility.

5. What percentage of your time do you spend on child protection activities, specifically?

- None
- Up to 25%
- Up to 50%
- Up to 75%
- 100% - I am fully dedicated to child protection

6. Child protection specific interventions

**UNHCR delivers protection to children of its concern** by responding to their **specific needs and the risks they face.** This includes: protecting and advocating against all forms of discrimination; preventing and responding to **abuse, neglect, violence and exploitation**; ensuring immediate access to appropriate services; and ensuring **durable solutions** in the child's best interests.

The following activities are based on the benchmarks in UNHCR's 2012 Framework for Child Protection. You can access the Framework here https://www.unhcr.org/50f6cf0b9.pdf

Please select

1. Which activities are included in your operation in 2020/2021, there is an option to add further activities that may not be listed.
2. Which activities you feel you are sufficiently knowledgeable in to deliver effectively
3. Which activities are priorities for you to gain more knowledge and skills in

Goal 1: Safety for girls and boys

- Standard Operating Procedures (e.g. prevention and response to SGBV)
- Child-sensitive SGBV strategy
- Community-based child protection mechanisms
- Child-friendly spaces
- Monitoring and reporting on grave violations
- Referral pathways to services
- Safe learning environment training
- Codes of conduct and staff training for teachers, police and community leaders
- Emergency appeals that include child protection
- Child-sensitive mine risk education
- Awareness-raising and empowerment projects for children and adolescents
- Advocacy and remedial programmes dealing with female genital mutilation
- Child-friendly and confidential complaints mechanisms (including in schools)
- Other (please specify)

Goal 2: Children's participation

- Child-specific participatory assessments
- Child-friendly feedback and complaints mechanisms
- Clubs and committees for children and adolescents
- Life-skills training for adolescent girls and boys
- Sports and recreation initiatives which are inclusive and bear in mind age, gender diversity and disability
- Other (please specify)

Goal 3: Child-friendly procedures

- Training on communication with children and adolescents
- Child protection focal points present at registration and reception points

- Regular monitoring of the child-friendly nature of procedures
- Communication materials are child-friendly
- Interview rooms are child-friendly
- Guardian appointed for UASC in asylum procedures.
- Decisions communicated to children in a language and manner they understand
- Other (please specify)

Goal 4: Legal documentation

- Accurate disaggregated data available on birth registration
- Birth registration procedures in place for newborns and late registration
- Partners assist boys and girls to obtain legal documents
- Obstacles to birth registration identified and addressed
- Refugee children receive refugee ID cards
- Other (please specify)

Goal 5: Targeted support for girls and boys with specific needs

- BIA/BID processes established
- Referral pathways to specialized service providers
- SGBV SOPs address child victims
- Family tracing and reunification services
- Legal aid partners trained on child protection
- Information management system for individual cases established
- Child protection monitoring mechanism in place
- Other (please specify)

Goal 6: Durable solutions

- Inter-agency SOPs for referrals (i.e. children with immediate protection needs)
- BIA/BID guidance followed
- Sufficient BIA/BID staff
- Legal, administrative and policy frameworks governing durable solutions include specific considerations for children's needs
- Children at risk, including UASC, are promptly referred for resettlement consideration if in their best interests
- Impact of statelessness on children assessed
- Other (please specify)

7. Which of these statements do you agree or disagree with

Strongly agree, agree, neither agree nor disagree, disagree, strongly disagree, N/A

- Comprehensive child protection responses are incorporated in the operation.
- Child protection is resourced as a specific area of technical expertise.
- Colleagues with child protection responsibilities take part in programming and resourcing discussions and decisions.
- The Multi-Function Team is an effective mechanism for integrating child protection issues across the operation.
- We have the right number and range of implementing partners that specialise in child protection.
- Our specialist child protection partners are very experienced and effective.

Comments and reflections welcome on the issues mentioned above.

8. If you need more technical advice and support for child protection where do you access it?

Select all that apply

- In-country UNHCR colleagues
- In-country Implementing Partners
- In-country Operational Partners

- Regional Bureau
- HQ
- Other (please specify)

Any comments about the sources and availability of child protection technical advice.

## About you and your role

### 9. Are you

- F
- M
- prefer not to answer

### 10. What category is your current role?

- P-level: 1 2 3 4 5 6
- N-level: A B C D
- GS-level: 1 2 3 4 5 6 7 8
- Affiliate workforce
- Other (please specify)

### 11. How many years in total have you worked for UNHCR?

Please include all your combined years working with the UNHCR, including across several positions or contracts

- Less than 1 year
- 1-5 years
- 6-10 years
- 11-15 years
- More than 15 years

## 1 THANK YOU FOR YOUR PARTICIPATION IN THE SURVEY!

Thank you for helping us with canvassing UNHCR colleagues for the child protection programming evaluation.

If you have received these survey questions and have not been in contact with the evaluation team until now, you're welcome to leave your email address for us to contact you when the report is published. Email addresses are separated from survey data so your responses will remain anonymous.

