



Evaluation of UNICEF's Contribution to Strengthening Child Protection Systems in India

Catalyst Management Services

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Acronyms and Abbreviations

C4D	Communication for Development
CARA	Central Adoption Resource Authority
CMS	Catalyst Management Services
CP	Child Protection
CPAP	Country Programme Action Plan
CPMIS	Child Protection Management Information System
CPSS	Child Protection System Strengthening
CSO	Civil Society Organisations
CWC	Child Welfare Committee
DCPU	District Child Protection Unit
ERG	Executive Review Group
FGD	Focus Group Discussion
FYP	Five Year Plan
GOI	Government of India
ICPS	Integrated Child Protection Scheme
IRB	Internal Review Board
JJ Act/ System	Juvenile Justice Act/ System
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MIS	Management Information System
MWCD	Ministry of Women and Child Development
NLU	National Law Universities
NGO	Non-Government Organisation
OECD	Organisation of Economic Cooperation and Development
OH/OHW	Outcome Harvesting/ Workshop
POCSO	Prevention of Children from Sexual Offences
PRI	Panchayati Raj Institution
RFP	Request for Proposal
SARA	State Adoption Resource Agency
SDG	Sustainable Development Goals
SJPU	Special Juvenile Police Unit
ToC	Theory of Change
ToR	Terms of References
UN	United Nations
UNCRC	United Nations Convention on Child Rights
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USA	United States of America
VCPC	Village Level Child Protection Committee

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1. Executive Summary

This report presents the findings of the evaluation of the United Nations Children's Fund (UNICEF) contribution to child protection systems strengthening in India. UNICEF uses the term “Child Protection” (CP) to refer to preventing and responding to violence, exploitation and abuse against children, including commercial sexual exploitation, trafficking, child labour and harmful traditional practices, such as child marriage. The United Nations Convention on the Rights of the Child (UNCRC) is central to UNICEF’s agenda. Earlier, the focus of CP work had been on issue-focused preventive and responsive work, however, in the last decade, the focus has been shifted to strengthening the child protection system. UNICEF defines the child protection system as certain formal and informal structures, functions and capacities that have been assembled to prevent and respond to violence, abuse, neglect, and exploitation of children.

Evaluation Objectives

This evaluation is the first comprehensive attempt to gather and analyse evidence about UNICEF’s contribution to Child Protection System Strengthening (CPSS). It has two overall purposes: (i) To assess UNICEF’s contribution to strengthening child protection systems in India during the Country Programme 2013 – 17, and; (ii) To revisit the Theory of Change (ToC) developed in 2017 for the new Country Programme 2018-2022 with a focus on key possible accelerators of change. The scope of this evaluation covers all UNICEF programme interventions, policy advocacy, technical assistance and other efforts supporting the implementation of key child protection policies and legislation in the 17 states of India where UNICEF works. The evaluation will not seek to assess the impact of the 2013-2017 child protection programme. It will, however, aim to assess the main outcomes of the programme (in relation to child protection systems strengthening) since its inception in 2013, while also examining how to improve performance in the future.

Methodology

The evaluation uses the Organisation for Economic Cooperation and Development (OECD) criteria of relevance, effectiveness, efficiency, and sustainability. A theory of change developed retrospectively by the evaluation team from Catalyst Management Services (CMS) has been used to comment on the progress made on the outcomes. A mixed-methods approach was used for this evaluation. The approach included desk research, secondary data analysis, field research and case evaluation. The field research component involved evidence collection at national, sub-national and community levels. The evaluation included an in-depth examination of three states representative of the different socio-economic typologies in India. These states were selected based on UNICEF’s inputs. The states are:

1. Maharashtra – A transition state and a Learning Lab where innovative models of CP work were conceptualised and implemented;
2. Bihar – A state with a high burden of child marriage and trafficking;
3. Odisha – A state experiencing conflict and deprivation, but which has an innovative model of government resource mobilisation.

Key informant interviews were conducted with key officers of UNICEF, National/State/District governments, UNICEF consultants, partners and other civil society leaders. At the sub-district level, Front Line Workers, Panchayati Raj Institutions (PRI) representatives and other key service providers were interviewed. The focus of the evaluation was on system strengthening work rather than the actual impact of UNICEF’s work on the community. However, at the community level, we conducted Focus Group Discussions (FGDs) with children and their parents to examine their knowledge of child protection issues and experiences with changes in services. Overall, a total of 64 FGDs, 28 village-level Key Informant Interviews (KII), 45 district level KIIs, 50 state level KIIs and 8 national level KIIs were carried out as part of this evaluation. In addition to the above activities, we conducted one case study from each of the three states. Learnings from this activity have been captured and presented in the ‘findings’ chapters. These case studies are summaries of programmes that are fitting examples of the child protection work done in the respective states.

Findings

The findings from the evaluation are summarised below:

Relevance

1. UNICEF's CP system-strengthening strategy was strongly aligned with UNICEF's national priorities, priorities of the national government and the global priorities of child protection and child rights. It was relevant to the evolving programme context and realities. It addressed key gaps related to weak institutions, weak implementation, poor knowledge and capacities, fewer human and financial resources, absence of guidelines and policy and poor evidence generation. At the upstream level, UNICEF, in collaboration with the Supreme Court and the Ministry of Women and Child Development, conducted round table conferences to promote learning across states and to develop strategies for effective implementation of the Juvenile Justice Act (JJ Act) across the country. It facilitated the development of a Child Protection Management Information System (CPMIS) for comprehensive monitoring of child protection work. Mid-stream work focussed on strengthening important structures of child protection, building human resource capacities in the CP system, developing guidelines and protocols for work, infusing technical inputs and convening and coordinating with different actors in the system. The downstream work was delivered through implementation of specific programmes at the grassroots. The mid-stream level work was more focussed on the response side of CP. No gender and equity analyses were conducted as a part of the system strengthening work.

Effectiveness

2. The programme was effective in developing perspective and understanding around child protection among key stakeholders, enhancing knowledge on the issue of child protection, strengthening institutions and structures of CP, building core capacities to deliver response services and developing supportive systems to enable the same. These achievements led to better implementation of schemes and acts and improved service delivery. However, work remains to be done on system strengthening at the district and sub-district level and on prevention in order to deliver the benefits of the upstream and mid-stream work to children and communities. UNICEF's engagement with the Judiciary at the national and state level strengthened the oversight function of the Judiciary and instilled a sense of seriousness in various actors for child protection work. UNICEF's work on developing the Child Protection Management Information System (CPMIS) led to a higher demand for information on child protection at the state and district level. Development and use of CPMIS was partially successful and confined to the state level. Generating and aggregating information on child protection across actors and levels is not easy and requires significant work.
3. The coordination mechanisms that were effective in creating and sustaining linkages across actors and sectors were: (i) the Supreme Court Committee and High Court Committee on Juvenile Justice; (ii) the Department of Women and Child Development as the nodal agency; (iii) the District Child Protection Units (DCPUs) as the central coordinating agencies of child protection work at the district level, and; (iv) the district and state level task forces and the Advisory Committees, such as the task forces on child marriage and child labour. While the Department of Women and Child Development – as a nodal agency – integrated the efforts of different actors and departments in the CP system, overall governance of the system was not emphasised. Some of the most decisive factors that determined achievement and non-achievement were: (i) the presence of a proactive judiciary; (ii) the presence of individual leadership within the system; (iii) persistence by UNICEF despite challenges of working with the public system; (iv) UNICEF's internal abilities to convene diverse stakeholders in one platform; (v) the infusion of appropriate technical expertise, and; (vi) the deployment of UNICEF's own resources to push system strengthening work.

Efficiency

4. The programme efficiently leveraged public institutions and resources and built its work on the existing system. UNICEF's collaboration with the Ministry of Women and Child Development, the Supreme Court of India and the National Commission for the Protection of Child Rights set the agenda for child protection work at the national and sub-national level. At the sub-national level, UNICEF primarily engaged with the Department of Women and Child Development, the nodal department at the state level for child protection,

and other key departments of education, labour, home and revenue to deliver the system strengthening agenda. UNICEF delivered the capacity building agenda in collaboration with the state level Administrative Training Academies, Judicial Training Academies, Police Training Academies, National Law School Universities, and private training institutions. However, lack of available benchmarks and standards of efficiency around CP work limited the efficiency analysis.

Sustainability

5. The program promoted sustainability by improving perspectives and capacities of people and institutionalising certain models, initiatives and guidelines within the public system. However, more focus on institutionalisation, capacity development and resourcing is required. Concurrent and continuous capacity building of state and district level functionaries within the administrative system, the judicial system and the regulatory system is essential to ensure that the capacity building requirement of the new recruits and the retraining agenda is fulfilled. Without adequate resources for child protection work, the CPSS work will not sustain.

Conclusion

- The concept of having a systems approach to child protection has emerged in the last seven years, and UNICEF has been at the forefront in pursuing the systems approach to child protection work. As defined by UNICEF, the child protection system comprises: (i) human resources, (ii) finance, (iii) laws and policies, (iv) governance, (v) monitoring and data collection, as well as (vii) protection and response services and care management. It includes children, families, communities, those working at sub-national and national levels and those working internationally. Relationships and interactions between the actors and outcomes of the interactions are important. This area is multisectoral and cuts across parts of social welfare, education, health, justice, social protection, and security.
- The child protection system in India is a multi-stakeholder, multi-layered system spanning the spectrum of response to prevention. Government, judiciary, police, media and civil society are the key players in the system. At the grassroots, it is strongly influenced by social norms and behaviour. Each of these actors plays significant roles in shaping the child protection agenda in the country. The states of India are culturally and linguistically diverse, and the context of child protection varies significantly. This diversity adds another layer of complexity to any system development work. Despite the work done by UNICEF and other international agencies like Save the Children, the understanding of a systems approach is nascent. While the systems approach fits well with the child protection work, there is little understanding of the approach among the system players.
- With no agreement on the definition, lack of conceptual clarity, absence of a baseline and a Theory of Change, UNICEF India embarked on a bold and ambitious journey to strengthen the child protection system in the country. The system strengthening agenda drew its relevance from the United Nations Convention on the Rights of Child, the Sustainable Development Goals, the UNICEF Global Strategy on Protecting the Rights of Children and various acts and policies of the Government of India. However, the government documents did not acknowledge or appreciate the importance of a systems approach at the inception of the UNICEF programme. Hence the understanding of the system development work, and the responsibility of agenda setting for the programme, remained primarily with UNICEF. Interviews with different stakeholders to ascertain the pre-programme situation highlighted a range of challenges, which included weak institutions, low level of knowledge and capacities, weak implementation, less resources and absence of guidelines and policies amongst other reasons.
- The collaboration with the Supreme Court of India and the ideation of the round table conferences on the Juvenile Justice System were innovative and a significant entry-point to initiate a larger dialogue on the system

strengthening work. The round table identified the various elements of the child protection system and helped in connecting dots. The Supreme Court was instrumental in the formation of High Court Committees on Juvenile Justice, which functioned as an oversight body as well as a coordination platform between different actors in the system. UNICEF subsequently engaged with the Ministry of Women and Child Development at the national level and the Department of Women and Child Development at the state level, the two nodal public institutions for child protection, which work to reform the system at state and district level. UNICEF's effort was focussed on institutional development, knowledge and capacity enhancement, strengthening coordination and evidence generation and advocacy within the public system and involved response work. It engaged with civil society organisations on smaller model development and research and advocacy work, but there was a conscious decision to move away from a civil society led approach to a government led approach during the 2013-17 programme period. Engagement with the media happened through the Communication for Development section of UNICEF and was minimal. UNICEF did not engage with the district and sub-district level structures of child protection, i.e., child protection committees.

Significant changes have been reported in the public system at state and district levels in terms of institutional development, knowledge and capacity development, better implementation of schemes and acts, better evidence generation and improved coordination. However, this is only the beginning; the system change has not resulted in significant and visible changes to children's lives. A lot needs to be done to widen and deepen the system change work so that it provides sustained benefits to children in terms of protection and development. For example, while the government might have recognised and prioritised the capacity development work, the capacity development agenda has to be a dynamic, evolving and recurrent one and cannot be delivered without institutional commitment and sufficient resource allocation. There are other fundamental issues that make changing CP systems challenging, such as political willingness and reduced budgetary allocations for child protection work.

- The evidence generation work in a system, which is vast and cuts across levels of administration, has been challenging. UNICEF has demonstrated the utility of a child protection management information system, and a functional MIS has been developed at the state level. However, since CP cuts across departments, generation, aggregation, analysis, reporting and use of information has not been efficient and smooth. There is lot of appreciation for information and how it could be used to improve core child protection work. Indicators for system change and information on those indicators are missing.
- Children become vulnerable due to various reasons and one of the important reasons is poverty, which is often deep and structural. Vulnerabilities push children into institutions. Often these institutions of child-care increase the vulnerabilities of children and perpetuate violence, as was evident from the Mzaffarpur case in Bihar. While the regulation, management and monitoring of institutions have been strengthened, the work on developing the alternative care system requires significant attention.
- Currently, the Department of Women and Child Development seems to be the holder of child protection work. The Juvenile Justice Committees have emerged as new institutions for child protection. The role of other actors like police, media and civil society is not prominent. There is no governance mechanism to bind the different institutions and their agendas on a common cause, i.e., delivering protection services to children. A system integrator to enable effective integration of resources and services is also missing.

Recommendations

Recommendations for the future child protection programme are provided below.

UNICEF

- 1. Establish child protection governance at national, state and district levels.** Child protection work sits across different departments, making it imperative that these bodies connect and work collaboratively to prevent and respond to child rights violations. Linkages to other sectors including Education, Health, Child Development, Social Protection and others are crucial to ensuring children are protected and child rights violations are prevented. Therefore, it is necessary to develop a governance mechanism that handles and facilitates interdisciplinary work. Without such a mechanism, time will be wasted managing the system and its conflicts. **It is recommended that UNICEF works with the government, particularly with the Ministry of Women and Child Development, to strengthen the Ministry's ability to coordinate and govern across relevant bodies working on child protection issues at the national, state and district level. The governance mechanism needs to not only handle intersectionality well, but also be agile and able to respond to rapid external changes. The effort should have a strong focus on strengthening district structures.**
- 2. Strengthen downstream work on prevention.** The implementation strategy to develop low-cost models of preventive work at the grassroots and to scale up at the state level is appropriate. Similarly, appropriate is the work at the grassroots to enhance the agency of children, parents and communities so that they demand protective and response services. However, the work between downstream, midstream and upstream levels is often fragmented and requires the involvement of many allies and entities, including Gram Panchayats, CSOs, and others. The current alternative care system is fragmented, does not have clear guidelines and protocols, and is underdeveloped. While some work has been done in the previous phase, the successes are isolated and are confined to individual organisations. **It is recommended that UNICEF takes the lead on strengthening downstream work on prevention through strategic implementation, model demonstration and clear models of engagement with Panchayati Raj Institutions, CSOs and other community-based organisations. This engagement needs to include strengthening families and community-based child protection systems and preventing institutionalisation of children.**
- 3. Develop a comprehensive research agenda on the impact of CPSS on children.** A focused evidence generation agenda is necessary to inform decision making in child protection for the long term. The current CP environment suffers from a paucity of evidence, including knowledge on how decisions are made and justice is delivered in the CWCs and JJBs. **It is recommended that UNICEF develops a multi-method, long-term research agenda to track major outcomes of the programme, examine how decisions are made and justice is delivered, and examine the impact of CPSS on children for the long term.**
- 4. Advocate with the government to develop a national level MIS system.** Generating information and evidence for child protection is complex because of the multi-faceted nature of the issue, the interdependencies and the engagement of multiple actors. Although each state has its own functional MIS, experiences related to state level information management have been mixed. A well-functioning CP system MIS requires efficient individual case management mechanisms. **It is recommended that UNICEF advocates with the government and provides technical inputs (including the development of core child protection indicators, best practices from the state level, etc.) to build a national MIS to bring uniformity to data gathering and monitoring across states.**
- 5. Work closely with CSOs.** Any CP system strengthening work cannot ignore the critical roles played by civil society organisations in the field of child protection. **UNICEF needs to work closely with CSOs and play a convening role between CSOs and the government to facilitate innovative implementation and child rights advocacy.**

6. **Institutionalise a CP capacity development agenda.** Execution at the mid-stream level necessitates continuous training and retraining provisions and incorporating modules of child protection into the training agendas of critical workforce development bodies, including state and national training academies (e.g. Lal Bahadur Shastri National Academy of Administration), police training academies (e.g. Sardar Vallabhbhai Patel National Police Academy), judicial training academies, colleges of social work, national law school universities, and others. **UNICEF should engage with these key training institutions to develop a national child protection training capacity and agenda.**
7. **Advocate on financing of CP work.** The allocation of resources for child protection work has been decreasing over time, making it difficult to deliver quality services to children. **UNICEF, in collaboration with MWCD, judiciary, partners and civil society organisations, should expand its advocacy and technical assistance agenda around CP financing, including investment and allocation of resources, budget execution, leveraging of funding and resource management.**
8. **Add upstream work on dedicated cadre, tenure for statutory bodies, resources for child protection work and engagement with the police in the 2018 – 2022 programme.** The overall intent of the child protection programme cycle 2018-22 is: Parents, communities and stakeholders adopt practices supported by preventive and responsive child protection systems that protect and empower children and adolescents. The programme has rightly identified deepening the mid-stream system strengthening work and developing models of downstream work on strengthening the agency of children, parents and communities as its priority focus areas. Challenges related to the lack of a dedicated cadre, short tenure for statutory bodies and a shortage of resources for CP work remain. **UNICEF should add a layer of upstream work to address the issues related to a dedicated cadre, tenure of statutory bodies, social workforce strengthening and resources for child protection work to its programme ToC. UNICEF engaged extensively with the bureaucratic and justice systems from 2013-17. However, the work with the police was fragmented during the last programme period. It is recommended that UNICEF adds a component of working with the police to its programme ToC.**

Government

The Government of India should pursue the following recommendations to ensure effective and comprehensive implementation and governance of child protection systems across the country at all levels:

1. **Governance and coordination of CP work at national and sub-national levels** - The Ministry of Women and Child Development should work with UNICEF to strengthen its ability to coordinate and govern across ministries and other bodies working on child protection issues. Drawing on technical assistance from UNICEF, it should develop a governance mechanism that handles intersectionality well and is able to respond to rapid external changes.
2. **Strengthening prevention** - The government should work with UNICEF to strengthen prevention work at the downstream level, minimise institutionalisation and develop an alternative care system for vulnerable children. It is integral that the government and its partners strengthen the focus on prevention across the different levels of the CP system.
3. **Establishing a national CP MIS** - It is recommended that the government, drawing on technical assistance from UNICEF, establish a national MIS that integrates child protection monitoring data from states, using uniform indicators and built on best practices from the state level.
4. **Financing of CP** - MWCD should work with UNICEF and partners to leverage funds and increase CP financing. It should have a clear agenda on investment and allocation of resources, budget execution and resource management.

5. **Dedicated cadre for CP at mid-stream and downstream levels** - The government should comprehensively address the issue of having a dedicated cadre of professionals for child protection work at midstream and downstream levels.
6. **Tenure of statutory bodies** - The government should review the tenure of statutory bodies like CWC and JJB and increase the tenure as the current period of three years is insufficient.

2. Background

2.1. Introduction

The Country Programme Action Plan (CPAP), 2013-17 was developed and implemented by the United Nations Children's Fund (UNICEF) Country Office in India in collaboration with the Ministry of Women and Child Development, Government of India (GoI). This plan was in line with the national priorities of Millennium Development Goals (MDG). It aimed to promote the rights of children, adolescents and women to survival, growth, development, participation, and protection by reducing inequities based on caste, ethnicity, gender, poverty, region, or religion. Its priorities were based on the United Nations Development Assistance Framework (UNDAF), the GoI 12th Five Year Plan and the National Policy for Children, 2013. The CPAP followed a life-cycle approach through an equity lens along with inter-sectoral convergence. The four key programme results were:

1. Infants, children, and mothers have fair access to, and avail quality services for, child survival, growth, and development.
2. Boys and girls live in a protective and learning environment and have fair access to and avail quality education and protection services.
3. Adolescents take part and make informed decisions affecting their lives.
4. Policies, practices, programmes, public opinion, and social norms advance the rights of children, adolescents, and women.

To understand UNICEF's contribution to the child protection system (CPS) strengthening in India, UNICEF commissioned an evaluation by Catalyst Management Services (CMS). The evaluation findings shall inform the child protection work in the 2018-2022 programme cycle. This evaluation covers all UNICEF programme interventions, policy advocacy, technical assistance and other efforts supporting the implementation of key child protection policies and legislation in the 17 states of India where UNICEF works. This report brings together the findings from the CPS evaluation conducted by CMS.

2.2. About Child Protection in India

Children subjected to violence, exploitation, abuse, and neglect are at risk of death, poor physical and mental health, HIV/AIDS infection, displacement, homelessness and vagrancy. They may not receive adequate education or skills to become economically independent and may present poor parenting skills later in life. Violations of the child's right to protection take place in every country and are massive, under-recognised and under-reported barriers to child survival and development, in addition to being gross human rights violations. Child protection is an issue in every country and a high priority for UNICEF. Under the Convention on the Rights of the Child and other international treaties, all children have the right to be protected from harm. UNICEF activities are guided by the existing international normative framework for the rights of the child, as well as decisions and policies agreed upon by United Nations intergovernmental bodies.

UNICEF uses the term 'Child Protection' to refer to preventing and responding to violence, exploitation and abuse against children including commercial sexual exploitation, trafficking, child labour and harmful traditional practices such as child marriage. UNICEF's Child Protection Programmes also target children who are vulnerable to abuses, such as those living without parental care, in conflict with the law and in armed conflict.¹

"A CPS is recognised to be a large human system with spheres of interconnecting and interacting components. Paradigm shifts in cultural values and norms are often slow and incremental. UNICEF defines CPS as certain formal and informal structures, functions and capacities that have been assembled to prevent and respond to violence, abuse, neglect, and exploitation of children. A CPS is generally agreed to be comprised of: (i) human resources, (ii) finance, (iii) laws and policies, (iv) governance, (v) monitoring and data collection, as well as (vii) protection and response services and care management. It also includes different actors, including children, families, communities, those working at sub-national or national levels and those working internationally. Most important are the relationships and interactions between and among these components and these actors within the system. It is the outcomes of these interactions that comprise the system. It is multisectoral and cuts across parts of social welfare, education, health,

justice, social protection, and security sectorsⁱⁱ.” We recognise that systems are dynamic and can change depending on the demand from an evolving context.

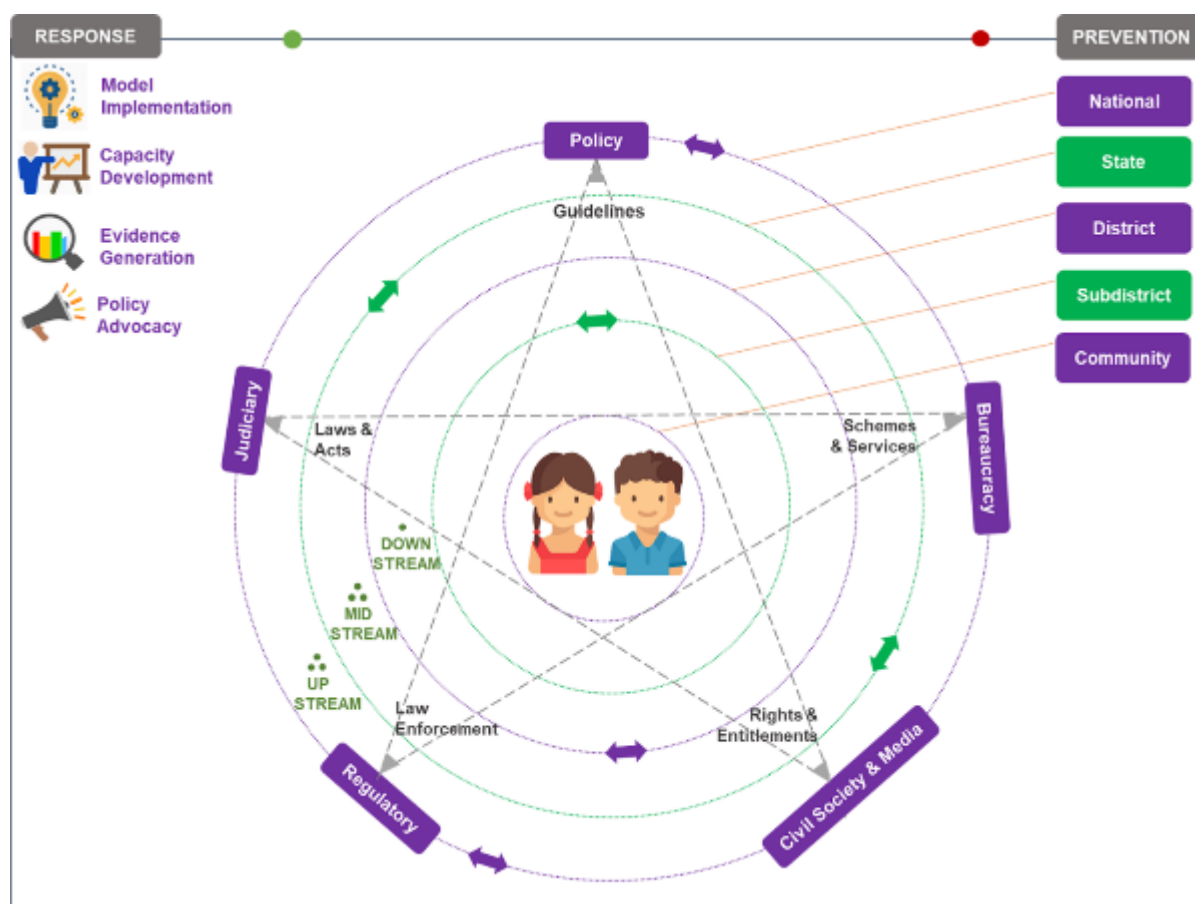


Figure 1: Child Protection System Schema

Given above is the conceptual schema of the CPS proposed by CMS. In this schema, the child is at the centre as the rights-holder and the concentric circles represent duty bearers at various levels starting with family and community and other key actors in the ecosystem who shape the context and influence the challenges and solutions. The outermost circle represents the key systems which influence CP, i.e. political, bureaucratic, regulatory, the judicial system and social system. The dotted lines and the circles represent the interconnectedness of the different key systems. The small green dots represent intervention by UNICEF to strengthen the CP system, including upstream (e.g., policy dialogue and advocacy), mid-stream (system strengthening, implementation of schemes and programmes), and downstream work (direct engagement with children, parents and community), which is represented in the continuum of response to prevention. The green dots represent current work and the red dot represents UNICEF aspirations. Response services may act as an entry point for beginning the work, and one may ideally shift to preventive services. Nevertheless, response services could have preventive elements built into them.

The UNICEF vision and approach are to create a protective environment, where children are free from violence, exploitation, and unnecessary separation from family. Achieving this vision will involve laws, services, behaviours, and practices to reduce children’s vulnerability, address the risk factors and strengthen children’s own resilience. The approach is human rights-based and emphasises prevention. The protective environment rests on two strategic pillars: strengthening of national systems and social change, which translate into the following eight key strategiesⁱⁱⁱ:

1. Government commitment to protection rights including social welfare policies, adequate budgets, public acknowledgement, and international instruments ratification.
2. Legislation and enforcement include an adequate legislative framework, its consistent implementation, accountability, and a lack of impunity.

3. Attitudes, traditions, customs, behaviour, and practices include social norms and traditions that condemn injurious practices and promote those that are protective.
4. Open discussions through media and civil society engagement, acknowledging silence as a major obstacle to government commitment, supporting positive practices, and ensuring the involvement of children and families.
5. Children's life skills and knowledge to prevent and respond to risks promoted for both girls and boys.
6. Enhance capacities of those in contact with the children, including the knowledge, motivation and support needed by families and community members, teachers, health and social workers and police to protect and promote children's well-being.
7. Basic and targeted services including social services, health and education to which children have the rights, without discrimination and specific services to prevent violence and exploitation and provide care, support, and reintegration assistance in situations of violence, abuse, and separation.
8. Monitoring and oversight including robust monitoring systems such as data collection and analysis for oversight of trends and responses.

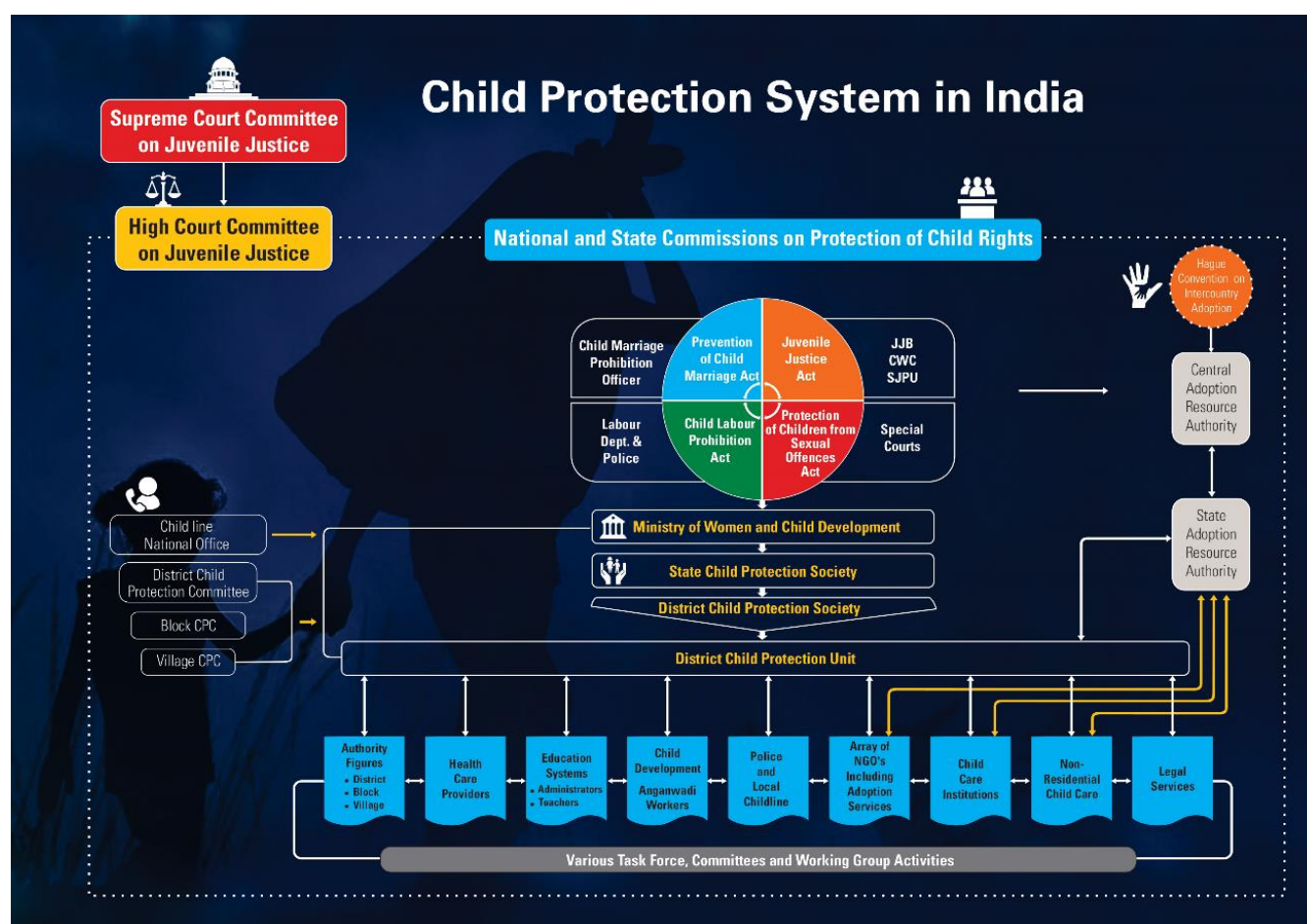


Figure 2: Child Protection System in India - A Schematic Presentation; Source - UNICEF, India

The Integrated Child Protection Scheme (ICPS) of the Central Government provides a comprehensive framework to address protection related issues. The main objective is to contribute to the improvements in the well-being of children in difficult circumstances, as well as to reduce vulnerabilities to situations and actions that lead to abuse, neglect, exploitation, abandonment, and separation of children.

ICPS brings several existing child protection programmes under one umbrella and initiates new interventions:

1. **Within care, support and rehabilitation services** the scheme will provide CHILDLINE services, open shelters for children in need in urban and semi-urban areas, offer family-based solutions through improving sponsorship,

foster care, adoption and after-care services, improve quality institutional services, and provide general grant-in-aid for need-based/ innovative interventions.

2. **Within statutory support services** the scheme calls for the strengthening of Child Welfare Committee (CWC), Juvenile Justice Boards, Special Juvenile Police Unit (SJPU), as well as seeing to the set-up of these services in each district.
3. **Other Activities:** ICPS also outlines the need for human resource development for strengthening counselling services, training and capacity building, strengthening the knowledge-base, conducting research studies, creating and managing a child tracking system, carrying out advocacy and public education programmes, and monitoring and evaluation of the scheme. ICPS is also expected to undertake a needs survey mapping in vulnerable areas in the district, prepare a district child protection plan and develop a District Resource Directory marking child-centric services available so that gaps in service requirements can be identified and bridged.

To ensure that the objectives and approaches of ICPS are met, the scheme also calls for the establishment of new bodies within a service delivery structure. At the district level, there are District Child Protection Society, District Child Protection Committee (DCPU), Child Welfare Committee (CWC), Juvenile Justice Board (JJB), Special Juvenile Police Unit (SJPU), Sponsorship and Foster Care Approval Committee, Block Level Child Protection Committee (CPC) and Village Level Child Protection Committee (VCPC). At the state level, there are State Child Protection Society, State Adoption Resource Agency, State Child Protection Committee, and State Adoption Advisory Committee. At the regional level, there are Child Protection Division in the four Regional Centres of National Institute of Public Cooperation and Child Development and four Regional Centres of CHILDLINE India Foundation. Lastly, at the national level there are CHILDLINE India Foundation- Headquarters, Child Protection Division in the National Institute of Public Cooperation and Child Development and Central Adoption Resource Agency. The scheme outlines a specific implementation plan. It discusses the need for convergence of services to give the child the integrated plan. This result is achieved through the coordination of all departments and ministries and non-government organisations (NGOs) involved. Though some progress has been made, much remains to be done. The government flagship programmes have been slow to get off the ground due to a wide range of operational challenges.

2.3. UNICEF Country Program 2013-2017

The objective of the child protection programme during 2013-17 was to ensure that all children grow up free from violence, exploitation, abuse and unnecessary separation from their families in their homes, their communities and their schools. The programme aimed to strengthen CPS at national and sub-national levels through the effective implementation of the Integrated Child Protection Scheme, develop capacities of families, communities, and service providers, establish improved reporting and monitoring systems, and promote evidence-based policy- advocacy. The four key components were: (a) child protection services for children without adequate care and child victims of violence and exploitation; (b) prevention of child labour; (c) prevention of child marriage and adolescent empowerment, and; (d) prevention of violence against children. Issues which were deprioritised during 2014-15 were child trafficking, migration, children affected by HIV/AIDS, and others.

Though India had a comprehensive legal and policy framework and implemented schemes to address the child protection issues, there were several challenges to the CPS in India, which were identified during the CPAP 2013-17. The acts and schemes suffered from weak enforcement and poor implementation. The statutory structures were either absent or were understaffed. The existing staff were inadequately qualified, had poor capacities and low accountability. This was true for staff at various administrative levels. The budget allocation by the Government of India for child protection work was low. There was no costing mechanism for costing prevention and response services. There was no financing strategy and no formal tracking of the fiscal flow from central government to the state governments and then to the district level. State allocation of their share of ICPS budget was low. Funds were disbursed late and the available budget was underutilised. UNICEF's study to analyse child protection financing identified that unit costs across regions, programmes and countries were not comparable. This applied to fixed cost, capital cost, the variable cost, direct and indirect cost, which could be different in different contexts. This was challenging as cross-country comparisons were not helpful to establish a benchmark for costing and budgeting. There were significant

challenges to child protection related MIS, i.e. (i) unlike education or health, child protection dealt with multiple departments and service providers; (ii) there were hidden case-loads; (iii) there was a high focus on individual cases and provision of response services; (iv) less attention to prevention, little appetite for using statistical analysis and quantitative methods to reflect and improve prevention; (iv) poor capacities, lack of resources, weak physical infrastructure; (v) multiple systems to collect, aggregate and analyse data; (vi) no appreciation for data sensitivity and confidentiality, and; (vii) poor data quality and unreliable data.

During 2013- 2017, UNICEF made contributions at national, state, district, and community levels. UNICEF supported the government in: (i) setting up of structures or units, recruiting staff; (ii) developing guidelines, action plans at state, district and block level; (iii) developing National Strategy on Childline, supporting the workforce development of Childline India Foundation; (iv) developing training modules, for example, on Alternative Care followed by training of various officials on Child Protection laws; (v) coalition building or networking by engaging with government, civil society, legislators, joining inter-ministerial forums or civil society forums and influencing policies; (vi) developing M&E framework at all levels including reviewing existing systems, development of indicators, data collection plan, tools; (vii) conducting desk research, situational analysis, baseline, midline and evaluation studies, and; (viii) developing online platforms, analysis, dissemination and publications. The following (Table 1) is a summary of the system strengthening work done by UNICEF during 2013-17^{iv}.