[open to enter email address]

# Data Analysis

## Quantitative and qualitative data analysis

The analytical framework was articulated in the evaluation matrix. Much of the secondary data analysis (annotated literature review) was analysed using MAXQDA, with coding focused on key components of the child protection strategy in order to cross reference it with primary data.

The primary data collection method (interviews) collected qualitative data. The data was analysed using MAXQDA in which the code structure was aligned to the key evaluation questions and sub-questions, including disaggregation by categories of POC (refugees, IDPs, returnees, and girls/boys as well as different ages where this was available). The qualitative data from the primary data collection was cross referenced with other sources such as documents.

The survey results provide a mix of qualitative and quantitative responses. The qualitative responses were analysed in MAXQDA as above. The quantitative data produced descriptive analysis (rather than more complex regressions).

## Triangulation

Three approaches to triangulation were used for this evaluation: methods triangulation (checking the consistency of findings generated by different data collection methods); interrogating data where diverging results arose; and analyst triangulation (using multiple team members to review findings), allowing for a consistent approach to interpretive analysis.

## Data synthesis, verification and validation

The process of bringing all the evidence together to synthesize the data and formulate findings and conclusions took place in two ways. The first was the process of articulating the principal findings and cross-checking the strength of the evidence for each. Based on this, the conclusions are then developed, and cross-checked among the team members for their relevance to the findings.

The above steps incorporate verification and validation of evidence during the data collection and data analysis processes. In addition, there is a further step to validate the evidence and conclusions through a validation workshop with the ERG as key stakeholders, and additionally with the informally convened group of child protection regional advisers and focal points. This is an opportunity to share emerging findings, offer mutual challenge, and discuss the feasibility and receptiveness to draft recommendations. It also provides an important opportunity to foster buy-in to the evaluation process, particularly for the stakeholders who will have responsibility for implementing recommendations.

# Annex 6: Sampling Criteria

| Regional Bureaux / Country Operations | Primary selection criteria | | | | | | | | | Secondary selection criteria | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Categories of UNHCR responses | | | | IDP/Refugee Setting | | | | | Urban/Rural and Camp Settings | | | | Large/Smaller scale refugee responses (based on budget size) | | |
| | Type 1. UNHCR supports government and local actions to deliver CP to refugee population | Type 2. UNHCR works in partnerships in large scale humanitarian responses to coordinate and deliver CP to refugees | Type 3. UNHCR works with 1-2 implementing partners to deliver CP directly | Type 4. UNHCR has limited CP response | Asylum Seekers | Refugees | IDPs | Stateless | Returnees | Urban | Rural | Settlements | On the Move | UNCHR budget 2019 (USD) | CP in total Operations budget | Children 0-17 (2019) |
| **Regional Bureau for West and Central Africa** | | | | | | | | | | | | | | | | |
| Cameroon | | | Type 3 | Type 4 | Yes | Yes | Yes | Yes | Yes | Yes | | Yes | | Medium | Below average | Medium |
| **Regional Bureau for the East and Horn of Africa, and the Great Lakes Region** | | | | | | | | | | | | | | | | |
| Ethiopia | | Type 2 | | | Yes | Yes | Yes | | Yes | Yes | | Yes | | Large | Below average | Large |
| **Regional Bureau for the Americas** | | | | | | | | | | | | | | | | |
| Costa Rica | Type 1 | | Type 3 | | Yes | Yes | | Yes | | Yes | | | | Smaller | Below average | Smaller |
| **Regional Bureau for Asia and the Pacific** | | | | | | | | | | | | | | | | |
| Thailand | Type 1 | Type 2 | | | Yes | Yes | | Yes | | Yes | | Yes | | Large | Above average | Large |
| Iran | | | Type 3 | | Yes | Yes | | Yes | | Yes | | Yes | | Smaller | Below average | Smaller |
| **Regional Bureau for the Middle East and North Africa** | | | | | | | | | | | | | | | | |
| Iraq | Type 1 | Type 2 | | | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes | | Large | Average | Medium |
| Morocco | Type 1 | | | Type 4 | Yes | Yes | | | | Yes | | Yes | | Smaller | Below average | Smaller |
| **Regional Bureau for Europe** | | | | | | | | | | | | | | | | |
| European Migrant Response | Type 1 | | Type 3 | Type 4 | Yes | Yes | | | | Yes | | Yes | Yes | | | |

The consultations included multiple levels of engagement:

a) A broad group of participants from different levels within UNHCR and locations. This is categorized in Annex 5 as ‘global and regional participants’. In this group, where appropriate, selected external stakeholders will also be invited to participate in interviews.

b) A selection of ‘Type 1’ countries where consultations with individuals (UNHCR staff and some partners)

c) A selection of ‘Type 2’ countries

d) A selection of “Type 3” countries

e) A selection of “Type 4” countries

f) Persons of Concern were included through complementary virtual consultations via existing mechanisms and networks. The Global Youth Advisory Council (GYAC) members were invited to participate in key informants interviews, as the individuals who have had direct experience of UNHCR’s activities and operations from the perspective of persons of concerns. There was not a neat overlap with members and their countries of origin or asylum, and the UNHCR operations participating in the evaluation. In addition, the members of the Tertiary Refugee Student Network (TRSN) were invited to participate in a short survey.