Table 1: Summary of the system strengthening work done by UNICEF during 2013-17

Level/ Areas	Types of Actions
National	
Programme Implementation	Setting up structures; recruitment of staff; development of guidelines; assessment of the implementation of JJ Act; partnership and consultations with the Justice System; identifying challenges and solutions to the JJ System; JJ Systems strengthening; National strategy development on Child Online Protection; reviewing status of children within JJ System with a focus on sexual abuse victims and children in conflict with law; support to workforce development of Childline India Foundation
Capacity development	Development of training modules on alternative care; training medical and judicial officers on relevant legislation related to violence against children
Monitoring and reporting	Developing monitoring and tracking system; M&E Framework development; reviewing existing monitoring or MIS system; operationalisation of track child MIS; indicator development; developing online platforms; studies (baseline, midline, end line and other studies) and analysis of data; publication
Policy advocacy	Coalition building or networking; engaging with government, civil society, legislators, joining inter-ministerial forums or civil society forums and influencing policies
State	
Programme Implementation	Guidelines development; innovative programming/ piloting/ model development; strategy development/ formulation of plans; setting up DCPUs; strengthening current schemes; needs assessment; media campaigns; development of state action plans; developing child friendly spaces;
Capacity development	Of JJS, ICPS and Child Protection Societies; training module development; police training programme with gender sensitisation; techno-managerial support to government;
Monitoring and reporting	Desk research; baseline, midline; evaluation; developing and managing tracking tools; M&E system development and strengthening (development of dashboard, portal development, implementation of M&E system; supporting government in implementing child tracking system;
Policy advocacy	-

Level/ Areas	Types of Actions
District	
Programme Implementation	Convergent implementation; formulation of district protection plans; setting up block level committees; road map development;
Capacity development	of JJS, police and ICPS; strengthening community child protection structures in states affected by civil strife;
Monitoring and reporting	District level tracking tools development and implementation; situation analysis; baseline; end line; consultation; project evaluations and district level data analysis;
Policy advocacy	-
Community level	Promoting and strengthening community-based child preventive Child Protection Committees;

3. Global Evaluation of CP System Strengthening

UNICEF's global evaluation report on strengthening child protection systems highlights the following: (i) there was incomplete conceptual clarity on CP system strengthening in UNICEF; (ii) while UNICEF had achieved considerable success in pushing the child protection systems agenda and raising awareness among national partners, these efforts had not resulted in government investment; (iii) UNICEF CPSS programme performance was high in countries with existing CP systems and low in countries where the CP system was taking roots - the performance was particularly high in relation to legal and regulatory framework; (iv) child protection system strengthening objectives were short to medium term and achieving functional child protection systems was long-term, and; (v) while UNICEF was strong in partnering with government at various levels, its role in relation to coordination between formal and less formal actors, children's participation in child protection efforts and community-based child protection mechanisms was not defined.

4. Evaluation Purpose, Objectives and Scope

4.1. Purpose of the Evaluation

1. Assess UNICEF's contribution to strengthening CPS in India during the CPAP 2013-17.
2. Revisit the Theory of Change (ToC) developed in 2017 for the new Country Programme 2018-2022 with a focus on key possible accelerators of change.

4.2. Specific Objectives of the evaluation

1. Determine the relevance (including child rights and gender equity), effectiveness, efficiency, and sustainability of UNICEF action towards the implementation of key child protection policies and legislation in the period from 2013 to 2017.
2. Inform the revision of the theory of change for the country programme 2018-2022 through the evidence on what works and what does not work for strengthening CPS.
3. Identify evidence-based and innovative approaches for going forward, with a focus on prevention.
4. Document lessons learned from UNICEF's experiences for sharing with key stakeholders in India and globally.

4.3. Scope of the Evaluation

1. 2013-2017: All UNICEF programme interventions, policy advocacy, technical assistance and other efforts supporting the implementation of key child protection policies and legislation in the 17 states of India where UNICEF works. The scope includes the 2014-15 narrowing of the programme focus. The evaluation conducted a retrospective reconstruction of the 2013-2017 programme theory of change to provide a basis for the evaluation and assess the relevance, effectiveness, efficiency, and sustainability of UNICEF's contribution to strengthening CPS in India (in 17 states).

2. 2018 onward: Theory of change, design, and strategy of the new country programme, with a focus on the first output (responsive and preventive child protection). Have the strategies for the new programme been developed using evidence and reflections from the previous programme?
3. The evaluation does not seek to assess the impact of the 2013-2017 child protection programme. However, it aims to assess the main outcomes of the programme (in relation to CPS strengthening) since its inception in 2013, while also examining how to improve performance in the future. This assessment would include a good judgement of the work done by UNICEF in the upstream, midstream, and downstream work. What was done correctly? What was delivered well? What was not delivered well and why? Were there synergies between levels of intervention? What has been institutionalised and what is the evidence surrounding them (adopted/ adapted and being practised)? Are these relevant to the government? How sustainable are these? What is the contribution of UNICEF to system strengthening work? Are these works scalable? What are the challenges?
4. 17 states of India and national level interventions. Fieldwork involved an in-depth examination of three states representative of the different socio-economic typologies in India: Odisha, Maharashtra, and Bihar.
5. The main respondents were: (i) senior and mid-level government officials at national, state and district level; (ii) representatives from judiciary, police, and civil society; (iii) frontline workers, and; (iv) children and parents.

5. Evaluation Framework and Methodology

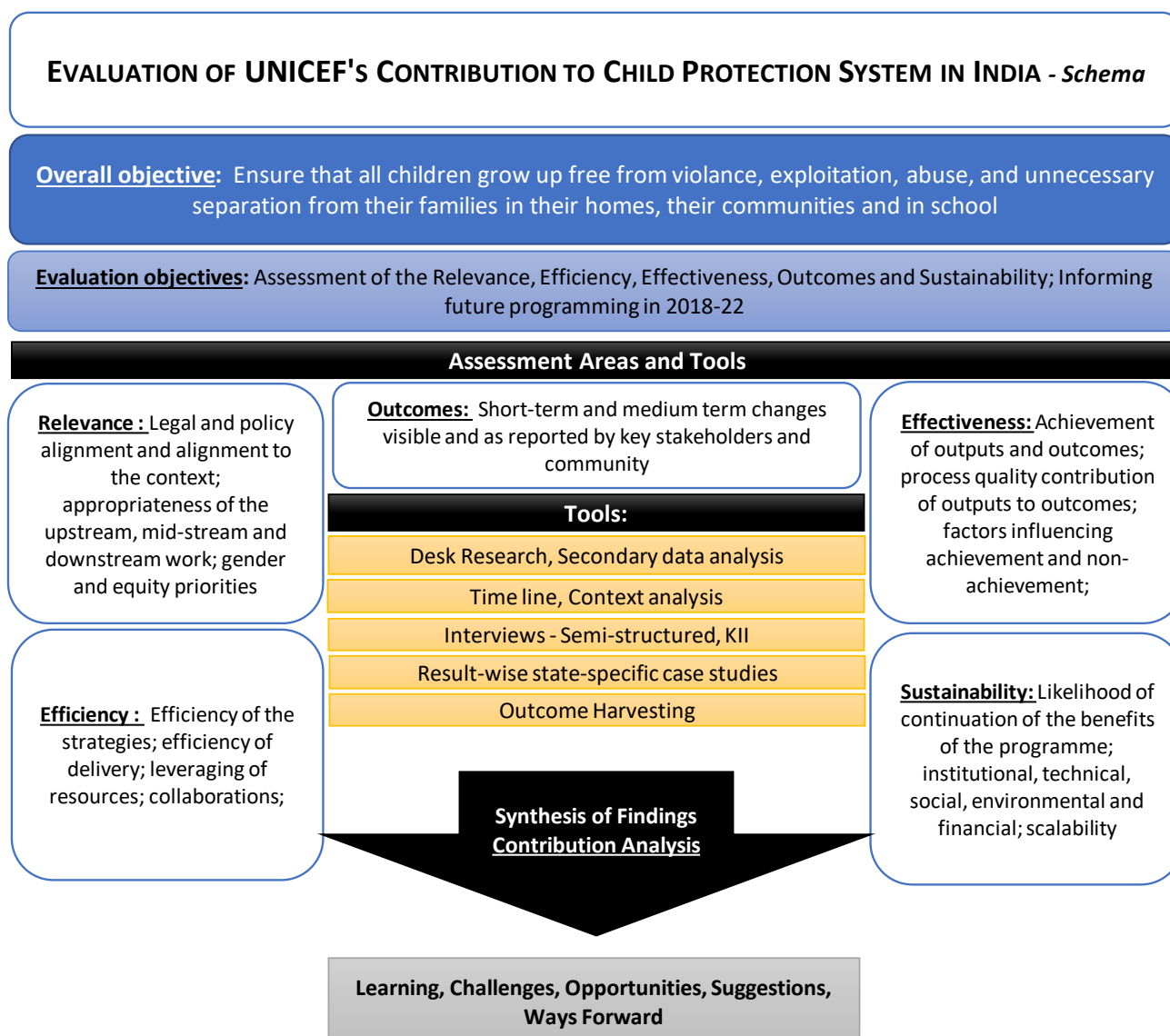


Figure 3: An evaluation framework

The evaluation framework (Figure 4) summarises the key aspects of the evaluation, methods and tools used and the frame for the synthesis of findings. It is based on the OECD DAC criteria. A theory-based causal process design was used for an ex-post assessment of the processes and outcomes of system strengthening. The evaluation measures what was delivered by UNICEF through the programme, assesses what could not be delivered, and analyses the outcomes of the programme’s interventions. It also examines the contributions of other change processes, including other interventions of the government and civil society organisations or changes in the wider socio-economic environment. The basis for the analysis is the Conceptual Schema (Figure 1) and the Theory of Change (ToC) developed in retrospect for the period 2013-17 (Figure 4). The evaluation uses the OECD DAC criteria for relevance, effectiveness, efficiency, and sustainability to do a summative evaluation of the programme for 2013-17. The methods proposed and used are qualitative in nature. Qualitative findings have been coded and quantified for analysis and presentation. As suggested in the ToR, the evaluation has focused on the system strengthening work and not on the impact of the system strengthening work on the stakeholders.

5.1. Desk Review

A comprehensive review of data and reports available with UNICEF and the government at the national and state level has been conducted in order to understand the inputs and activities, outputs, outcomes, progress, and challenges related to child protection work and child rights. This review has helped identify and facilitate understanding of the achievements and contribution of UNICEF to child protection work vis-à-vis the draft ToC. The types of documents that have been analysed are: (i) UNICEF Studies/ Research Reports; (ii) UNICEF Progress Reports; (iii) UNICEF Assessment/ Evaluation Reports; (iv) Government literature, reports, memos; (v) Process documents; (vi) UNICEF policy briefs, and; (vii) any other progress data and other relevant documents from UNICEF and government. The list of documents and reports reviewed is provided in Annexure 6.

5.2. Construction of Theory of Change

We have proposed a theory of change (ToC) (Fig – 5) for the 2013-17 programme, which has been developed using insights from the review of UNICEF literature and discussion with national and state-level officers of the UNICEF Child Protection section. This ToC has been developed from a detailed analysis of the work conducted during 2013-17, which is available in various documents.

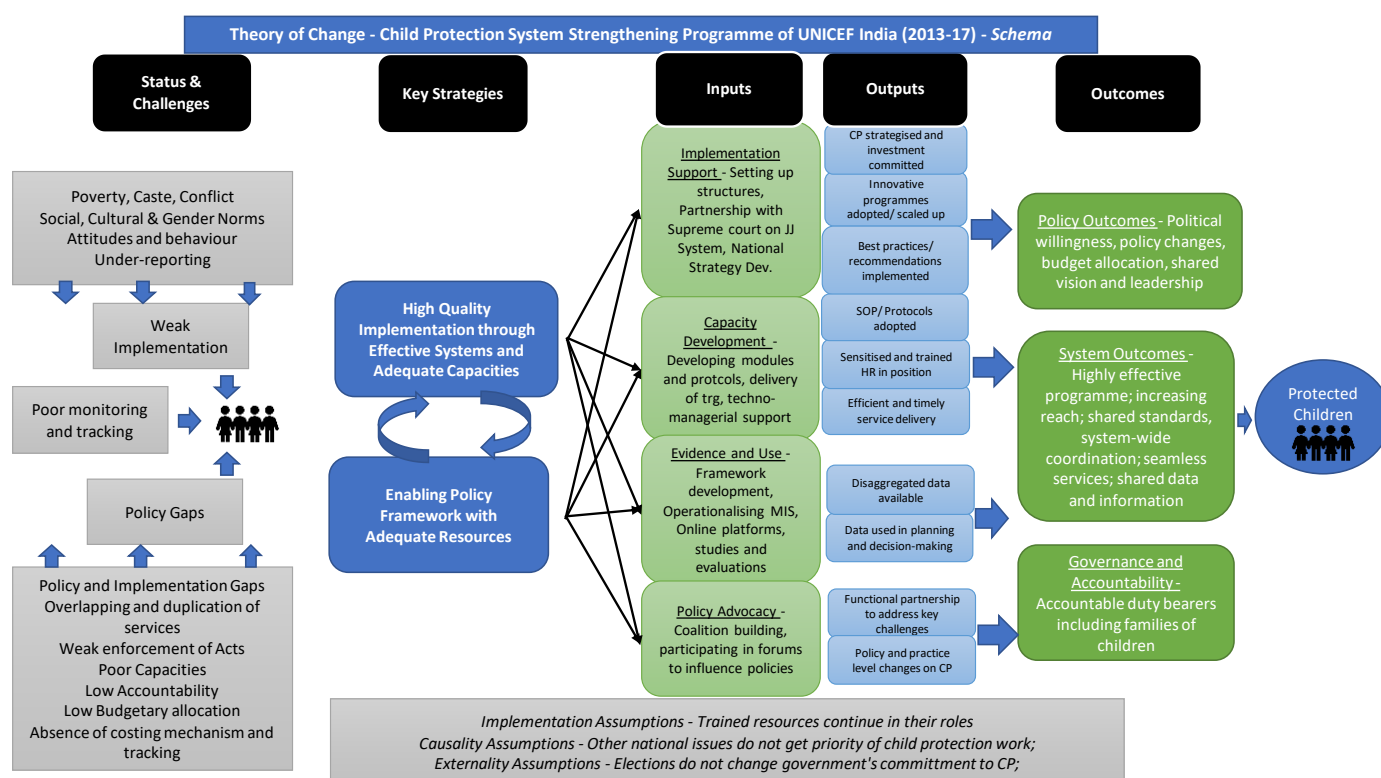


Figure 4: ToC CPS strengthening framework in 2013-17

The finalised ToC, which was agreed upon with UNICEF, has been used to understand progress (with supporting evidence), analyse achievements and non-achievement and map contribution in this evaluation.

5.3. Primary Data Collection

Field research involved evidence collection at the national, state, district, and community level. At the national level, key officers in UNICEF and Government of India level were interviewed using semi-structured interview methods. At the state and district level, key officers of UNICEF in state offices, UNICEF consultants, government functionaries, partners and other civil society leaders were interviewed. At the sub-district level, Front Line Workers, adolescent boys and girls and their parents were interacted with. The agreed upon sampling frame is captured in Figure 6:

EVALUATION OF UNICEF'S CONTRIBUTION TO CHILD PROTECTION SYSTEMS IN INDIA				
Sampling Framework				
Universe of the Study: 17 Intervention States States for In-depth Study: Bihar, Maharashtra, Odisha				
Stage	Level	Criteria for Sample Selection	Sampling method and logic	Coverage
Stage 1	National	Not applicable	All programme intervention states	17 States
Stage 2	State	Typology of state	Purposive: Bihar - High Burden Maharashtra - Transition state, Learning Lab Odisha - Conflict, innovative model of government resource mobilisation	3
Stage 3	District	UNICEF Involvement in the district	Grading of districts based on marriage, labour and trafficking data; purposive selection of districts based on UNICEF involvement in the district (2 districts in each state)	6
Stage 4	Gram Panchayat	Random	Random selection of Gram Panchayats	12
Stage 5	Village	Availability of sufficient numbers of children in the age group of 15-18	Purposive - Availability of sufficient numbers of boys and girls in the village in the age group of 15-18 for FGD	
Stage 6	Children & Parents	Availability of sufficient numbers of children in the age group of 15-18	Purposive - As per secondary data analysis on child protection issues. (24 FGDs with children + 12 FGDs with parents)	36

Figure 5: Sampling framework

Sampling Method

Based on UNICEF's inputs, three states were selected for in-depth field-level evaluation. This selection was based on the following criteria:

1. Maharashtra: As a transition state and as a Learning Lab
2. Bihar: State with a high burden of child marriage and trafficking
3. Odisha: State experiencing conflict and deprivation and innovative model of government resource mobilisation

For district selection in each state, National Family Health Survey (NFHS) data, National Crime Records Bureau (NCRB) and Census Data were examined for the following indicators: child marriage, child labour rates and total number of crimes committed against children. The selection process was conducted on three criteria:

- Criterion 1: Grading of the districts based on the prevalence of child marriage, child labour, and trafficking data. Prevalence was ranked as High, Medium or Low.
- Criterion 2: Identification of districts where UNICEF has intervened and not intervened during the 2013-2017 programme cycle.
- Final selection: UNICEF State team's inputs along with the data were taken into consideration to purposively select two districts in each State.

In each district, two panchayats at random were selected for village-level data collection from a full list of Gram Panchayats (GP). In Maharashtra's intervention district, the GPs were selected at random from two blocks where UNICEF had intervened directly. This selection was agreed upon in consultation with UNICEF.

Summary of Pilot and Data Collection

Prior to initiating state-wide data collection, a pilot was conducted in Odisha in September. The purpose of the pilot was to field test tools and protocols. Findings from the pilot helped to: (i) revise and contextualise the tools, and; (ii) understand the different field-level operational and logistical factors to be accounted for by the evaluation team.