| | |
|---|---|
| **Categories of UNHCR responses** | 1. UNHCR supports government and local actors to deliver child protection to refugee children through advocacy, policy reform and capacity building.<br>2. UNHCR works with partners in large scale humanitarian response to coordinate and deliver child protection programmes to refugees in settings with multiple partners and large-scale child protection programmes.<br>3. UNHCR works with 1-2 implementing partners to deliver child protection programmes directly in refugee settings.<br>4. UNHCR has limited child protection response. In IDP settings, UNHCR role in child protection varies significantly but often UNHCR does not have a significant child protection dedicated programme in IDP settings. This is also the case in some refugee settings. |
| **Large/Smaller scale refugee responses (based on budget and population size)** | **Scale of operations with regards to population size, PoCs (children) and share of the child protection component in overall UNHCR budget. (Global average was 3.2% in 2019)**<br>Above average = share of CP in total budget > 3.5%<br>Average = 2.7-3.4%<br>Below average = < 2.6%<br>**Scale of budget (2019 data)**<br>Large = over 300million<br>Medium = 51-299million<br>Smaller = less than 50million<br>**Scale of population aged 0-17**<br>Large = over 250,000<br>Medium = 51,000-249,000<br>Smaller = less than 50,000 |

# Ethical protocol and data management

## Ethical protocol and safeguarding

The evaluation team observed ethical standards set in IOD PARC's ethical code. IOD PARC's ethical framework is based on international guidelines for all contexts, in particular United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation 2008;[55] UNEG Code of Conduct for Evaluation in the UN System 2007;[56] Foreign, Commonwealth and Development Office (FCDO) Ethics Principles for Research and Evaluation 2011;[57] and Economic and Social Research Council (ESRC) Framework for Research Ethics Principles 2012.[58]

The evaluation approach as outlined in the Evaluation Terms of Reference did present a rationale for community-level participation, but due to the travel restrictions in place as a result of the COVID-19 pandemic, community-level engagement did not take place.

Most interviews took place on Microsoft Teams and a few on Zoom and WhatsApp. Some of the sessions were recorded, but only with participants' consent. The consent was obtained through verbal means and after the participants had been reminded of the research protocol, including the option of withdrawing consent at any point during the evaluation.

The formal ethical review board approval for this evaluation was granted by the Ethical Approval Board (HML IRB) on 8 of April 2021.

## Data management

With respect to ethical approaches to managing client and evaluation participant data (applying to the content of interviews and surveys), the evaluation specifically ensured the following:

- Confidentiality: participants' anonymity was protected, and all participants were assured of the confidentiality of any information they shared. No information, such as IP address, was automatically recorded. Survey respondents were invited to provide their email address if they wanted notification of the final report being published. The e-mail addresses were detached from the survey responses and stored separately.
- Preventing disclosure of identity: we took appropriate measures to prevent individual data from being published or otherwise released in a form that would allow any subject's identity to be disclosed or inferred.
- Informed consent: we obtained informed consent from all participants and ensured that participants had the contact details of the evaluation team to withdraw or change their consent at any time.
- Data security: data was kept secure on servers; once analysed, all data was anonymized. Only the evaluation team had access to the information on the servers. All personal data will be destroyed within six months of the completion of a project.

## Interview protocol

Required considerations for evaluation researchers and data collectors

55 United Nations Evaluation Group, Ethical Guidelines for Evaluation. 2008. http://www.unevaluation.org/documentdownload?doc_id=102&file_id=548

56 Code of Conduct for Evaluation in the UN system. UNEG http://www.unevaluation.org/document/download/547

57 DFID Ethics Principles for Research and Evaluation. 2011. https://www.gov.uk/government/publications/dfid-ethics-principles-for-research-and-evaluation

58 ESRC Framework for Research Ethics (FRE) 2010, updated September 2012. Economic and Social Research Council. https://esrc.ukri.org/files/funding/guidance-for-applicants/esrc-framework-for-research-ethics-2010/