Key Informant Interviews (KII) and Focus Group Discussions (FGD) were conducted at the national, state, district, and sub-district levels. State-level assessments were divided into three phases respectively for the three states of Odisha (1st fortnight of November 2019), Maharashtra (2nd fortnight of November 2019) and Bihar (1st fortnight of December 2019). A detailed timeline is provided in Annexure 5. The state-level interviews covered the following categories of respondents:

1. Government - Representatives from the Department of Social Welfare or the Department of Women and Child Development, Department of Labour, State Child Protection Society, State Commission for the Protection of Child Rights
2. Representatives from the police and judiciary; High Court Committee on Juvenile Justice
3. Representatives from Judicial Academy
4. Representatives from Civil Society
5. UNICEF - Child Protection Officers and other relevant sector representatives

The district-level interviews covered the following categories of respondents:

1. Government - District in-charge Child Protection Unit; Child Welfare Committee
2. Judiciary - Juvenile Justice Board
3. Police - Special Juvenile Police Unit
4. Civil Society - ChildLine or NGOs working on child rights issues

At the village level, the following activities were carried out:

1. Rapport building and interviews of the Front Line Workers and teachers
2. Focus group discussions with girls and boys of 15-18 years and focus group discussions with parents

The time plan and sequence were finalised in consultation with the state and the national teams of UNICEF. Broad plan for each state was as follows:

1. Two days of in-house training and orientation of the state team.
2. State and district-level interviews from the third day onwards.
3. Field practice, village-level interviews and FGDs from the third day onwards

The two days of in-house training and orientation focused on developing an understanding of the child protection system, state context, work done in the state, evaluation objectives, sampling, tools, and ethical protocols. While the

participants completed UNICEF's online course on ethics, UNICEF also provided training on ethics in evidence generation.

The National Level Interviews were conducted in January 2020. The team interacted with: (i) the Retired Justice of the Supreme Court; (ii) Ex-Joint Secretary of the Ministry of Women and Child Development; (iii) Ex-Chair of the National Commission for Protection of Child Rights (NCPCR); (iv) civil society representatives; (v) representatives from the National Law School of India University (NLSIU), and; (vi) UNICEF officers.

Changes from the planned methodology

A higher number of stakeholders than what was planned were interviewed at the state and district levels. This exercise was done primarily to interview important actors who were involved with UNICEF programme and listen to their perspective on the child protection system strengthening work. The selection was done in consultation with the UNICEF state teams. It also helped the evaluation team triangulate certain findings. The numbers of interviews planned and conducted have been summarised in the table below:

Table 2: Planned versus actual data collection

State	FGDs		Village Interviews		District Interviews		State Interviews	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Odisha	12	12	8	10	10	18	13	21
Maharashtra	12	12	8	11	10	15	13	13
Bihar	12	12	8	7	10	12	13	17
Grand Total	36	36	24	28	30	45	39	51

A total of 64 FGDs, 28 village-level KIIs, 45 district level KIIs, 50 state-level KIIs and 8 national level KIIs were carried out as part of this evaluation.

5.4. Case Study

One case study from each of the sampled states of Bihar, Maharashtra and Odisha has been presented in the report under effectiveness. These are select interventions, which received visibility, acceptance and appreciation within the public system.

5.5. Outcome Harvesting Workshop

An outcome harvesting workshop was organised in Maharashtra. In the remaining two states, this workshop could not be organised due to the unavailability of government officers during the field assessment. In Maharashtra, UNICEF invited representatives from the Government, Civil Society Organisations and UNICEF officers from other sections in the Maharashtra office to participate in the workshop. Participants identified significant outcomes of the system strengthening work and analysed how those outcomes were achieved. This workshop provided an opportunity for the evaluation team to triangulate and confirm the findings from field assessment; it did not identify any new issues or trends. Given that the outcome harvesting workshop in Maharashtra acted more as a triangulation exercise, the evaluation team believes that the quality of findings from Odisha and Bihar was not compromised by the fact that the workshop could not be conducted in those two states.

5.6. Contribution Analysis

One of the key questions to answer and understand is what has been the contribution of the programme to CPS. Contribution analysis was used to help ascertain the value add of the programme to the observed results. This fits the system strengthening work done by UNICEF. Contribution analysis assesses the contribution of the programme through the observed results. It verifies the ToC behind a programme, robustness of the causality, assumptions and risks and other influencing factors including influences from similar programmes or initiatives. Contribution analysis is useful in situations where the programme is non-experimental. Causality is inferred from the following:

1. Whether defined activities were implemented and the degree of progress?
2. Whether outcomes were achieved and the degree of outcome realisation?
3. What were the contributions of the programme to the achievement of outcomes?
4. Whether assumptions were sound, plausible, and agreed?
5. Whether assumptions were true and risks, if any, were mitigated?
6. What was the evidence to support the above?
7. What were the other influencing factors and actors and what were their influences on the achievement of outcomes; what was the evidence supporting the same?

5.7. Ethical standards

Strong ethical standards were followed throughout the entire evaluation. CMS obtained an ethics clearance from the Internal Review Board (IRB) of the Catalyst Group. The core evaluation team attended UNICEF's training session on Ethics in Evidence Generation delivered by the Research & Evaluation Specialist. Participants included any consultant or data collection person who would interact with children and adults in the community. The training had a dedicated session where the participants were taken through principles of ethics and were shown cases for reference and learning. Further stepwise detailed instructions were added in the focus group discussion tools for boys, girls, and parents. These instructions included taking verbal assent from children, written consent from their parents, reading out of consent for illiterate respondents, etc. More details can be found in Annexure 1. It was ensured as part of ethical compliance that the rights of the interviewee were shared right at the beginning of each interview with children and their parents. A verbal assent was taken from children and written consent form was signed by parents.

5.8. Assessment of Gender Equality and Human Rights

For assessment of gender equality and human rights aspects the following set of questions were used^v:

1. Has the intervention theory considered gender equality and human rights issues? (problems and challenges that affect particular groups; inequalities and discriminations; contextual or systematic violations)
2. Are gender equality and human rights issues reflected in the intervention design?
3. Has the intervention design been informed by a strong and inclusive stakeholder analysis?
4. Has the intervention design been informed by human rights and gender analyses?
5. Do records of implementation and progress reports contain information on how gender equality and human rights issues were addressed?
6. Have stakeholders, both women and men, participated in the various activities of the intervention in an active, meaningful, and free manner? Have monitoring systems captured gender equality and human rights concern (e.g., the situation of different groups of people, specific indicators)? Is data disaggregated by race, ethnicity, gender, and age, reflecting the diversity of stakeholders is available?

A framework (Table 5) was developed to make the assessment, which had eight questions (derived from the above) and a qualitative descriptive scale of High-Medium-Low. Each node, i.e., high, medium, and low, was described. The assessment was done based on the evaluation team's discussion with UNICEF colleagues at national and state levels and analysis of UNICEF documents and reports.

5.9. Analysis Framework and Approach

The analysis was conducted based on the programmatic context of child protection in India, the programme activities carried out by UNICEF during 2013-17, the ToC and the evaluation questions. In the findings section, the analysis of relevance was done using insights from secondary research and insights from the evaluation. Analysis of effectiveness, efficiency and sustainability was done using findings from the evaluation. For the analysis of the data collected through FGDs and KIIs, an application called Dedoose was used. Data Analysis followed three steps: a. Data Cleaning; b. Data Coding, and; c. Data Summarisation. The data codes were made using the ToC, evaluation framework and contribution assessment framework. During summarisation, two types of data analysis were carried out. First, the responses were analysed to quantify responses, and second, the qualitative data around the codes was extracted and summarised.

Given below (Fig – 7) is the analytical framework for analysis and synthesis of information.

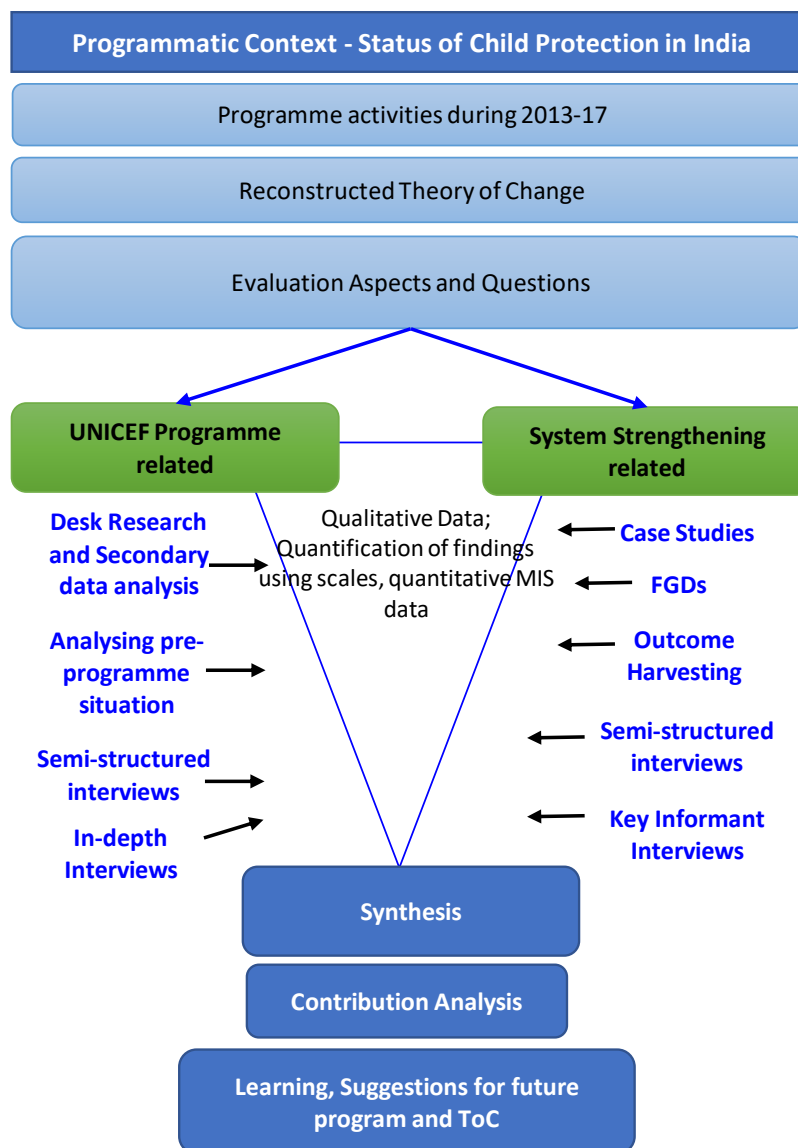


Figure 6: Analytical framework

5.10. Limitations

- The evaluation was for the programme period 2013-17. Many of the respondents who were familiar with the UNICEF programme and who engaged with UNICEF were no longer in the same position. The Evaluation Team made its best effort to meet the officers who had moved on or retired. The interviewees' recall was also weak.
- By design, the evaluation did not assess to what extent children were actually reached by the child protection systems supported by UNICEF. The evaluation stopped at the outcome level.
- While there were national and state-level documents capturing strategy, programme priorities and work done during the programme, outcome level data was not available. Insights on outcomes were collected through recall.
- Detailed and accurate recall of UNICEF's contribution for each intervention was not possible. Respondents often summarised the overall contribution of UNICEF.
- Outcome Harvesting workshops could not be conducted in two of the three states due to the unavailability of government officers during the state level assessment.

6. Findings

Given below are the findings from the evaluation. The percentages given in the data visualisations reflect the percentages of responses on a particular category. The numerator is the number of times a response was mentioned by respondents, and the denominator is the total number of responses on that topic. For example, in Figure 10, the

denominator is the number of times respondents mentioned UNICEF's role, and the numerators are the number of times respondents mentioned a particular role (such as convening, influencing, etc.).

6.1. Relevance

a. How well aligned is the systems building strategy with national priorities and UNICEF global priorities for the years covered by this evaluation?

This question was answered using desk research, secondary literature review and inputs from the UNICEF CP team members.

The system-building strategy is strongly aligned with national priorities and UNICEF global priorities. The UNCRC, an internationally ratified legal framework that seeks to protect the rights of children, has helped transform the lives of millions of children worldwide by encouraging governments to ensure that children not only get access to education and healthcare to grow and develop but also are protected from violence and exploitation by laws, policies and programmes that ensure children's safety. The Sustainable Development Goals (SDG) 2030 have multiple targets^{vi} that aim to reduce all types and forms of violence and exploitation of children and protect them from harmful practices and unsafe environments. These targets include prevention of child marriage, ending female genital mutilation, eradication of child labour, etc. In 2008, UNICEF adopted a systems approach to child protection and moved away from the traditional issue-based approach. A systems approach seeks to ensure that children are protected in a holistic manner fully consistent with their rights. It further acknowledges the range of actors, both formal and informal, involved in the protection of children.

The Constitution of India recognises children as equal rights holders and considers their protection and well-being to be of the highest priority. Aligned with this vision is the National Child Protection Policy (NCP) of 2013. This policy draws from the Constitution, UNCRC, SDGs and other relevant international treaties on child protection and well-being. The current policy aims to provide a safe and conducive environment for all children through the prevention of and response to child abuse, exploitation, and neglect. It also lays out the roles and responsibilities of stakeholders, government, and private entities in ensuring and promoting child rights. India also has strong legal provisions in position to safeguard the rights of children. These include the Juvenile Justice (Care and Protection of Children) Act 2015; the Protection of Children from Sexual Offences Act 2012; Pre-Conception and Pre-Natal Diagnostic Techniques (PCPNDT) Act, 1994; the Commission for Protection of Child Rights Act 2005; the Right of Children to Free and Compulsory Education Act, 2009; Prohibition of Child Marriage Act, 2006; and Child Labour (Prohibition and Regulation) Amendment Act, 2016.

UNICEF's CPAP 2013-2017 closely aligned with the Government's 11th Five-year plan (2007-2012) and the 2008-2012 United Nations Development Action Framework (UNDAF). The objective of the child protection programme during 2013-17 was to ensure that all children grow up free from violence, exploitation, abuse and unnecessary separation from their families, their homes, and their communities while remaining in school. The programme aimed to strengthen CPS at national and sub-national levels through the effective implementation of the Integrated Child Protection Scheme, develop capacities of families, communities and service providers, establish improved reporting and monitoring system and promote evidence-based policy- advocacy. The four key components were: (a) CPS and response services for children without adequate care and child victims of violence and exploitation; (b) prevention of child labour; (c) prevention of child marriage and adolescent empowerment, and; (d) prevention of violence against children. The larger alignment to the national and global priorities was confirmed in our assessment at the state and national level.

b. To what extent is the prioritisation of 2014-2015 and the strategy paper of 2017 appropriate and relevant to the evolving programme context and realities?

The evaluation found that the programme priorities of 2014-15 and the strategy paper of 2017 were highly appropriate and relevant to the evolving context and realities. UNICEF's initiative on child protection system strengthening was influenced by four key factors. The first three factors were related to contextual development and were external to UNICEF. The first one was the severity of child protection issues at that time, which was reflected in high levels of child

labour, child marriage and violence against children^{vii}. The second was the challenges of child protection within the public system. These challenges were related to limited availability of child protection personnel, poor capacities to deal with child protection work, poor accountability, slow implementation of the flagship programme like ICPS, lack of system-wide data for evidence-based planning and programming, and reducing public resources for child protection work. The third factor was significant developments within the ecosystem: i.e., (i) the enactment of The Protection of Children from Sexual Offences (POCSO) Act in 2012; (ii) the Nirbhaya Case in 2012, in which one of the accused was a juvenile, and; (iii) the enactment of the Juvenile Justice Act, 2015. These developments brought the child protection issues into the limelight. The fourth factor was internal to UNICEF. UNICEF found its own approach on child protection to be inadequate. UNICEF's child protection programme at that time consisted of small NGO-led community-based protection initiatives. These initiatives were not easy to replicate or scale up and hence were not viable to address the relevant issues on a larger scale. There was an urgent need to work with the government to strengthen the public system to deliver better services at scale, in different contexts and geographies. This shift in approach necessitated the need to: (i) influence social policy and public resource allocation; (ii) work with different players like government, judiciary, civil society organisations and media; (iii) build capacities of different actors in the system, and; (iv) strengthen the monitoring and tracking system to generate high quality evidence for better reflection and planning.

The work done during 2013 – 2017 was a start. It focussed more on the response side of child protection and less on prevention. The burden of child protection issues continued to be high, as system strengthening work had not led to a reduction in cases related child labour, child marriage and violence against children. There was a need to strengthen the preventive side of child protection and continue the system strengthening work. UNICEF's Strategy Note prepared in 2017, titled 'Protecting Children from Violence, Abuse and Exploitation', appropriately prioritises deepening of system strengthening work at the district and sub-district level and engaging with children, parents and community to strengthen the preventive side of child protection.

c. How relevant was the mixture of upstream, midstream, and downstream work from 2013-2017?

In order to analyse relevance, the evaluation assessed the status of child protection work before the programme and the work done by UNICEF during 2013-2017.

Status Before the Programme

To ascertain the status before the programme, we asked the respondents to share the challenges to child protection work and the child protection system before 2013. This exercise was done through recall, and respondents reflected on the broad time period from 2009 to 2013 before the programme. The percentages shown in the table are the percentages of response types in a category of responses. The responses are analysed at programme, national, state and district levels. The programme level responses are a sum of responses at national, state and district levels.

Table 3: Status Before the Programme -by Level

Status Before the Programme				
Challenges to CP System and CP Work before 2013 - By Level (Percentage of Responses)				
Status of CP Work ↓	Programme	National	State	District
Total Responses →	208	10	138	60
Absence of Guidelines/ Policy	9%	20%	9%	7%
Lack of coordination	6%	10%	8%	2%
Lack of perspectives	3%	-	2%	5%
Less Resources	11%	-	11%	12%
Low Knowledge & capacities	17%	20%	16%	20%
Other	2%	-	2%	2%
Poor Accountability	1%	-	1%	
Poor evidence generation	8%	20%	7%	8%
Poor infrastructure	3%	-	2%	5%
Weak Implementation	14%	20%	13%	17%
Weak Institutions	25%	10%	28%	23%

Respondents were asked about the status of the child protection system and work before the UNICEF programme. Across different levels (i.e., programme, national, state and district) respondents referred to weak institutions (25%), weak implementation (14%), low knowledge and capacities (17%), less resources (11%), absence of guidelines and policy (9%) and poor evidence generation (8%) as major challenges, while sharing about the status of child protection work before UNICEF programme (Table 3). The analysis provided similar insights when analysed by type of respondents (Table 4). Respondents from the government and civil society did not feel infrastructure was a challenge. Respondents from the Judiciary felt that poor infrastructure (29%) and weak institutions (29%) were major challenges to child protection work.

Table 4: Status Before the Programme by Type of Respondent

Status Before the Programme					
Challenges to CP System and CP Work before 2013 - By Type of Respondent (Percentage of Responses)					
Status of CP Work ↓	Bureaucracy	CSO	CWC	Judiciary	Police
Total Responses →	61	71	15	7	5
Absence of Guidelines/ Policy	11%	15%	0%	0%	0%
Lack of coordination	8%	8%	0%	0%	0%
Lack of perspectives	2%	6%	0%	0%	0%
Less Resources	10%	7%	27%	14%	0%
Low Knowledge & capacities	18%	11%	20%	14%	60%
Other	2%	3%	0%	0%	0%
Poor Accountability	0%	3%	0%	0%	0%
Poor evidence generation	3%	7%	7%	0%	0%
Poor infrastructure	2%	1%	13%	29%	0%
Weak Implementation	16%	18%	7%	14%	40%
Weak Institutions	28%	20%	27%	29%	0%

Below, we have detailed out the categories of status of CP work, in terms of the exact responses provided by respondents.

Weak institutions

- The child protection structures were not fully in place. The CWCs and JJBs were functioning only on paper or not fully formed. CWCs had part-time and incompetent staff. They did not have job descriptions. Their roles and responsibilities were unclear. SCPCR did not have visibility. The JJBs were functioning out of the court

premises, which was a violation of the law. SJPU were not formed. There were unregulated CCIs; many were not registered. DLSA and SLSA were formed but not functional. The block and gram panchayat level child protection committees were not functional. The state departments had no clear roles. The anticipation of future challenges and setting up of support systems like protection of children from online offences were not established; the work of the government on CP was not futuristic. DCPOs were contractual employees. Their acceptance was a problem which limited their ability to coordinate with other departments. Selection of human resources to the statutory bodies was not robust. There was no selection committee for the CWCs.

Low knowledge and capacities

- Child protection was understood more as response work than as preventive work. People were not aware about child protection issues, different acts and schemes related to CP, the difference between ICPS and ICDS and what to do if they come across rights violations. Sensitivity and knowledge pertaining to child protection issues were missing among government officials. The focus was only on documentation and reporting, but no one understood the nature of their role as child protection officers. The government was not acknowledging the need for child protection work.
- Knowledge and capacities related to child protection were poor. CP was a new and challenging programme. Frequent transfers were another reason for poor knowledge and capacities. No proper training modules were available on child rights and child protection. Documentation and resource materials were absent. There was no follow-up training.
- Capacities to deal with CP work were minimal for both government and private agencies. CWCs and JJBs were formed, yet people in these structures did not have competencies to deal with child protection issues. For instance, social workers in JJBs were not competent to deal with children who were in conflict with the law.
- Children were not involved in child protection work.
- There was little media coverage of child protection issues.

Weak implementation

- Child protection-related schemes were scattered. There was poor service delivery. Case management was poor, and the disposal of cases was slow. Pendency of cases in CWCs and JJBs was high, and the school helpline number was not functional. Implementation of POCSO was slow and poor. Child marriage and child labour instances were high, and child-centric budgeting was absent.

Limited resources

- There was limited funding for infrastructure and establishment of statutory bodies, and for CWC and child rehabilitation work. Human resources for CWC were also lacking. At the same time, existing funds were not being utilised. Grant-in-aid was limited.

Absence of guidelines/ policy

- Guidelines for CCIs were absent and there was unnecessary institutionalisation of children, with the concept of family-based childcare missing. Registration of CCIs was centralised at the state level. Child protection was not a priority at the policymaking level. There was no child protection policy or standard guideline for child protection work. There was no structure or process for planning and budgeting. No foster care, aftercare and sponsorship guidelines were available.

Poor evidence generation

- There was no research or evidence generation related to CP work. No monitoring and evaluation and data management system was available. There was limited monitoring or oversight by agencies such as WCD and the Judiciary. Data flow was slow due to non-functional district structures. Reporting and providing quantitative progress was challenging within UNICEF and for government departments. Manual reporting was time-consuming and prone to errors. Not having data on trafficking and violence was challenging. The record-keeping system was poor at the ground level across departments. There were limited indicators, and the quality of data was poor. No data cleaning, processing or aggregation was being done. There was no feedback mechanism to district level functionaries for on-course improvement. Poor evidence led to a continuous denial of the incidents of child marriage, child labour and other issues that violated child rights. Decision

making was largely based on secondary data, for example data from the Census of India, due to a lack of databases.

Lack of coordination

- Child protection work was fragmented and there was no coordination between national and state level commissions. Intersectoral and interdepartmental coordination were limited, so there was no space for interaction. There was weak coordination between statutory bodies, judiciary and police. DCPUs could not take benefits from other departments.

Lack of perspectives

- A child was not recognized as an individual and the concept of child protection was not understood. It was not in the development agenda of the government. The issue of child marriage did not come up as a protection issue.

Poor accountability

- Departments related to child protection were not ready to take responsibility for child protection. For example, the Department of Labour was not ready to take responsibility for child labour. Accountability was the main issue across departments and schemes.

Poor infrastructure

- There was limited infrastructure - fewer JJB, CWC and observation homes. There were several challenges related to children in need of care and protection. Despite POCSO implementation, there were no child-friendly courts and trials were being done in the regular courts. The district Magistrates were also unclear on what needed to be done at the district level in the case of children in need of care and protection or in conflict with the law.

Work Done by UNICEF

We have divided the work done by UNICEF into upstream, mid-stream and downstream work. Upstream refers to the advocacy related work done at the policy level, mid-stream work refers to system strengthening and implementation of schemes and programmes, and downstream work refers to direct engagement with children, parents, and the community. In the 2013-2017 programme cycle, UNICEF worked across the three streams, with an emphasis on the mid-stream. This was in line with the system strengthening objective.

Upstream work included the following:

- **Judiciary:** In 2013, the Supreme Court of India, established a Supreme Court Committee on Juvenile Justice under the chair of then Justice Madan Lokur. Subsequently, in each state, a High Court Committee on Juvenile Justice was formed. UNICEF in collaboration with the Supreme Court and the Ministry of Women and Child Development conducted round table conferences to promote learning across states and to develop strategies for effective implementation of the Juvenile Justice Act (JJ Act) across the country. The meetings were held every year between 2015 to 2018, in five regions - North-East, East, North, South and West. The meetings' focus on the JJ Act 2000 and the strengthening of care services for children within institutions, promoting alternative care services for the rehabilitation and restoration of children in need of care and protection and young offenders under the JJ system. Rehabilitation services and linkages for victims and young offenders under the POCSO Act and supporting the implementation of the Integrated Child Protection Scheme were also deliberated upon.
- The Judicial, political and media advocacy around the draft JJ Act, especially the arguments presented not to lower the age from 18 to 16 years in fixing the criminal liability in matters of heinous offences.
- Discourse around the Child Labour (amendment) Act and the positions taken by UNICEF along with CSOs to align the Act with the Right to Education Act.
- UNICEF engaged with the National Commission for the Protection of Child Rights (NCPCR) to develop a draft national strategy for child protection from online crimes which established a structured policy dialogue and coordination with key stakeholders across the country.

- Development of CPMIS: Development and roll-out of MIS on CP in multiple States was a significant milestone. This technology helped functionaries across different levels and departments to have a comprehensive and real-time picture of the CP work being carried out in their districts. This activated learning loops ensuring more effective and efficient decision making.
- A national-level core committee was formed to look at actions for the prevention of online violence against children. UNICEF played a key role in its establishment and supported this committee with evidence on the subject matter.

Midstream: A large section of the work revolved around systems strengthening. This area was critical and relevant to the country context in 2013. Important policies, schemes, legislations had already come into existence, such as the Juvenile Justice Act 2015, the Child Marriage Act of 2006, the Right to Education Act 2009, the Integrated Child Protection Scheme 2009 (ICPS), and the Protection of Children from Sexual Offence Act 2012. However, at the time, the laws and policies had been formulated but their execution on the ground was poor. The need of the hour was to develop those structures and make them robust to effectively carry out downstream work. The highlights of the midstream work were:

- Facilitating the development of important structures such as CWC, JJB, SJPU, DCPU and DCPC. Identification, recruitment, induction, and on-the-job training. It included the development of selection criteria, roles and responsibilities, training manuals and curriculum of training among other aspects.
- Working with state institutions and district structures for effective implementation of schemes, acts, and rules.
- Developing guidelines or Standard Operating Procedures for work.
- Working with JJ Committee in the High Court.
- Development of MIS for child protection work including MIS for JJBs.
- Developing guidelines, MIS, and policies for Child Care Institutions.
- Convening, coordinating, bringing in different stakeholders to one platform.
- Facilitating and contributing to development of State-Level Action Plans; drafting of JJ Rules.
- Developing resource books for the State Commissions. This book was widely used by the state commissions to understand the complexity of the work at the state level. UNICEF helped the National Commission establish good connectivity with the State Commissions.
- Developing a manual on Child Protection for the Gram Panchayat level functionaries.

Downstream: As part of its downstream work, UNICEF worked with CSOs to reach adolescents, parents, and community members. The focus was on awareness generation and sensitisation. This area was critical, given the lack of understanding of child protection in the community.

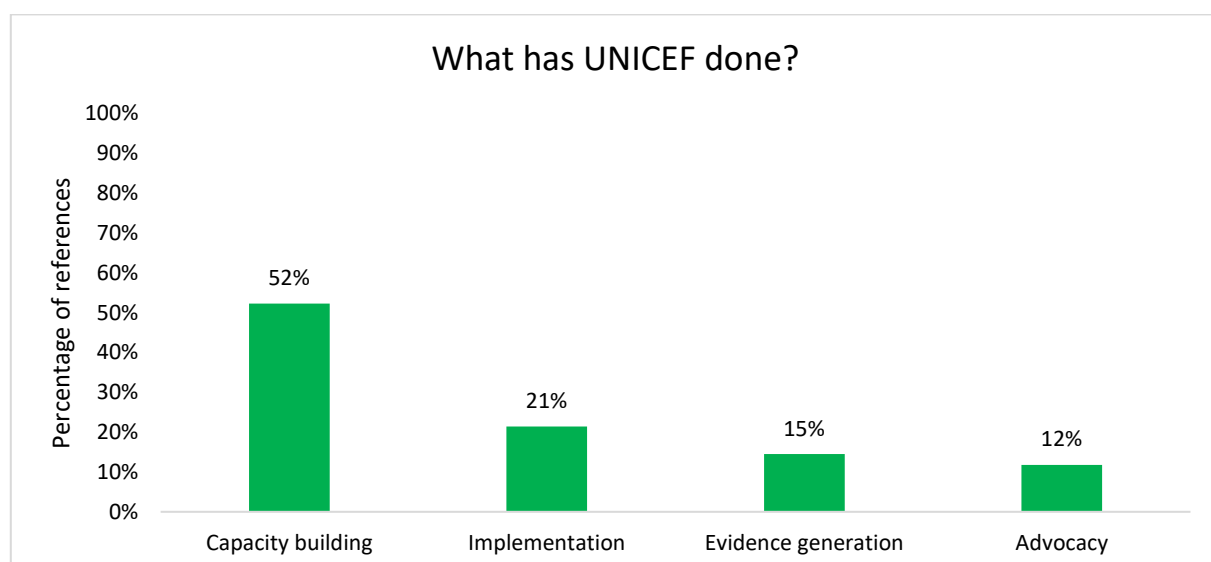


Figure 6: UNICEF's areas of work in 2013-17- Findings from Key Stakeholder Interviews

In the evaluation, respondents across the district, state and national levels were asked about their perceptions and views on what UNICEF has done as a part of its child protection work. Respondents believed UNICEF worked on capacity building (52% of responses), implementation (21% responses) (direct implementation of models and initiatives, facilitating implementation of schemes and initiatives of the system players), evidence generation (15% responses) and advocacy (12% responses). One respondent summarized UNICEF's contribution stating: *"UNICEF provided organisational development support, financial assistance and research studies" to "capacity-building of statutory bodies and service delivery structures"*.

Around 21% of the responses were related to programme implementation. Examples of implementation support included conducting events and consultations, mobilising departments and institutions, creating resources such as standard operating procedures, legal frameworks, action plans, developing knowledge platforms, supporting service delivery approaches, and assisting with financial components.

Evidence generation and advocacy support were the other important components of UNICEF's work. One respondent noted: *"UNICEF provided newer information and insights for better decision-making"*. Evidence generation included work on the development of CPMIS system, specific research studies and an overall push for evidence generation.

The work done by UNICEF was appropriate and relevant as it involved a combination of upstream, mid-stream and downstream work. The upstream work dealt with implementation of the acts and schemes, development of strategies and a management information system for CP work. As the focus was on system strengthening, most of the work at the mid-stream level focused on strengthening institutions and structures of child protection at the state and district level. At the downstream level, UNICEF implemented models of CP work in collaboration with CSOs. Work at the upstream level and downstream level complemented the work done at the mid-stream level through a combination of implementation support, capacity development, evidence generation and policy advocacy.

d. How effectively has UNICEF's child protection programme integrated gender, equity, and human rights in its strategy?

The gender, equity and human rights approach of the programme was assessed using the following assessment framework (Table 5), adopting a three-point scale of high, medium, and low. Green colour stands for high, yellow colour stands for medium and red colour stands for low. The assessment of gender, equity and human rights was done based on our discussion with UNICEF staff at national and state levels and analysis of UNICEF documents and reports. The first four assessment questions help to understand the relevance, the latter four indicate how effectively the issues of gender, equity and human rights were addressed.

Table 5: Gender, equity, and human rights assessments

Assessment Questions	High	Medium	Low
1. Has the intervention theory considered gender equality and human rights issues? (problems and challenges that affect particular groups; inequalities and discriminations; contextual or systematic violations)	Clearly considered;	Considered to some extent; weaknesses in some areas	Did not consider at all;
2. Are gender equality and human rights issues reflected in the intervention design?	Clearly reflected	Reflected to some extent	Not reflected at all
3. Has the intervention design been informed by a stakeholder analysis?	Strong and inclusive	Stakeholder analysis has been done; important groups left out	Inadequate analysis or no analysis at all
4. Has the intervention design been informed by human rights and gender analyses?	Strong analysis	Some analysis	No analysis

Assessment Questions	High	Medium	Low
5. Records of implementation and progress reports contain information on how gender equality and human rights issues were addressed?	High evidence based	Limited evidence based	No evidence base
6. Stakeholders, both women and men, have participated in the various activities of the intervention in an active, meaningful and free manner.	Active and meaningful participation	Stakeholders have been consulted/ informed	No participation at all
7. Monitoring systems have captured gender equality and human rights concern (e.g., the situation of different groups of people, specific indicators)	Monitoring has systematically collected data	Monitoring system has collected some data	Monitoring system has not collected any data/ much less data has been collected
8. Data disaggregated by race, ethnicity, gender and age, reflecting diversity of stakeholders is available.	Disaggregated data available	Limited disaggregated data available	Disaggregated data not available
	Highly Effective		
	Medium Effectiveness		
	Low Effectiveness		

UNICEF's Child Protection Strategy for India draws on UNCRC and the SDGs, and has a strong focus on gender, equality, and human rights. The CPAP 2013-2017 is framed using a lifecycle approach with an equity lens. The Programme Component Results (PCR) 1 and 2 pertaining to child protection consider gender and equity issues. Further, the Key Results Areas (KRA) mentioned in the CP Priority Action Plan 2015-2017 clearly state the equity-focused priorities for each of the domain focused issues: child marriage, child labour and violence against children, and for the child protection system overall. These components are reflected in the intervention design for prevention of child marriage, violence against children, and others. The core system strengthening intervention addressed gender and equity concerns of children in labour, in marriage and those who were suffering from violence. State-wise different issues were prioritised and addressed through specific programmatic initiatives. No specific gender or equity analysis was conducted. Gender and equity concerns were embedded in the programme. Some other specific examples, where gender and equity were addressed were:

- Study on POCSO - How different stakeholders will attend to sexual violence against children
- Campaigns and programmes on marriage, trafficking and violence against children addressed gender and equity concerns
- Work with the police had a strong component of gender
- Child-friendly courts and district level programmes were equity focussed

The integration of gender, equity and human rights concerns has been partially effective (medium effectiveness). Though gender and equity concerns were built into specific interventions, the programme did not carry out a detailed gender and equity analysis. Hence, it is unclear how girls and boys were impacted differently by the CP system, and what specific strategies were adopted to address the challenges they faced.

- e. Is the theory of change proposed in 2017 and revised mid-2018 relevant and informed by evidence? What revisions to the theory of change (with a focus on responsive and preventive child protection) may be necessary?**

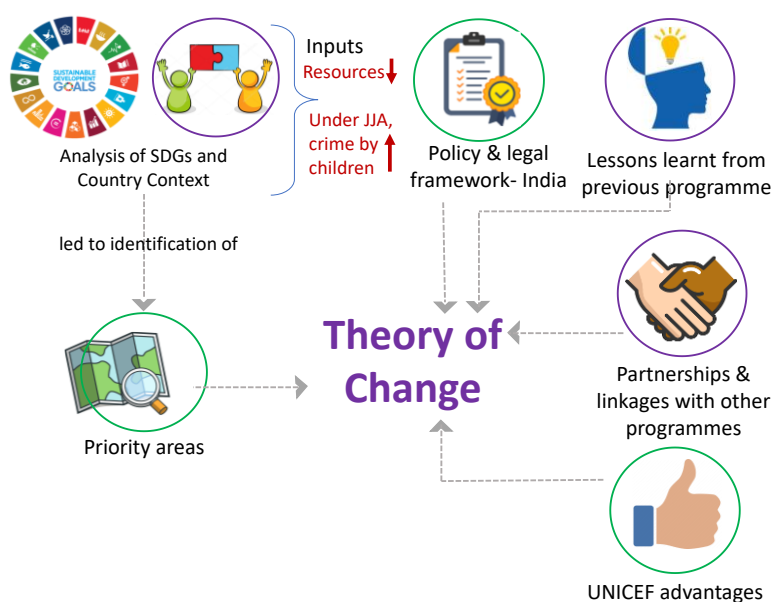


Figure 7: Schematic depiction of the process of development of Theory of Change for CPSS 2018-22

Figure 7 above is our schematic depiction of the process through which the ToC 2018-2022 was arrived upon. We have derived this from UNICEF’s Strategy Note on CP, drafted in 2017. The ToC is informed and influenced by global and national priorities for child protection work including specific country context, policy and legal framework in India, lessons learnt from the previous country programme, partnerships, and UNICEF advantages. The overall outcome is focussed on children and parents adopting child protection practices supported by a system that protects and empowers children. Strengthening of child protection structures and building agents of change in the community are the intermediate outcomes. The prioritised issues are child marriage, child labour, children in need of care and violence against children. Special focus is given to children affected by civil strife, children on the move and children affected by disaster and climate change. The ToC acknowledges the need to focus on the lowest administrative levels for effective child protection. Further, it states that the strategy would be to undertake scalable and low-cost models that can make a difference in the lives of children.