| | |
|---|---|
| Referrals | If the interviewee appears upset, distressed or discloses serious past harms or imminent risks to themselves, then pause the interview.<br>• Ask if the interviewee would like to stop the interview, or take a break. There is no need to continue now (or at all) if the person prefers.<br>• Ask the interviewee if they have someone or somewhere (a service) that they get help from, or if they would like to be referred.<br>• If they would like to be referred to a service, tell them that you will get the referral information to them (within 24 hours if they are not at imminent risk). We will ask UNHCR or the relevant implementing partner for the referral service and provide the information to the interviewee.<br>• If someone discloses that they are at imminent risk of harm, phone your research supervisor immediately who will action the response via UNHCR, the relevant implementing partner or emergency services as appropriate. |
| Informed consent | Informed consent is the voluntary agreement of an individual, or his or her authorized representative, who has the legal capacity to give consent, and who exercises free power of choice, without undue inducement or any other form of constraint or coercion to participate in research. The individual must have sufficient knowledge and understanding of the nature of the proposed evidence-generating activity, the anticipated risks and potential benefits, and the requirements or demands of the activity to be able to make an informed decision. (UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis, 2015)<br>• If you have reason to believe that someone is not in a position to provide informed consent, pause and check…<br>• Are they able to speak freely (i.e. not being overheard by someone else), and talk to you more about whether they are choosing freely to participate?<br>• Do they sufficiently understand the purpose and process of the research? Can explaining it more carefully and clearly help?<br>• If you continue to have reason to believe that someone is not in a position to provide meaningfully informed consent, take the following steps:<br>  ○ If you suspect the person is under duress or any stress, ask them if they would like a referral to someone who may be able to help, or if that does not seem appropriate (because they have not disclosed duress) ask if you or a team member can follow up with them at a later date (this would be asked if they need help or a referral).<br>  ○ If you suspect that the person is not in a position to give informed consent because they do not understand the process, then carefully end the interview: do not unnecessarily abruptly end the interview.<br>  ○ In all cases, write a record of your reasons and evidence and inform your research supervisor straight away. |
| Know your interviewee | • This is more than a basic courtesy to know in advance who you are meeting with, what their role is, and what their relationship to the intervention is.<br>• It will help you understand if there are any questions that should be tailored to the interviewee, and whether there are any particular ethical or safeguarding considerations that should be followed. |

| | |
|---|---|
| | • You may not be able to get more than very basic information about a person (e.g. their name, job title) before meeting with them, so ensure that you give them the opportunity to introduce themselves at the start of the meeting so you can tailor your approach as needed. |

## Consent protocols

### Informed consent protocol: key informant interviews

1. Introductions – My name is XXXX, I work for XXXX, I am part of a team that is independent from UNHCR and all other stakeholders involved in this response.
2. The purpose of the evaluation and the purpose of this meeting
   - UNHCR regularly commissions evaluations of its work and activities to identify where things are working well, and where things need improving.
   - The purpose of this meeting is for us to hear your perspectives on how UNHCR responds to child protection needs.
   - We have requested an hour of your time for this meeting. Is now still a good time for you, and is an hour still ok with you? We can change or adjust if needed.
   - This meeting is part of our data collection phase. After the next phase, data analysis, we'll get back in touch with all stakeholders to let them know about any published outputs from the evaluation.
3. Risks and benefits of the study
   - There should not be any risks caused by the study. UNHCR's work is ongoing. This study will not inform decisions specific to this response, instead it provides information about the many different contexts that UNHCR works in.
   - The benefits of the study may not directly impact you, but are intended to positively impact in the longer term on children who are at risk.
4. Participation is voluntary
   - We want to confirm that your participation is completely voluntary and negotiable. There are no problems or consequences if you prefer not to participate, or if you prefer not to answer one or more of the questions.
5. Privacy and confidentiality for participation
   - We want to reassure you that anything you say will not be attributed to you personally. This interview and the evaluation will respect your privacy.
   - Our notes of this and other interviews are kept confidential to the independent evaluation team.
   - We keep notes for 12 months after the evaluation, but we will delete them then.
   - Limitations to confidentiality.
6. My contact information
   - Did you receive the one-page briefing about the evaluation? You'll see the contact details there for the evaluation team members.
   - You can contact the evaluation team at any time if you want to share any documents with us, if you want to add any information, or if you change your mind and want to withdraw anything you said, or withdraw from the process entirely.
   - For our accountability, the contact details of UNHCR are there too, if you want to contact them about us or this evaluation, you are welcome to.

# Quality assurance

There were two layers of quality assurance for this evaluation. Internal to the evaluation team is the role of Quality Assurer, Guy Thompstone, who provided ongoing quality oversight of the process and feedback on specific deliverables including the inception and evaluation reports.

The evaluation team also adhered to UNHCR's Evaluation Quality Assurance (EQA) guidance, and the draft inception report and draft evaluation report were submitted to the EQA service for quality control and feedback purposes.

# Annex 7: Evaluation Organization and Management

## Evaluation management and governance

The evaluation was managed at UNHCR HQ in Geneva by Amanda Louise Melville, Senior Advisor, Child Protection and Youth, with quality assurance provided by David Rider Smith, Senior Evaluation Coordinator. As the evaluation manager, the Senior Advisor was the day-to-day contact person for the evaluation team.

An external ERG was constituted to provide expert advice, feedback and inputs at key stages in the process. It did not have any formal evaluation management responsibilities but acted in an advisory capacity and provided inputs on all main evaluation deliverables to strengthen the quality and credibility of the evaluation. The Senior Advisor convened and managed the evaluation reference group.

In addition, an informally convened group of child protection regional advisers and focal points were consulted throughout the evaluation process, and were instrumental in providing logistical support and guidance to the evaluation team.

The evaluation team leader and project manager were responsible for the management of the project and communications.