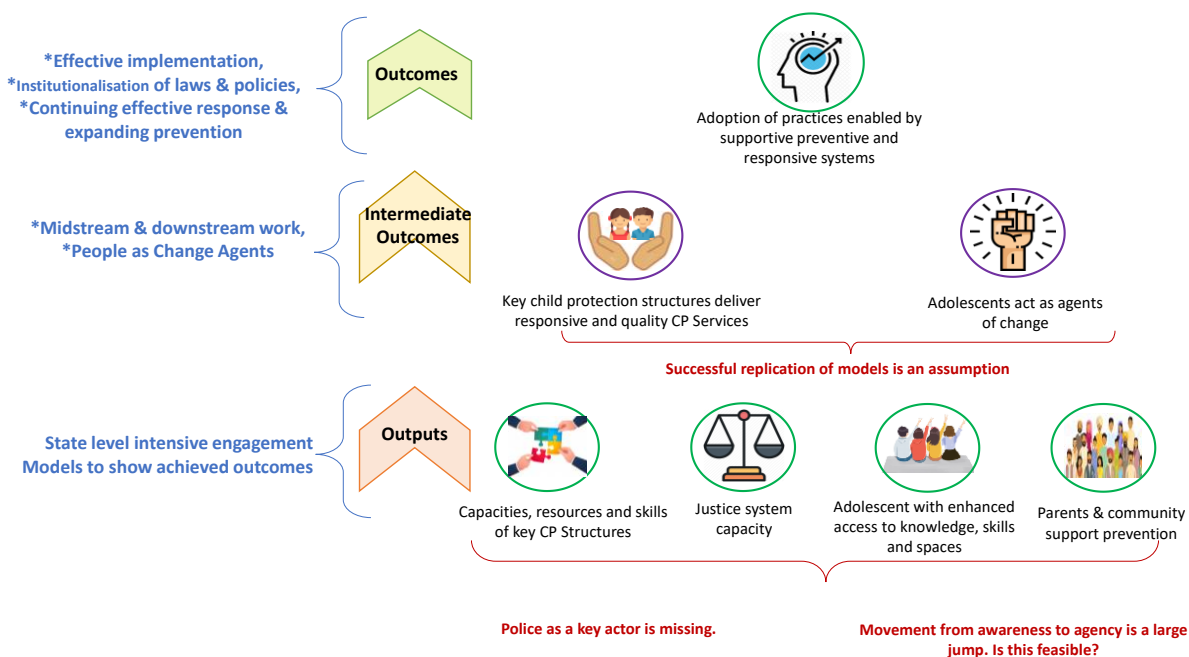


Figure 8: Theory of Change of UNICEF CP Programme 2018-22, Our Schematic Presentation

The ToC for the Country Programme 2018-2022 is depicted in Figure 8. This is our schematic presentation of the CP ToC as described by UNICEF. Text in blue on the left side are the strategies and text in red are areas, which were missing from the description. The 2018-2022 programme is focussed on strengthening the downstream and prevention work, which has been highlighted by several respondents across the state. It addresses issue-focused work related to labour, marriage, violence against children and children in special circumstances. The programme priorities are influenced by global and national child protection priorities, policy and legal framework, UNICEF priorities in the country and lessons learnt from the previous programme. There are two clear focus areas: deepening system strengthening work at the mid-stream level, i.e., state and district, and demonstrating models of preventive work at the downstream level while continuing the response services. Some of the structural issues, which hampered the progress of work in the previous cycle, continue in the current programme period. These issues are^{viii}: (i) absence of a dedicated focal person at the lowest administrative level, i.e., Gram Panchayat; (ii) contractual nature of staff in child protection, except in Bihar; (iii) low remuneration and low motivation; (iv) tenure of personnel in child protection including in JJBs and CWCs (quick turnover was considered a detriment as protecting children required a long-term approach); (v) lack of functional alternative care options, and; (vi) generation and use of data in programming and decision-making. The ToC is relevant and is based on lessons from the previous programme. While focussing on the downstream and mid-stream work, an upstream component should be added to the ToC. Police as a key actor is missing from the description. Adolescents and parents becoming change agents and replication or scale-up of models are assumptions. These components should be added to the ToC.

Conclusion

- UNCRF, SGD 2030 and the UNICEF Global Strategy focus on protecting the rights of children and reducing all types and forms of violence and exploitation against children. The Government of India has created strong legal provisions to ensure no violation of the children rights. UNICEF CPSS 2013-2017 is strongly aligned to these priorities and is found to be highly relevant to the international and local context.
- As validated by interviews at multiple levels, prior to the programme, key challenges to the work on child protection system strengthening were related to CP structures, systems, protocols, capacities, resources and lack of evidence on CP issues. This programme aimed to bridge this gap, making its focus highly relevant to the needs of the local context.
- CPSS 2013-17 was designed to address the gaps at each level, i.e. policy, systems, and implementation, and hence stakeholders at multiple levels reported it to be relevant based on the needs in before 2013..
- The programme was aligned with global and national strategies, but no gender or equity analyses were conducted as part of it. This is a gap that needs to be addressed in future programming. However, gender and equity concerns were embedded in specific interventions on CP at the state level. For example, preventive work related to child labour or child marriage engaged with issues of boys and girls separately.
- The ToC for 2018-22 was informed by global and national priorities for child protection and learning from the previous programme. It included the key elements highlighted by respondents and areas of work in need of attention. The ToC for 2018-22 is comprehensive and relevant.

6.2. Effectiveness

a. To what extent has UNICEF achieved the intended results outlined in the results framework contained in the CPAP 2013-2017 and Priority Action Plan 2015-2017?

The respondents were asked about changes to the child protection system and child protection work post UNICEF's 2013-17 country programme. The outcomes have been divided into various categories and presented in Table 6 by level. The levels include district, national and state level and programme level. The programme level outcomes are a sum of the findings at district, state and national level. One clear outcome that respondents reported is institutional development (23% of the responses are related to institutional development). This is followed by enhancement in knowledge and capacities (13%), better implementation (14%) and evidence generation (13%).

Table 6: Outcomes of the Programme by Level

Outcomes of the Programme by Level (Percentage of Responses)				
What were the the changes to the CP system and work during post UNICEF's 2013-2017 Country Programme?				
Outcomes ↓	Programme	National	State	District
Total Responses →	303	23	170	110
Better Implementation	14%	4%	13%	17%
Change in attitude and behaviour	2%	0%	1%	4%
Change in children's lives	6%	0%	4%	10%
Collective action	2%	9%	1%	3%
Evidence generation	13%	26%	17%	5%
Guidelines/ Policy Development	4%	0%	6%	2%
Improved coordination	8%	0%	7%	11%
Infrastructure development	1%	0%	0%	2%
Institutions development	23%	26%	26%	18%
Knowledge & capacities enhancement	13%	30%	12%	12%
Other	3%	4%	1%	7%
Perspectives building	1%	0%	2%	1%
Strengthening Accountability	5%	0%	5%	5%
Strengthening of Resources	5%	0%	6%	4%

When the responses are analysed by type of respondent (Table 7), a somewhat similar picture emerges. Respondents from the government felt that there has been improvement in coordination (11%) and there is an overall improvement in children's lives (11%). Respondents from the civil society felt that the policies and guidelines have changed (11%), but the change in children's lives is minimal (1%). Respondents from the Judiciary felt the implementation of acts and schemes has improved (48%) along with institutional development (28%).

Table 7: Outcomes of the Programme by Type of Respondent

Outcomes of the Programme by Type of Respondent (Percentage of Responses)					
What were the the changes to the CP system and work during post UNICEF's 2013-2017 Country Programme?					
Outcomes ↓	Bureaucracy	CSO	CWC	Judiciary	Police
Total Responses →	104	84	20	25	10
Better Implementation	12%	8%	20%	48%	10%
Change in attitude and behaviour	0%	5%	0%	0%	10%
Change in children's lives	11%	1%	10%	0%	0%
Collective action	2%	4%	5%	4%	0%
Evidence generation	12%	10%	10%	8%	0%
Guidelines/ Policy Development	2%	11%	0%	0%	0%
Improved coordination	11%	7%	15%	0%	20%
Infrastructure development	2%	0%	0%	0%	0%
Institutions development	21%	23%	30%	28%	30%
Knowledge & capacities enhancement	16%	13%	5%	8%	20%
Other	2%	4%	0%	0%	10%
Perspectives building	1%	4%	0%	0%	0%
Strengthening Accountability	4%	7%	5%	0%	0%
Strengthening of Resources	6%	5%	0%	4%	0%

The categories of outcomes are detailed below:

Institutions development

- Statutory bodies such as DCPUs, CWCs, and JJBs have been formed and are functional. Staff in the statutory bodies have been appointed and trained. CCIs and adoption homes were opened. Counselling centres have been established in CARA. SJPU have been established and have resources for emergency response.
- The Supreme Court Committee and the High Court Committee on JJ was established. The JJ Committee is functional and conducts quarterly meetings, monitoring and field visits and follow-up actions. It also coordinates with state government, WCD, ICDS, OSCPCR, NLUO, SLSA, Odisha Judicial Academy, UNICEF and other departments if related to a specific case. Child friendly courts have been set up.

A Child Rights Centre and a Child Protection Cell have been established in Bihar. A One Stop Crisis Centre has opened in Odisha.

Better implementation

- Different interconnected issues were identified through the work of UNICEF, highlighted and addressed to varying levels. Service delivery has improved. The practice of presenting children in need of care and protection before CWCs and presenting children in conflict with law before JJBs have been strengthened. There is an increase in the number of registered cases and case disposals. Authorities have become more vigilant, and JJB monitors the disposal of cases in CWC. Termination of petty offences has improved. Outreach and awareness levels on CP have improved, and the police is more child friendly.
- The perspectives and actions towards rehabilitation processes have changed. The issue of missing children has become a priority. Inspections of childcare institutions have become regular, and individual (child) level monitoring is being properly conducted. There is a shift in focus from restoration to alternative care like adoption, kinship care, foster care and family-based care. UNICEF is pursuing this area further.
- Adoption centres have been established, and the process of adoption has improved. Pendency of cases in JJBs have come down, and procedural delays have been reduced.

Knowledge and capacity enhancement

- There is increased awareness of child protection issues and related acts and schemes. Training of staff in statutory bodies is being conducted as per the training modules and guidelines developed. The Judiciary has been sensitised towards the issue of child protection.
- Child marriage is now acknowledged as a challenge to child protection work.
- In-service training is being provided to police officers.
- Reporting of child protection issues in the media has gone up.
- State Council of Educational Research and Training developed a module on CP for teachers.
- Communities feel more confident to report on child protection issues.

Evidence generation

- A Management Information System (MIS) has been developed and is functional, which has resulted in improved reporting. Online tracking systems and formats have been developed such as the social background report, individual care plan and child labour tracking systems. Data operators have been recruited and trained. The number of indicators has increased, thereby providing more comprehensive details of cases. Regular reporting at the statutory structure level has become mandatory. There is increasing appreciation of the importance of accurate information and greater demand for the same.
- CP work is regularly reviewed as part of the ICDS review.

Improved coordination

- Police, prosecution and Judiciary are working in close coordination. Convergence started between DWCD, Department of Labour and the police. There is also convergence of the departments of Home, Health, Labour, Social Welfare, Panchayati Raj and the police in implementing laws. Coordination meetings at different levels are being conducted regularly. Coordination between CSOs and government has improved at state and district levels. CSOs working on child protection issues are working with the SCPCR and other government departments.
- DCPUs ensure the convergence and coordination of the different stakeholders.

Change in attitudes and behaviour

- Post the JJ Act and POCSO, after receiving more training, the attitudes of police officers towards CP work has improved. They are better informed and more sensitive when responding to cases of child sexual abuse.

Change in children's lives

- Instances of child marriage, child labour, child sexual abuse and corporal punishment have reduced across India. Children's health status has improved, and efforts are being made to reduce the number of children migrating with their parents out of villages. The number of children in institutions also has reduced. In 2015-16, Maharashtra^{ix} had 1,800 institutions serving 84,000 children. These numbers were brought down to 800 institutions and 19,000 children. Similarly, in Odisha^x, in 2013, there were 500 institutions serving 25,000 children. These numbers have since been brought down to 246 institutions and 10,700 children. This data was not available for Bihar. The pendency of cases has reduced. The Odisha High Court ran a special drive to reduce the pendency of cases in CWC, and 81.9% of the total cases were cleared^{xi}.

Collective action

- UNICEF facilitated the collaboration of different actors in the CP ecosystem. Important actors in the public system have come together and continue to take action on child protection. There is an increase in Government and CSO partnerships and increased awareness and more inputs from the public. The Judiciary, government and police should come together to deliberate on juvenile crime and child protection.

Guidelines/ Policy development

- There is a child protection policy in place. Guidelines for CCIs have been developed, and CCIs registration is being mandatorily followed. Guidelines for child protection committees have been developed. States prepare plans of action for child labour and child marriage. Policies for human resources for statutory bodies have been developed with support from UNICEF. CSOs and the Department of Social Welfare drafted CP guidelines at ward, GP and block levels. Guidelines and protocols have been developed in the vernacular.

Infrastructure Development

- Compared to its status 3-4 years ago, the infrastructure of CCIs has improved due to increased political will. Facilities at children's homes also have improved.

Perspectives building

- There is better understanding of the complexity of child protection work and a greater recognition that it is different from education or nutrition. Various government departments acknowledge the need to work jointly on the issue of child protection.

Strengthening accountability

- Regular auditing of CCIs takes place and monitoring and reporting has become regular. There is increasing interest in deinstitutionalisation.

Strengthening of resources

- Financial constraints of the central government decreased, and the central government provided funds to each district for the construction of child-friendly courts, resulting in increased funding available at the district level. CCIs are not dependent solely on government funds, as resources from a preventive and rehabilitation sponsorship fund are available.

Several outcomes were achieved during the 2013-2017 programme cycle as a result of the CP system strengthening work done by the government, judiciary and UNICEF. To further examine the effectiveness of UNICEF's programming, the following are case studies of several important initiatives from the state and national level and their outcomes.

CASE STUDY 1 - BIHAR: DEVELOPMENT OF CPMIS FOR DATA MONITORING

THE SITUATION

Before the introduction of Child Protection Management Information System (CPMIS) in 2014, the state departments in Bihar had manual reporting systems, thus leading to ineffective use of data and insights for decision making. Some officials would maintain only a single page form with limited indicators. There was no feedback mechanism for improved data capturing, leading to stagnant and inefficient systems. The process of data collection and compiling information from all 38 districts for analysis took significant time. There were inherent quality issues, including incomplete and insufficient data, which made the reported data difficult to use.

THE RESPONSE

In 2012, the Bihar Government partnered with UNICEF to revamp the reporting system with an aim to increase efficiency of data usage and hence programme delivery. UNICEF hired an agency to develop the reporting system comprised largely of an online MIS and recruited data operators to support its usage at multiple levels. In line with the Supreme Court reporting guidelines, a master register was developed for the JJB, SJPU, CWC and CCIs. This system was designed to be in sync with the process a child goes through during the entry and exit of any child from the facilities. Additionally, UNICEF also invested in training the data assistants and programme managers on portal usage, thus helping with an increase in its uptake. In 2014, UNICEF developed the CPMIS, a technology solution that tracks and provides information, both offline and online, to all the relevant stakeholders. The information is updated monthly by the CCIs and DCPUs, uploaded to a central server and analysed at the state, district, and institution level. The databases are generated in the Microsoft Excel template, analysed, and put on the dashboard.

THE PROGRESS AND RESULT

UNICEF added another component to CPMIS and launched the child labour tracking system (CLTS) in 2016. Bihar was the first state to adopt CLTS. This is an interface with the police, CWC and Labour Department and caters to child labour monitoring requirements. All the processes beginning from the rescue of the child to his or her rehabilitation are maintained in the system. In 2017, this was linked with the Chief Minister's Relief Fund, wherein, any child rescued as a labourer is registered and an amount of 25,000 INR is transferred to their account. The money can be withdrawn once they turn 18. At present, there are over 400 indicators analysed quarterly. The integrated CPMIS provides timely and quality data to the High Courts, State JJB, and several other stakeholders including NGOs, trade unions, and the media. Thus, CPMIS has enabled paper-free, robust, and user-friendly data movement between departments, leading to a faster execution of schemes.

CASE STUDY 2 - MAHARASHTRA: KINSHIP CARE FOR CHILDREN IN JALNA

THE SITUATION

The constant state of drought in Maharashtra affects hundreds of thousands of farmers and their families every year. This compels small farmers, most of whom belong to socially marginalized communities, to move from rural to urban areas in search of alternate livelihood opportunities. Often, children accompany their parents, and are forced to leave school and to start working at a young age. While there are systems in government schools to support children of migrants to continue education, they are rarely used and among those who migrate with their parents, less than 1%^{xiii} attended school in the destination districts. The children who return home later leave school due to temporary discontinuation, thus leading to higher school dropouts. This trend is more evident in the district of Jalna where one in every three families migrates to other districts in search of livelihood opportunities.

THE RESPONSE

The Department of Women and Child Development, the Department of Education and Sports, UNICEF, and the district administration of Jalna, along with CSOs, developed a model of family and community-based kinship care to make migration safer for children. This model challenged the dominant narrative of institutional care for children on the move in the state at that time. An Inter-departmental Task Force was set up in Jalna in 2016, which was then scaled from 3 blocks and 45 GPs to 8 blocks and 240 GPs in 2017. This scale-up was followed by a rapid assessment in 2018 to identify in-migrant children in Jalna as well as in the destination districts. Efforts were initiated in 2017 to create a tracking software to map the child migrants. This software was developed in 2018-19. Consequently, the safe migration for children model was developed.

THE PROGRESS AND RESULT

The model has two components: one approach for the children who stay behind and one approach for the ones who migrate. The children who stay behind are supported and tracked by Bal Mitras who are volunteers of the Village Child Protection Committees (VCPCs). The Bal Mitras also track children who have migrated with their families. Using the details gathered by Bal Mitras, the gram panchayat and the VCPCs explore alternative care for the children who stay behind, which includes kinship care by grandparents and relatives or alternative care with an unrelated family in the absence of relatives with consent of the CWCs. These children are also provided midday meals, stationery, and toiletries as part of the Sarva Shikha Abhiyaan programme of the education department initiative and attend classes and do after school recreation activities organised by the VCPC. The school management committee monitors their attendance. Communication is ensured with parents through regular phone calls. The children and caregivers are provided with psycho-social support. The families who migrate are provided orientation on accessing services at the destination areas. Every child migrant is issued an education guarantee card by the government and every migrant family and child is registered in the

migration register in the PRI. As of 2018-19, the model is working in 958-gram panchayats, covering 9774 children who stay behind and 8718 children who have migrated. Furthermore, it has been replicated in all districts of Maharashtra by the Government. Thus, the safe migration model is facilitating the right to education of children of migrant workers.

CASE STUDY 3 - ODISHA: PAREE CAMPAIGN AGAINST CHILD ABUSE

THE SITUATION

According to a survey conducted by World Vision India, one in every two children in the country faces some form of sexual abuse^{xiii}. In most cases, the culprit is known to the child survivor. Yet, the crime is rarely reported. Such violations have traumatic impacts on the psychological well-being of children.