## Roles and responsibilities

The roles and responsibilities of the evaluation team were as follows:

| Expert | Role | Responsibilities |
|---|---|---|
| **Jo Kaybryn** | Team Leader | • Overall responsibility for all aspects of the delivery of the evaluation and maintaining communications with UNHCR.<br>• Leading on the evaluation design, with shared responsibility for data collection, analysis and reporting, with a focus on child protection and human rights issues in practice. |
| **Layal T. E. Sarrouh and Pia Vraalsen** | Child Protection Specialists | • Shared responsibility for design and application of data collection tools, data collection, analysis and reporting, with a thematic focus on child protection and humanitarian settings. |
| **Subhiya Mastonshoeva** | Senior Evaluator | • Shared responsibility for data collection with a focus on the desk reviews.<br>• Responsible for data collection toolkit and analytical framework. Responsible for deployment and administration of the survey. |
| **Guy Thompstone** | Quality Assurance | • Quality oversight of the evaluation process.<br>• Specific responsibility for quality assurance of key deliverables. |

| | | |
|---|---|---|
| **Joy McCarron** | Researcher | • Data analysis support and research |
| **Karolina Mclellan** | Project Manager | • Project management of the process and delivery of outputs, communications and logistics. |

## Timeline and logistics

Data collection took place between April and June 2021, with analysis and reporting taking place between June and August 2021.

The Project Manager coordinated the virtual data collection by ensuring the regular flow of communication and data within the team. She was responsible for scheduling data collection activities with the stakeholders, whilst working closely with the Focal Points, Regional Advisors and the Evaluation Manager from UNHCR.

# Annex 8: Persons Consulted

## Europe Operation

| Position | Organization |
|---|---|
| Community-Based Protection Officer | UNHCR |
| Project Manager | European Guardianship Network |
| Project Manager | European Guardianship Network |
| Project Manager | European Guardianship Network |
| Asylum and Migration; Technical Assistance & Capacity Building Unit | Fundamental Rights Agency |
| Senior Regional Migrant Protection & Assistance Specialist; (Assistance to Vulnerable Migrants) | IOM |
| Regional Advisor CP | UNICEF |
| Girls in Crisis Policy and Advocacy Officer | Plan International |
| Senior Advocacy Adviser | Children on the Move |
| Senior Policy Officer | Policy and Legal Unit in Brussels (PLUS) |
| Protection Associate | UNHCR Netherlands |
| Protection Associate | UNHCR France |
| Senior Protection Officer | UNHCR Greece |
| Senior Protection Associate | UNHCR Greece |
| Refugee Status Determination Associate | UNHCR Spain |
| Protection Officer | UNHCR Spain |
| Legal Officer | UNHCR UK |
| Senior Protection Associate | UNHCR UK |
| Protection Officer (CBP) | UNHCR Multi-country office Hungary |
| Protection Associate | UNHCR Italy |

## Ethiopia Operation

| Position | Organization |
|---|---|
| Humanitarian Director | Plan International Ethiopia |

| | |
|---|---|
| Child Protection in Emergencies Specialist | Plan International Ethiopia |
| Thematic Director, Child Protection and Migration | SCI |
| Child Protection in Emergencies Programme Specialist | SCI |
| Assistant CP Coordinator | IRC |
| Protection Manager | DRC |
| Monitoring and Evaluation (community service Officer) | AHA |
| Protection Officer (Child) | UNHCR |
| Senior Community-Based Protection officer | UNHCR |
| Assistant Protection Officer (Child) | UNHCR |

## Cameroon Operation

| **Position** | **Organization** |
|---|---|
| President | Collective of Refugees in Yaoundé |
| Protection Manager | INTERSOS |
| Protection Officer | INTERSOS |
| Program Manager | Plan International Cameroon |
| Assistant Protection Officer (Community Based) | UNHCR |
| Protection Officer (Community Based) | UNHCR |
| Associate Protection Officer | UNHCR |
| Protection Technical Coordinator | International Medical Corps |
| Regional Delegate | Ministry of Social Affairs |

## Costa Rica Operation

| **Position** | **Organization** |
|---|---|
| Senior Protection Associate/Child Protection Focal Point and GBV | UNHCR |
| Representative to the Tripartite Commission (PANI) | Patronato Nacional de la Infancia (PANI) |
| Coordinator | Unidad de Refugio, DGME |
| Coordinator | Unidad de Refugio, DGME |

| | |
|---|---|
| Director, Department of Intercultural Education | Ministry of Public Education (MEP) |
| National Programme Coordinator | International Organization for Migration |
| Strategic Planning Officer (Leader of the inter-agency education group) | Office of the Resident Coordinator |
| Monitoring, Evaluation and Data Officer (technical support in the leadership of the inter-agency youth group) | Office of the Resident Coordinator |
| Associate Protection Officer, Community-based Protection Unit | UNHCR |

## Iran Operation

| **Position** | **Organization** |
|---|---|
| Protection Associate | UNHCR |
| National Officer (ORT) | UNHCR |
| Protection Assistant (Community-based) – Field Office | UNHCR |
| Senior Protection Assistant | UNHCR |
| Protection Associate/Community-Based | UNHCR |
| Snr. Field Assistant | UNHCR |
| Protection Associate | UNHCR |
| Community-based Protection Officer | Relief International |
| Child Protection Officer | UNICEF |