THE RESPONSE

UNICEF along with the Odisha Police launched a 2-week awareness drive titled Paree, which was a campaign against child sexual abuse in every district of Odisha in 2018. Paree is the vernacular term for fairy. The systems, processes, and content were designed in 2017 by UNICEF in collaboration with the respective departments. This campaign aimed to spread the message of the importance of safety of girl children as well as to encourage people to report such incidents to the police instead of suppressing them due to shame. The campaigners also informed the public about the legal implications of committing such crimes. Public meetings and cultural events were held at every hall. The Odisha Police monitored the whole campaign in cooperation with the district administration. UNICEF trained the police officers and folk artists to conduct the awareness drive. Special vehicles along with posters and campaigns covered every district, with a focus on areas with higher reported cases of child abuse.

THE PROGRESS AND RESULT

The 15-day state-wide campaign, with 15 vans and 75,000 police officers, covered 46,000 km, interacted with 13,000 communities and reached 2.3 million people. Based on the overwhelming response, the Government of Odisha is planning to launch the Paree-2 campaign, which is a follow-up campaign to the first one.

CASE STUDY 4 - INDIA: ROUND TABLE ON JUVENILE JUSTICE IN INDIA

The Situation

In 2013, the Supreme Court of India took an initiative to reform the Juvenile Justice system in the country and appointed a one-man committee headed by then Justice of the Supreme Court, Justice Madan Lokur, to oversee the implementation of the Juvenile Justice Act. This work took place at the same time as when the Nirbhaya case shook the conscience of the nation and sparked a debate on the age of a juvenile, as one of the convicts was under 18 years of age. This initiative led to the enactment of a new Juvenile Justice Act in 2015.

The Process

The Supreme Court worked closely with UNICEF, Ministry of Women and Child Development and other key stakeholders and conceptualised round table consultations on the Juvenile Justice System in India. There were regional consultations culminating in national level consultations each year from 2014 to 2018. The objectives of the consultations were as follows:

1. Effective functioning of statutory bodies
2. Strengthening restoration and rehabilitation of children
3. Rehabilitation services and linkages with the POCSO Act 2012
4. Integrated Child Protection Scheme (ICPS)

Results

These round table consultations effected several changes in the child protection system. Some of the key changes are presented below. The Supreme Court asked the High Court in each state to establish a Juvenile Justice Committee with sitting High Court judges and a Secretariat to service the committee, which was then successively done. This works as an oversight body on the issue of child protection and implementation of acts and schemes. It also works as a convergence platform

for the Judiciary, police and the government. This ensured allocation of resources for establishment of child-friendly courts and child-friendly police stations. It helped in setting up State Selection Committees for JJB and CWC. Strengthening of child protection structures and institutions led to the appointment of members in JJBs and CWCs, their training, regular meetings, follow-up decisions and monitoring of follow-up actions. This resulted in reduction in pendency of cases in CNCP and CCL. The High Court Committee conducts regular monitoring visits to districts, sub-districts and lower levels to get a first-hand experience of the child protection issues. These activities have encouraged increased coordination between key departments like the Department of Women and Child Development, Department of Labour and Department of Education in the three states. The Child Care Institutions have been regulated. The pendency of cases has reduced, and the JJ Committee has played an active role in achieving this result. The appointment to the statutory structures has been accelerated. Interviews with key stakeholders at national and state level informed that there was a change in attitude and behaviour of the decision-makers and service providers towards child protection issues have changed. There is appreciation for the complexity of work and joint working between government, judiciary, and police to address the challenges. The levels of cooperation between different stakeholders have also improved. UNICEF has not continued with the round table consultations, which proved to be a highly effective institutional mechanism for child protection work. There is a need to reinstate such consultative processes in some form.

UNICEF's work leading to better outcomes at the individual child level could not be triangulated from the Focus Group Discussions done with children and parents in the villages. The reason for this was because UNICEF primarily focussed more on system strengthening work at the state and district level and less on preventive work at the community level. Children had no knowledge of UNICEF's work on system strengthening. We present below an analysis of the key outcomes and contributions made by UNICEF. The status before the programme corresponds to the status of child protection work before 2013, as mentioned in the 'Relevance' section. The level of strength is ascribed by the number of sources, who confirmed the findings. Level 1 means confirmed by at least one respondent and receives one star. Level 2 means confirmed by at least two respondents and receives two stars. Level 3 means confirmed by three or more respondents and receives three stars.

Table 8: Key changes

Level	Status Before the Programme	Status at the end of the programme	Change	Type of Change	Level of Strength
State	Technical assistance not available	Technical assistance to the Juvenile Justice Committee for effective implementation of JJ and POCSO Act	Enhanced capacity	Positive	2
State	Child protection not part of the regular training agenda	Capacity building programme of NLUO included child protection modules in its training course curriculum.	Enhanced capacity	Positive	3
State	No orientation of the police on cybercrime and online safety of children	Training police on cybercrime and child online safety against children	Enhanced capacity	Positive	3
State	No awareness of child sexual abuse and violence against children	PAREE Campaign	Innovative programme	Positive	3
State	Specific support not available to DWCD; programme innovation	Support to DWCD to function as a nodal agency for child protection work and implement child-related laws such as JJ, POCSO, PCMA, ITPA	Institutional development	Positive	3
State	No state-level plan of action being prepared.	Support to the Labour Department on development of State Plan of Action for elimination of child labour; 45 days campaign on the elimination of child labour	Institutional development	Positive	2
State	Child protection was not part of the regular training agenda of the police.	Biju Patnaik Police Academy provided pre-service and in-service training on child protection.	Institutional development	Positive	3
State	Lack of coordination between the key actors of child protection.	Annual Review Meeting by WCD, UNICEF, JJC of CWC, JJB, SJPU	Better coordination	Positive	1

Level	Status Before the Programme	Status at the end of the programme	Change	Type of Change	Level of Strength
State	No precedence of orientation of political representatives on child protection.	Legislature of Odisha - 17 new MLA orientation programme on CP from 2014 assembly	Perspective building	Positive	1
State	No precedence of developing political constituency focussed on child protection	Implemented Child-Friendly constituency in Nayagarh District	Innovative programme	Positive	3
State	No precedence	Exclusive adolescent collective formation-Balya Vivaha Pratirodha Mancha working with Action Aid.	Innovative programme	Positive	2
State	Large numbers of CCIs; unnecessary institutionalisations	Online registration and gate-keeping guideline for childcare institutions formalised by the government through a GR.	Shared standard	Positive	3
State	Alternative Care was not emphasised for children on move.	Non-residential alternative care for children on the move; concept of Bal Mitra; model of safe migration	Innovative programme	Positive	3
State	There was not state level planning	State-level action plan on child marriage	Better policy	Positive	3
State	Absence of standard operating procedure for CWC	SOP for CWC	Enhanced efficiency and effectiveness	Positive	2
State	States did not have any plan of action on Anti-Human Trafficking	State Plan of Action for Anti-Human Trafficking	Better policy	Positive	3
State	No specific social protection scheme for victims of rape and sexual abuse.	Manodhairya Scheme for the victims of rape and sexual abuse	Innovative programme	Positive	3
State	Absence of urban model for child protection work	Urban preventive model, safe spaces for children	Innovative programme	Positive	3
State	Training module not available	Developing a training module for different child protection actors	Enhanced capacity	Positive	3
State	There was no concept of selection committee	Formation of selection committee and selection procedures for CWCs and JJBs.	Institutional development	Positive	3
State	SJPU non-existent	Working with police in setting up SJPU.	Institutional development	Positive	2
State	State Child Protection Society either existed on paper and had few resources	Establishment of State Child Protection Society and technical support provided through consultants situated within the society.	Institutional development	Positive	3
State	Comprehensive MIS for Child Protection did not exist	Development of CP MIS including CLTS	Enhanced efficiency and effectiveness	Positive	3
State	Provision of cash transfer to children suffering from specific vulnerabilities did not exist.	Parvarish Scheme of cash transfer to children affected with HIV, Leprosy, orphans, parents in jail and single mother.	Innovative programming	Positive	3
State	The state did not prepare Plan of Action either for Labour or for Trafficking.	State Action Plan for Child Labour and Human Trafficking	Better policy	Positive	3
State	States did not have special task forces on labour, marriage, or trafficking	District Level Task Forces on Child Labour, Child Marriage and Trafficking	Institutional development	Positive	3
State	No precedence of convergent planning	Convergent Planning - Formulation of District Plan of Action and State Plan of Action on child labour	Enhanced capacity	Positive	2
State	Weak implementation of acts related to child protection	Implementation of key acts related to CP	Enhanced capacity	Positive	3
State	Ad-hoc capacity building	Capacity building of key actors in the CP system	Enhanced capacity	Positive	3
State	No institutional mechanism for oversight of children within the Juvenile Justice System at national and state level.	Formation of the Juvenile Justice Committee in the High Court and the Supreme Court	Institutional development	Positive	3

Level	Status Before the Programme	Status at the end of the programme	Change	Type of Change	Level of Strength
National	The Judiciary did not deliberate on children within Juvenile Justice System	Regional and National Consultation on JJS	Perspective building	Positive	3

b. Which were the most decisive factors that determined the achievement or non-achievement of intended results?

This question has been analysed based on findings from the interviews and our discussions with UNICEF. The decisive factors which determined the achievement or non-achievement of results are analysed below:

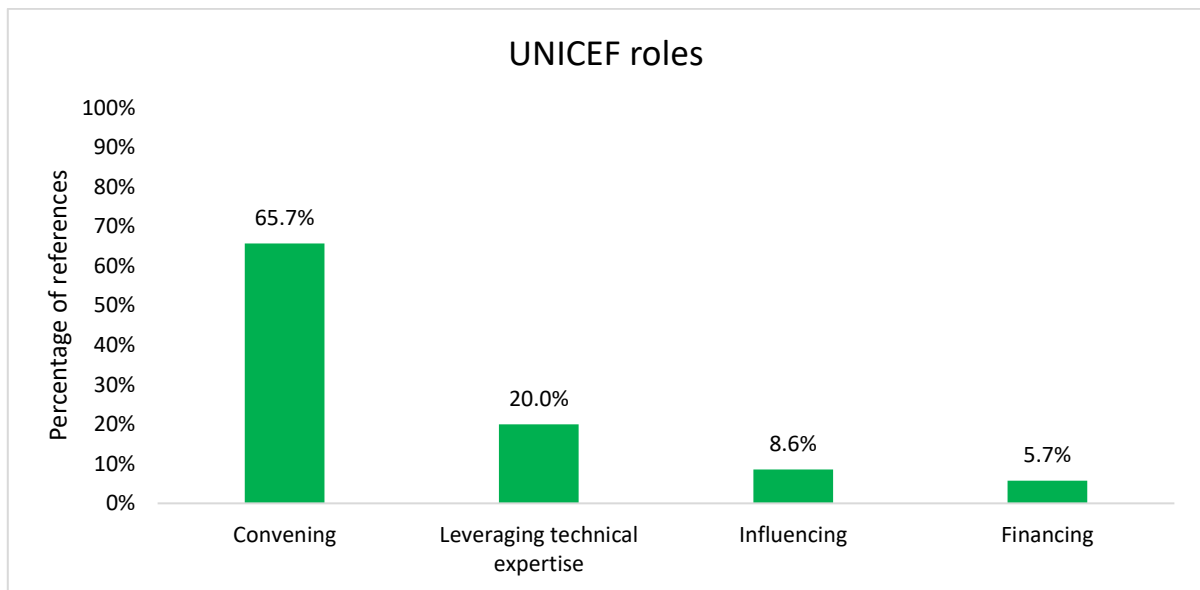


Figure 9: Perception of UNICEF roles according to the respondents

Respondents emphasised UNICEF’s convening role as a key factor of success (66% of the responses). As one respondent noted, “UNICEF’s role has been that of a facilitator”. Another respondent asserted that UNICEF had been “instrumental in creating a bridge between government and other institutions”. The convening role encompassed bringing together government entities, facilitating inter-departmental coordination, convening civil society organisations (CSOs) towards a common objective, addressing issues between stakeholders and guiding partnerships. Around 20% of the responses referred to UNICEF’s ability to leverage and deploy technical expertise. One pertinent example was UNICEF’s ability to identify and engage experts in the field of child protection, for example, experts on physical and sexual violence against children. Ability to influence variety of organisations and leverage financial resources were other influencing factors shared by the respondents.

- Proactive Judiciary** - Dissatisfied with the state of child protection in the country, the Supreme Court formed a one-person committee headed by then Justice Madan Lokur. Subsequently, in each state, a High Court Committee on Juvenile Justice was formed. The JJ Committees in the High Courts worked with the Supreme Court Committee to monitor and conduct child protection work in the states. The regional and national consultations on juvenile justice brought different systems actors together, built perspectives around child protection, enabled communication across levels, provided solutions and created an urgency to address the issue. The JJ Committees in the High Courts convened meetings of important government departments in the state to monitor the progress of activities, ensure accountability and catalyse change.

- **Leadership** - Individuals within the system, pushed important pieces of work. This theme was prominent in our discussions at district, state, and national levels. These individuals were concerned about child rights issues, were keen to find solutions, worked with UNICEF to innovate solutions, pulled the strings within the system, stood firmly on their decisions, and ensured implementation despite resistance from within the system.
- **Persistence by UNICEF** - The agenda to strengthen the system of child protection was ambitious and challenging. UNICEF was working with the system to build it, and at the same time, it ended up showing a mirror to the government. It has resources, technical abilities, global experience, and a brand image. Often these were not sufficient to gain acceptance within the system. Persistence was key to making progress.
- **UNICEF's ability** - UNICEF's ability to convene diverse stakeholders on a single platform and mobilise appropriate and quality technical expertise were two important elements, which ensured collaboration, coordination and collective action. UNICEF provided technical expertise on its own or mobilised relevant and quality expert insights and inputs on different aspects related to child protection. Most interviewees shared that UNICEF as an institution has the ability to convene and bring together the right stakeholders.
- **Flexible programme design** - Each state's context in terms of child protection was different. Though UNICEF started with a broad programme design at the national level, it soon realised the need to appreciate the diversity of the states and allowed each state to design their programmes and innovate within the broad framework of systems strengthening. This system is evidenced by the variety of programming that is on display in each of the states. The different approaches taken to address the issue of children in institutions in the states of Maharashtra and Bihar are good examples. In Maharashtra, there was a large number of institutions and children were admitted unnecessarily. One respondent opined that running CCIs was a money-making operation, which was putting a lot of pressure on state resources. There was a need to reduce unnecessary institutionalisation and reduce the number of children in institutions. In Bihar on the hand, there were very few CCIs and the number of children who needed institutional support exceeded the supply of CCIs. Hence, the government decided to increase the number of institutions. So, while in Maharashtra, UNICEF helped the government to reduce the number of institutions, in Bihar it helped the government to open and strengthen new institutions.

“UNICEF is working with the government and with CSO to show pilots/demonstrations. Then they ask the government that now you scale up. They show the pilot/models of how it's possible to mitigate these risks and I have tried. This they do consistently all through their programme period. I feel this is one big differentiator with UNICEF”.

- A CSO representative at the district level.

c. What unintended outcomes (including organisational, societal, and systemic), positive as well as negative, have resulted from the systems building and strengthening strategy implemented by UNICEF in India during 2013-2017?

The identified unintended outcomes, both positive and negative, are described below. While the first two were the unintended outcomes of the UNICEF programme, the last two were unintended outcomes at the societal level, triggered by the child protection work of the government. These have been analysed from our interviews at the state level:

Positive outcomes

- **CSO strategy development** - The system strengthening work enabled CSOs engaging with UNICEF during this period to develop their own strategies on CP. CSOs' engagement in different forums and platforms and regular engagement with UNICEF, enhanced their ability to comprehend different aspects of child protection work. This enhancement in knowledge led to more comprehensive programming for the CSOs. As one district level CSO representative shared, *“My organisation was a young organisation when we started working with UNICEF.*

While we understood the community, we were not fully aware of CP. Working with UNICEF helped us to understand the structures for CP and created an impact in the lives of children and adolescents”.

- **CSO capacity building** - The second unintended outcome was capacity building of the CSO staff on CP. As previously shared, in the 2013-2017 programme cycle, focus was given to capacity building of the different actors in the CP system. As a result, many of the CSO cadres were trained on the JJ Act, POCSO and other important legislations and aspects of child protection. This training, respondents shared, helped to strengthen their organisations and improved the effectiveness of their implementation.

Negative Outcomes

- **Increasing use of children in crimes** – One of the key issues reported was the increasing use of children for committing crimes, which also leads to more juveniles being in institutions. Respondents shared that given the lower severity of punishment for children in the JJ Act, many adult offenders were using children for committing crimes on their behalf. One specific example from the state of Bihar was the use of young children as liquor and drug couriers.
- **Taking undue benefits of CCIs** - Due to increased knowledge of services offered in child care institutions, many parents leave their mentally challenged children in the CCIs, leading to overcrowding and separation of the child from his or her family. As the CCIs do not have sufficient understanding and expertise to engage with these cases, these children languish in the CCIs.

How effectively are coordination mechanisms working to create and sustain linkages across sectors, and between child protection actors, as a result of UNICEF’s investments during 2013-2017?

The findings presented below are from the interviews conducted with key stakeholders, especially state and district level interviewees. Some of the key coordination mechanisms developed during the programme period were as follows:

- The High Court Committee and the Supreme Court Committee on Juvenile Justice were instituted as an oversight body responsible for monitoring actions on child protection. Though these committees do not have the power to execute executive actions, they continue to function, bring stakeholders together and demand action.
- The Department of Women and Child Development has assumed the responsibility of nodal agency for child protection work. DWCD is responsible for convening and coordinating regular child protection work. Departments across levels are engaging with each other, and there is clarity on where and on what issues convergence has to be done.
- At the district level, the District Child Protection Units are responsible for convergence and coordination. The district-level coordination is challenging as the staff in the DCPUs are contractual and their power to ensure coordination and convergence from other departments is weak. Creating and strengthening of DCPUs have contributed to developing one of the key coordination mechanisms, which has been strengthened by UNICEF in all three states.
- The state and district level task forces and advisory committees were formed with representatives from different departments for dealing with labour, marriage and trafficking are important forums for coordination and convergence. These task forces and advisory bodies are operational in all the states visited.

These coordination mechanisms were effective in creating and sustaining linkages across sectors and actors.

d. How effectively has UNICEF’s child protection programme responded to gender, equity, and human rights in its approach?

This question has been answered using the inputs from the UNICEF CP team at national and state level and from desk research. The analysis found that the gender, equity, and human rights concerns have been incorporated into the programme to a medium extent (Refer to Table 5). The results matrix of the CPAP 2013-2017 clearly lays out the

mapping and reporting of PCR1 and 2 outcomes against the UNDAF indicators integrating gender and equity in reporting. It also talks of inclusion of reporting on vulnerable communities. In Odisha, it was shared that the work done with police had a very strong component of gender. The respondent referenced the work done with the police on violence against girls. Similarly, the work on child-friendly courts and district level programmes was equity-focused. According to respondents, child friendly courts looked at the differential needs of boys and girls. Similarly, district level implementation programmes addressed the needs of boys and girls separately. Across all states, as part of model development work in different contexts, both men and women participated in various implementation activities. The Child Protection Specialists of UNICEF opined that the gender and equity aspects were embedded into the CP strategy. Documentation evidence detailing how the programme responded to gender, equity and human rights concerns was not available.