## Iraq Operation

| **Position** | **Organization** |
|---|---|
| Protection Officer | UNHCR |
| Protection Officer | UNHCR |
| Assistant Protection Officer | UNHCR |
| Associate Community-Based Protection Officer | UNHCR |
| Community-Based Protection Associate | UNHCR |
| Senior Protection Officer | UNHCR |
| Child Protection Capacity Development Project Manager | TGH |
| Child Protection Capacity Development Project Manager | TGH |

| | |
|---|---|
| Chief of Protection | UNICEF |

## Morocco Operation

| Position | Organization |
|---|---|
| Senior Protection Officer | UNHCR |
| Associate Protection Officer | UNHCR |
| Project Manager | International Organization for Migration |
| Project Assistant | International Organization for Migration |
| In charge of unaccompanied children | Fondation Orient-Occident |
| Lawyer | Cabinet Lemseguem |

## Thailand Operation

| Position | Organization |
|---|---|
| Associate Protection Officer | UNHCR |
| Associate Protection Officer | UNHCR |
| Protection Officer | UNHCR |
| Programme Director | COERR Foundation |
| Karen Women's Organization General Secretary | Karen Women's Organization (KWO) |
| Karenni Women's Organization Secretary | Karenni Women's Organization (KnWO) |
| Child Protection Technical Advisor | Save the Children International (SCI) |
| Legal Assistance Centre (LAC) Coordinator | IRC Legal Assistance Centre (LAC) programme |
| Project Director | Jesuit Refugee Service |
| Director, Foster Care | Step Ahead |
| Programme Manager | HOST International |
| Senior case manager/Protection officer | Centre for Asylum Protection (CAP) |

## Global Youth Advisory Council

| Position | Organization |
|---|---|

| | |
|---|---|
| Co-chair | Global Youth Advisory Council (GYAC) |
| Co-chair | GYAC |
| Member | GYAC |
| Member | GYAC |
| Member | GYAC |

## MENA Region

| **Position** | **Organization** |
|---|---|
| Head of MENA Protection Service | UNHCR MENA |
| Associate Community-Based Protection Officer | UNHCR Lebanon |
| Community-Based Protection Officer | UNHCR Libya |
| Child Protection Focal Point in Syria (former) | UNHCR Syria |

## Asia Region

| **Position** | **Organization** |
|---|---|
| Child Protection Officer | UNHCR Bangladesh |
| Senior Protection Officer in Korea | UNHCR Korea |
| Associate Protection Officer | UNHCR Indonesia |
| Protection Officer in Nepal | UNHCR Nepal |

## Americas Region

| **Position** | **Organization** |
|---|---|
| Senior Protection Coordinator | UNHCR Regional Bureau |
| Protection Officer | UNHCR Ecuador |
| Senior Protection Officer | UNHCR Mexico |
| Community-based Protection Officer | UNHCR Mexico |
| Protection Officer | UNHCR Peru |
| Field Associate CP National | UNHCR Peru |
| Senior Child Protection Assistant | UNHCR Ecuador |

| | |
|---|---|
| Community-based Protection Officer | UNHCR Ecuador |
| Community-based Protection Officer | UNHCR Colombia |
| Protection Officer | UNHCR Colombia |

## Global Stakeholders

| **Position** | **Organization** |
|---|---|
| Deputy Director, Division of International Protection | UNHCR |
| Resettlement Officer | UNHCR |
| Senior Advisor, Focal Point for Blueprint Coordination | UNHCR |
| Senior Coordinator | Alliance for Child Protection in Humanitarian Action |
| Senior Coordinator | Alliance for Child Protection in Humanitarian Action |
| Deputy Representative | UNHCR |
| Former Senior Child Protection Advisor, on secondment to UNICEF | UNHCR/UNICEF |
| Senior Advisor (Head of Education Section) | UNHCR |
| Senior Community- based Protection Officer | UNHCR |
| Senior Advisor, Child Protection in Emergencies | UNICEF |
| Senior Advisor/Child Protection– Children on the Move | UNICEF |
| Senior Child Protection Advisor | PLAN International |
| Head of Emergency Unit | SCI |
| Child Protection Specialist | UNHCR |
| Regional Protection and Gender Thematic Expert | DG ECHO |
| Legal Officer DIP | UNHCR |
| Head of the Human Rights Liaison Unit in PPLA/DIP | UNHCR |
| Representative, Yemen | UNHCR |
| Department of External Relations | UNHCR |
| Director DIP | UNHCR |
| Head, Partnerships and Coordination | UNHCR |

| | |
|---|---|
| Associate Director and Global Chief of Child Protection for UNICEF Programme Division | UNICEF |
| Head of the Implementation Management and Assurance Service | UNHCR |
| Program Officer, Bureau of Population, Refugees and Migration | US Department of State |
| Global Data Service | UNHCR |
| Global Learning and Development | UNHCR |
| Coordinator for the Sahel Region | UNHCR |
| Livelihoods | UNHCR |
| Livelihoods | UNHCR |
| Cash | UNHCR |

## Inception Phase Consultations

| **Position** | **Organization** |
|---|---|
| Senior Advisor, Child Protection and Youth | UNHCR |
| Associate Protection Officer (Child Protection) | UNHCR |
| Senior Evaluation Coordinator | UNHCR |
| Learning Development Officer | UNHCR |
| Deputy Director, Division of International Protection | UNHCR |
| Resettlement Officer | UNHCR |
| Senior Advisor, Focal Point for Blueprint Coordination | UNHCR |
| Child Protection Officer | UNHCR |
| Protection Officer (former HQ Child Protection Unit) | UNHCR |
| Child Protection and Gender-based Violence Officer | UNHCR |
| Assistant Representative (Protection) | UNHCR |
| Senior Evaluation Officer | UNHCR |
| Former Senior Child Protection Adviser, on secondment to UNICEF | UNHCR |
| Senior Evaluation Officer | UNHCR |
| Senior Protection Officer (Americas) | UNHCR |
| Protection Specialist | UNHCR |

| | |
|---|---|
| Senior Adviser (Head of Education Section) | UNHCR |
| Senior Protection Officer (SGBV-SftS) | UNHCR |
| Senior Community-based Protection Officer | UNHCR |
| Protection Specialist | UNHCR |

# Annex 9: Documents Consulted

| No | Document Title | Source |
|---|---|---|
| 1 | Global Trends, 2011 | UNHCR |
| 2 | Global Trends, 2019 | UNHCR |
| 3 | Safe from the Start Project; BPRM/UNHCR Partnership to Prevent and Respond to Sexual and Gender-Based Violence in Humanitarian Emergencies 2014–2016 | BPRM/UNHCR |
| 4 | Framework for the Protection of Children, 2012 | UNHCR |
| 5 | Live, Learn & Play Safe: Regional Initiative 2014-2016 Protecting Children at Risk in Egypt, Ethiopia, Sudan and Yemen | UNHCR |
| 6 | Minimum Standards for Child Protection in Humanitarian Action, 2020 | The Alliance for Child Protection in Humanitarian Action |
| 7 | Field Handbook on Unaccompanied and Separated Children | The Alliance for Child Protection in Humanitarian Action |
| 8 | Guidelines on Assessing and Determining the Best Interests of the Child | UNHCR |
| 9 | INSPIRE Initiative<br>https://www.end-violence.org/inspire | End Violence Against Children |
| 10 | UNHCR Information Management System | UNHCR |
| 11 | Division of International Protection (DIP), Staffing and Budget Trend Analysis, 2013–2020 (updated April 2020) | UNHCR |
| 12 | Global Protection Cluster<br>https://www.globalprotectioncluster.org/ | Global Protection Cluster |
| 13 | Unaccompanied and Separated Children Task Force<br>https://www.alliancecpha.org/en/child-protection-hub/unaccompanied-and-separated-children-task-force | International Rescue Committee/UNHCR |
| 14 | Blueprint Initiative<br>https://www.unhcr.org/blueprint-for-joint-action.html | UNHCR/UNICEF |
| 15 | Child Protection Data Analysis, 29 December 2020 | UNHCR |
| 16 | UNHCR, SGBV Response, Risk Mitigation and Prevention in Humanitarian Crises: A synthesis of findings from evaluations of UNHCR operations, 2019 | UNHCR |
| 17 | Evaluation of UNHCR's Implementation of Three Protection Strategies: The Global Education Strategy, the Updated SGBV Strategy and the Child Protection Framework, 2017 | UNHCR |
| 18 | UNHCR Refugee Education Strategy 2030, 2019 | UNHCR |
| 19 | UNHCR Policy on the Prevention of, Risk Mitigation, and Response to Gender-based Violence, 2020 | UNHCR |
| 20 | UNHCR Gender Equality Toolkit, 2020 | UNHCR |
| 21 | Tackling Sexual Exploitation and Abuse and Sexual Harassment, 2020–2022 Strategy and Action Plan | UNHCR |

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|---|---|---|
| 22 | Heidari, S., Babor, T.F., De Castro, P. et al. Sex and Gender Equity in Research: Rationale for the SAGER Guidelines and Recommended Use. Research Integrity and Peer Review 1, 2, 2016 | |
| 23 | Responsible Data Management Toolkit, 2017 | Oxfam |
| 24 | Considerations for Using Data Responsibly at USAID www.usaid.gov/responsibledata | USAID |
| 25 | UNHCR Manual (Chapters 2, 3, 4 and 9) updated 2020 | UNHCR |
| 26 | UNHCR Results Framework | UNHCR |
| 27 | Global Strategic Priorities Progress Reports (2010–2019) | UNHCR |
| 28 | UNHCR Executive Committee, Children at Risk EC/58/SC/CRP.7, 2007 | UNHCR |
| 29 | UNHCR Policy on Refugee Children, 1993 | UNHCR |
| 30 | Action against Sexual and Gender-Based Violence: An Updated Strategy, 2011 | UNHCR |
| 31 | Education Strategy 2012–2016, 2012 | UNHCR |
| 32 | UNHCR Policy on Age, Gender and Diversity, 2018 | UNHCR |
| 33 | Guidelines on International Protection: Child Asylum Claims under Articles 1(A)2 and 1(F) of the 1951 Convention and/or 1967 Protocol Relating to the Status of Refugees, HCR/GIP/09/08, 2009 | UNHCR |
| 34 | Resettlement of Children and Adolescents at Risk, 2016 | UNHCR |
| 35 | Guidelines on Assessing and Determining the Best Interests of the Child, 2018 | UNHCR |
| 36 | Emergency Handbook, 2020 | UNHCR |
| 37 | Child Protection Issue Brief: Birth Registration, 2013 | UNHCR |
| 38 | Child Protection Issue Brief: Child Recruitment, 2013 | UNHCR |
| 39 | Child Protection Issue Brief: Alternative Care, 2014 | UNHCR |
| 40 | Child Protection Issue Brief: Child Labour, 2014 | UNHCR |
| 41 | Child Protection Issue Brief: Mental Health and Psychosocial Well-being of Children, 2014 | UNHCR |
| 42 | Child Protection Issue Brief: Sexual Violence against Children, 2014 | UNHCR |
| 43 | Child Protection Issue Brief: Children with Disabilities, 2015 | UNHCR |
| 44 | Child Protection Issue Brief: Community-based Child Protection Mechanisms, 2015 | UNHCR |
| 45 | Child Protection Issue Brief: Family Tracing and Reunification, 2017 | UNHCR |
| 46 | UNHCR Central Mediterranean Situation LLP – October 2019 | UNHCR |
| 47 | UNHCR 2014 Live Learn Play Safe | UNHCR |
| 48 | UNHCR Safe from the Start Info Sheet | UNHCR |
| 49 | UNHCR Decentralization Update | UNHCR |
| 50 | Blueprint Briefing Paper | UNHCR/UNICEF |
| 51 | Blueprint FAQs | UNHCR/UNICEF |
| 52 | Blueprint Investment Case | UNHCR/UNICEF |

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|---|---|---|
| 53 | Key Indicator Report 2015 | UNHCR |
| 54 | Key Indicator Report 2016 | UNHCR |
| 55 | Key Indicator Report 2017 | UNHCR |
| 56 | Key Indicator Report 2018 | UNHCR |
| 57 | Key Indicator Report 2019 | UNHCR |
| 58 | Draft Summary of Child Protection Data Mining in UNHCR | UNHCR |
| 59 | UNHCR Still Unprotected Humanitarian Funding for Children | UNHCR |
| 60 | UNHCR Child Protection List of Affiliates 2017 | UNHCR |
| 61 | UNHCR Child Protection List of Affiliates 2017 | UNHCR |
| 62 | UNHCR Child Protection Analysis 2015–2019 | UNHCR |
| 63 | Evaluation of Effectiveness and Relevance of Advocacy Approaches with the EU and in EU/EFTA Countries (2015–2017) Final Report, May 2019 | UNHCR |
| 64 | UNHCR Joint Rapid Assessment Children on the Move 2020 | UNHCR |
| 65 | Evaluative Review of UNHCR's Policies and Procedures on the Prevention of and Response to Sexual Exploitation and Abuse, June 2019 | UNHCR |
| 66 | UNHCR Global Strategic Priorities 2009, 2010, 2011, 2012, 2013, 2014, 2015, 2016, 2017, 2018 | UNHCR |
| 67 | UNHCR (2015) Global Protection, Education and SGBV Strategy Implementation Report | UNHCR |
| 68 | UN Global Compact on Refugees 2018 | UN/UNHCR |
| 69 | Certification Programme on International Protection | UNHCR/GLDC |
| 70 | Module Child Protection and Youth | UNHCR/GLDC |
| 71 | Child Protection Funding Analysis – UNHCR Programmes and Inter-agency Fund | UNHCR |
| 72 | Blueprint Child Protection Outcome: UNHCR RBM Factsheet | UNHCR |
| 73 | Global-Regional Child Protection Operational Data Monitoring | UNHCR |

# Annex 10: Updated Workforce Data

| Child protection Capacity | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
|---|---|---|---|---|---|---|
| Child protection | 7 | 20 | 27 | 46 | 45 | 49 |
| Joint CP-GBV | 2 | 11 | 11 | 17 | 16 | 20 |

| % of Child protection staff in protection staff | | | | | | |
|---|---|---|---|---|---|---|
| **Staff trend** | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
| **Total Protection staff** | **1702** | **2333** | **2449** | **2613** | **2891** | **3124** |
| Child protection | 7 | 23 | 71 | 70 | 90 | 90 |
| % of protection staff dedicated to child protection | 0.4% | 0.9% | 2% | 1.9% | 2.2% | 1.8% |

| Child protection | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
|---|---|---|---|---|---|---|
| Contingent Worker | | 1 | 33 | 42 | 29 | 44 |
| Employee | 7 | 22 | 2 8 | 47 | 44 | 48 |
| **Grand Total** | **7** | **23** | **61** | **89** | **76** | **82** |
| % of alternative workforce | | 4% | 54% | 47% | 40% | 48% |

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