On the last two aspects around monitoring, data capturing and the diversity of stakeholders, the evaluation finds that this information has been collected to some extent across the interventions. An example was the CPMIS which had information stratified by gender and caste, helping promote understanding of the reach to vulnerable groups. However, this information was not uniformly available across all programmes of CP.

Conclusion

- The system strengthening work led to varied outcomes. One of the significant outcomes identified was developing an understanding of child protection issues and their importance; an aspect which was missing before the programme. Prior to the programme, child protection was equated with education and nutrition and was not considered to be a standalone issue. The complexity and interdependence of work within the broader ecosystem was not recognised. Absence of a cohesive perspective led to the fragmented nature of child protection work in the public system. Coordination and convergence between different actors critical to child protection were poor. Apart from these limitations, the overall ability of the system and individuals to deliver the child protection agenda was low. UNICEF's work highlighted the interconnected nature of CP work. Departments and functionaries at various levels now appreciate the complexity of the challenge and understand why it is necessary to join hands with other relevant actors in the system to deliver on children's rights.
- The programme has been effective in delivering outcomes in upstream and mid-stream work, especially in creating and promoting institutional development at state and district levels, ensuring that they are functional and effective, enhancing knowledge and building capacities of CP system actors, generating evidence that can feed into downstream work and triggering collective action among multiple stakeholders. Downstream work has been successful in creating models, which can be replicated in the next phase. Additional system strengthening work remains to be done at the district and sub-district level.
- Work with the Judiciary at the national and state level strengthened the oversight functions of the Judiciary and affected several actions at the state and district level. Formation of High Court Committees on Juvenile Justice and strengthening of Juvenile Justice Boards in the districts were two important examples. The work with police led to the functioning of the Special Juvenile Police Units, but there is still a lot of work to be done, which was emphasised by respondents in all the three states.
- UNICEF's work on developing the Child Protection Management Information System led to a higher demand for information on child protection at the state and district level. Though each state has its own functional MIS, experience with state-level information management has been mixed. While a state like Maharashtra unsuccessfully tried to develop an MIS for CP, the CPMIS developed in Bihar is perceived to be comprehensive and has been appreciated at the national level by the Government of India and by the Supreme Court of India. Significant work needs to be done to improve generation and use of evidence within the CP system.
- As part of the institutional development support provided under this investment, many forums, linkages, and platforms have been established and made functional. Some of these include the High Court Committee and the Supreme Court Committee on Juvenile Justice, the Department of WCD as the nodal agency for child protection work, DCPUs and other similar task forces and advisory committees. While the ones at the national and the state level are functional and highly effective, district level forums are less functional.
- UNICEF is perceived as an effective convener with the ability to bring key stakeholders and their perspectives to the table to ensure effective programming and delivery of child protection policies and

programmes on the field. Its ability to be persistent in engaging with the right people across government institutions, CSOs and academia, and the presence of a strong internal team driving these engagements were identified as the key factors making the programme successful.

- UNICEF has played an enabling role for other CSOs working on child protection by providing them with a platform to engage and learn and helping them build their capacities on multiple aspects, thus providing them with mechanisms to strengthen their CP strategy and implementation. Engagement with CSOs was limited.
- Gender, equity, and human rights concerns have been embedded into the programme. Documentation supporting how gender, equity and human rights concerns were addressed was missing.

6.3. Efficiency

a. Extent to which UNICEF been efficient (following timely, well-organised processes; achieving results with minimum wasted effort) in making the best possible use of available resources for strengthening CPS at the national and sub-national levels

UNICEF worked with the public system, leveraged public resources, and augmented the fund requirement with its own resources to carry out system strengthening work. The Annual Work Plan for each state guided investment at the state level. This strategy was an efficient way of delivering the systems strengthening agenda, as the specific agenda for systems strengthening was different for different states. The state offices had the flexibility to collaborate with the system players in the state and decide on state-level priorities for action. Respondents across levels in all three states and at the national level acknowledged UNICEF's contribution to systems strengthening through provision of finance, technical expertise, and its convening ability, which facilitated several developments at the state level.

Following are some examples from the three states, where UNICEF leveraged government resources to deliver the systems strengthening agenda:

- **Support to child protection structures:** UNICEF supported establishment and strengthening of State Child Protection Societies as well as District Child Protection Units. UNICEF arranged capacity development inputs through consultative support or by placing consultants within the state-level bodies. The UNICEF Consultants in the Child Protection Society in the state of Bihar are full-time staff, working under the guidance of the Director. In Odisha, while the state government recruited the personnel, UNICEF built the capacities of the personnel.
- **Type of employment:** In Bihar, key positions in the DCPUs were permanent staff of the government and came from the government cadre. This meant that they were able to negotiate their way and work within the system. In Odisha, as a contrast, key staff of the DCPUs were contracted. Working with permanent staff from the government cadre provided strong traction to the systems strengthening work. The contractual staff, on the other hand, found it difficult to navigate within the system.
- **Support to campaigns and model development:** UNICEF collaborated with the government and carried out several child protection related campaigns, where it augmented financial, technical as well as design support. In Odisha, the PAREE Campaign against child sexual abuse was a massive effort done in collaboration with the state government, police, district administration, civil society organisations and community. The models of child protection work developed in the state of Maharashtra (Safe Migration, Education Guarantee, Anti-trafficking) and Bihar (CPMIS and CLTS) are collaborative efforts, which have leveraged government resources.
- **Training:** Training was provided to government officers, judicial officers, police officers and other stakeholders in the system, in collaboration with the state-level administrative or judicial or police training institutes, and leveraged infrastructure and human resources. UNICEF designed and developed the approach and methodology for the training programmes. It also identified and engaged technical expertise for these training programmes.

Senior officers in all the three states acknowledged the facilitation role played by UNICEF in terms of the development of child protection management information systems, guidelines for child care institutions, Standard Operating Procedure, processes, protocols, terms of references and job descriptions for institutions and their functionaries at the state and district levels.

A more accurate analysis of efficiency requires two sets of data: (i) investment made by the government vis-a-vis investment made by UNICEF for each budget item; and, (ii) industry standards for comparative analysis of money spent. While the first set of data is extremely difficult to obtain, there are no benchmarks for investment in CPS strengthening. Each country has a different context, and in a country like India, there are significant variations across states, which has an implication on costing. Hence a detailed analysis of efficiency was not possible.

b. Extent of collaboration and coordination with existing programmes and key child protection actors (government at national and sub-national levels, civil society, academia, etc.). Has it reduced the duplication of efforts and miscommunication, and ensured that accountability? How?

There has been significant collaboration and coordination with existing programmes and key child protection actors at the national and sub-national levels. At the national level, UNICEF collaborated with the Ministry of Women and Child Development, Supreme Court of India, National Commission for the Protection of Child Rights, and several CSOs like Haq and Leher. These collaborations were key to setting the agenda of child protection work at the sub-national level. For example, the collaboration with the Supreme Court of India and the Ministry of Women and Child Development on the round table consultations on the Juvenile Justice System was appreciated as an innovative and useful approach to bring key stakeholders together with a solution focus. The four regional and national consultations, which were held in succession for four years, created a platform for diverse stakeholders from the government, judiciary, police and CSOs to develop a collective perspective of child protection, responsibilities, challenges, including coordination challenges, and solutions to those challenges. It also provided continuity to the work. The work with the National Commission for the Protection of Child Rights revived the role of the Commission at the national and state levels. It also strengthened the relationship between the national commission and the state commissions.

“There was no connection with the State Commissions on Child Protection. Working with UNICEF, we could engage with the state commissions, make them functional, push them to play their role, empower them in the process, which brought the issue of child protection to the fore”.

- NCPCR

At the sub-national level, UNICEF primarily engaged with the Department of Women and Child Development, the nodal department at the state level for child protection, and other key departments on education, labour, home, and revenue to conduct systems strengthening and implement ICPS. UNICEF worked with the DWCD to: (i) strengthen the statutory structures like DCPUs, CWCs, JJBs and DCPCs; (ii) staff statutory bodies with human resources; (iii) build capacities of the staff in the statutory bodies; (iv) develop guidelines and protocols, and; (v) develop monitoring and data management abilities. UNICEF worked closely with the State Child Protection Society in each state. In Bihar, for example, UNICEF placed six consultants within the SCPS as staff in different roles to strengthen the capacity of the government.

“Without UNICEF support, we would not have been able to make much progress”.

- SCPS, Bihar

UNICEF engaged with the Judiciary through the High Court Committee on Juvenile Justice to implement the JJ Act, institutionalise the monitoring role of the HC Committee, and build capacities of the JJBs so that they are able to perform their role effectively. UNICEF also worked with law enforcement on specific issues of rescue and rehabilitation in the context of labour, trafficking, and violence against children, and built their capacities.

The capacity building agenda was delivered in collaboration with the state level Administrative Training Academies, Judicial Training Academies, Police Training Academies, National Law School Universities, and private training

institutions. UNICEF made efforts to integrate child protection related modules into the regular course curriculum and training modules of these institutes. Some of these training institutions were:

1. Gopabandhu Academy of Administration, Odisha
2. Biju Patnaik State Police Academy, Odisha
3. National Law University, Odisha
4. State Training Institute for Development Administration, Maharashtra
5. Maharashtra Judicial Academy, Maharashtra
6. Chanakya National Law University, Bihar

Specific campaigns, like the PAREE campaign in Odisha and model development work like Safe Migration in Maharashtra, were carried out in collaboration with the public system, government departments, police, district administration, other private agencies and CSOs. UNICEF's role in convening, facilitating, and providing technical support and financial inputs was recognised by the respondents. Though it is difficult to ascertain whether UNICEF's efforts reduced duplication of efforts and miscommunication, the evaluation findings show that several government initiatives would either have not taken shape or would have been of low quality without UNICEF's input. These findings have been corroborated by respondents at state and district level.

Conclusion

UNICEF worked with the public system, leveraged public resources, and augmented the fund requirement with its own resources to conduct systems strengthening. The Annual Work Plan for each state-guided investment at the state level. This has been reported, primarily in three areas, across the states: (i) establishing and strengthening structures of child protection at the state and district level; (ii) supporting the campaigns and models of work in each state, and; (iii) using existing training infrastructure of the government and other actors in the ecosystem.

UNICEF's *collaboration* with the Ministry of Women and Child Development, the Supreme Court of India and the National Commission for the Protection of Child Rights set the agenda for child protection work at the sub-national level. Collaboration with national-level NGOs like Haq and Leher provided critical insights on the work. At the sub-national level, UNICEF primarily engaged with the Department of Women and Child Development, the nodal department at the state level for child protection, and other key departments on education, labour, home, and revenue to deliver the systems strengthening agenda. UNICEF's engagement with the Judiciary at the national and state level strengthened the oversight function of the Judiciary and instilled a sense of seriousness in various actors in terms of child protection work. UNICEF delivered the capacity building agenda in collaboration with the state level Administrative Training Academies, Judicial Training Academies, Police Training Academies, National Law School Universities, and private training institutions.

6.4. Sustainability

- a. **To what degree has the systems building and strengthening approach implemented by UNICEF during 2013-2017 led to sustained improvement in the capacity of government, key child protection actors and other partners at the national and sub-national levels?**

The changes brought about due to capacity building initiatives of UNICEF could be categorised into the following:

- **Perspective building and knowledge enhancement on the issue of child protection:** UNICEF provided training to a variety of actors in the child protection ecosystem. These actors included people within the statutory structures like CWCs, JJBs, CDPU, police, government officers, judiciary, and officers of the State Commission for the Protection of Child Rights. This training helped in shaping perspectives on child protection, key actors important for child protection work, interrelations of different aspects and their interdependencies. UNICEF brought all the organisations together and suggested that they should work on CP as a domain and not as a programme.

“The national and regional consultations on Juvenile Justice increased awareness on the rights of the child and what could be done around it to enforce rights. Awareness was prominent. Different actors in the ecosystem came together, started working together and taking action. Different interconnected and interdependent issues were identified, highlighted and people started working on those aspects. For example, use of drugs in shelter homes or status of infrastructure in shelter homes. Infrastructure in the shelter homes would require the Public Works Department to take action. We started getting a more comprehensive picture of the children in the system. New ideas emerged on how to work on the issue. The consultations were also opportunities to take stock, share what worked and what did not, challenges and solutions in different contexts”.

-National level respondent

State level respondents in all three states informed that there was no common understanding of child protection prior to the programme. Children were not deemed important. Departments related to child protection were not ready to take responsibility for child protection. For example, the Labour Department was not ready to take responsibility for child labour. There was less clarity on what needed to be done. Children’s issues were not factored into the broader scheme of development. Child protection meant ICDS. Now perspectives have been built within the system. There is a stronger understanding that child protection is different from nutrition or education, and a complex appreciation of the complex nature of work and the fact that so many different departments are responsible for ensuring child protection.

- **Institutional development:** UNICEF engaged with the government and the Judiciary to implement the ICPS and JJA in the states. It facilitated and contributed to several system-level initiatives, which included setting up or strengthening statutory structures like CWC, JJB, DCPU, SJPU, DCPC, State Child Protection Society and State Commission for the Protection of Child Rights. Through persistent engagement with the government, UNICEF ensured that these institutions of child protection were put in place. UNICEF either developed or provided inputs to the development of ToRs, roles and responsibilities, guidelines and protocols and manuals, which would enable institutions to begin working on the issue of child protection. A dedicated cadre of child protection functionaries in the judicial system and the police is a critical need, which was expressed by several respondents.
- **Capacity building:** The core capacity development includes comprehension of child protection, understanding the ecosystem and the global and national context, familiarity with relevant legal and programmatic framework, understanding of roles and responsibilities, ability to perform the roles and transact the responsibilities and overall institutional capabilities to deliver. Capacity development of the staff was ad-hoc and piecemeal in nature before the programme. UNICEF suggested that the government be more strategic in developing capacities on child protection. This included recruitment, performance management, induction, training, and re-training. Each state strategized and delivered capacity building programmes in their own way. UNICEF conducted an assessment of the workforce titled "Supporting and Strengthening DCPUs." The assessment looked at what capacities exist in India, what training could be provided, what could be additional training areas, what are the global practices and what could be done to build capacities on advocacy. One of the recommendations was to understand the capacity gaps. The initial assessment built consensus and revealed the need for training. The national government subsequently agreed to look at capacity building more deeply and UNICEF is developing tools and methods to support this initiative. Key capacities also include the capacity to plan, implement and monitor the programme and use data to make decisions. UNICEF has built a support system around the people and structures, which would enable them to take appropriate actions in these areas. UNICEF mobilised and provided critical technical inputs to child protection deliberations, which facilitated a better understanding of the issue.

“UNICEF’s role was critical in providing technical support. The government would not be able to manage new insights, new models or manage technical support on its own. UNICEF has been prompt in providing training, insights, and technical support. Government has resources but the unit costs are low and if you want good quality or inputs or training, then you need more investment. That is not possible in the government system”.

- A senior officer in the Government of Maharashtra

While the capacities built within the system will sustain, work needs to be done to streamline the management information system, data management, analytics, and its use for decision-making. Continuation of trained resources in positions and availability of resources for child protection work will influence the ability of key child protection actors to deliver on the child protection agenda in the long-term.

The system building and strengthening approach of UNICEF has developed perspectives and understanding around child protection, enhanced knowledge on the issue of child protection, strengthened institutions of child protection, built core capacities to deliver response services and developed supportive systems to enable the same. Capacity to generate and use evidence, institutionalisation of the training agenda in the public system, continuation of trained resources within the system and resource allocation for child protection work would be key to sustaining these changes. Lack of a dedicated cadre of resource personnel within the Judiciary and police and at the village level to deliver child protection work is one important challenge that remains to be addressed.

b. Is there any evidence of UNICEF’s supported initiatives being adopted by government/partners and institutionalised?

The answer to this question has been analysed with findings from key informant interviews at state level. There are several initiatives at the sub-national level which are being adopted by the government and other partners and institutionalised. We present below an account of such initiatives and evidence of adoption.

Table 9: Evidences of UNICEF’s supported initiatives adopted/ institutionalized

SN	UNICEF Supported Initiatives	Evidence of Adoption and Institutionalisation
1	PAREE Campaign - Also known as Operation Muskan; a joint initiative of Odisha Police and UNICEF; state-wide campaign on child sexual abuse for two weeks;	Based on the success of PAREE - I, Crime Branch of Odisha Police in collaboration with Women and Child Development Department, has planned to launch PAREE - II, which will trace missing children from within and outside the state. This campaign has been delayed due to some administrative reasons, but is in the plan.
2	Child-Friendly Constituency - Implemented in collaboration with the Members of Legislative Assembly, District Administration of Nayagarh District in Odisha and CSO partner, Youth for Social Development; creates an enabling environment for children in the constituency to proactively engage with elected representative from the constituency and service providers on issues of their concern	Though the Child-Friendly Constituency has not been replicated, it was appreciated by stakeholders in the government and civil society. During our interviews, a couple of respondents requested to replicate this model in other political constituencies of the state.

SN	UNICEF Supported Initiatives	Evidence of Adoption and Institutionalisation
3	Standard of Care for Child Care Institutions; Mandatory MIS for CCIs and Mandatory Child Protection policy for CCIs.	These have been developed in collaboration with the Government of Odisha and CSOs and have been enforced. This has brought down unnecessary institutionalisation of children in Child Care Institutions. The standard of care and MIS developed allows the district administration to have a stronghold over the regulation of these institutions and ensures transparency in its functioning. At the same time, the CCIs are spared of the bureaucratic hurdles as the requirements and the processes are clear and easy to follow.
4	Changing course curriculum of National Law University Odisha - Course Curriculums of National Law Universities are decided by the Bar Council of India, as the Universities are affiliated to the Bar Councils. UNICEF successfully worked with NLUO and included specific modules related to child rights and child protection in the course curriculum.	Regular courses included modules on child protection and child rights. The Centre for Child Rights imparts these courses in collaboration with university faculty.
5	Safe Migration – A family and community-based kinship care, started as a pilot initiative in collaboration with the Department of Women and Child Development, Department of School Education and Sports, District Administration Jalna in Maharashtra and CSO Swaraj in 12 villages to ensure rights of children of the families, whose parents migrated for employment and who stayed behind in the villages; innovated and deployed the concept of Bal Mitras or Buddies for children.	Scaled up to three blocks subsequently; facilities ensured through a Government Regulation issued by the Education Department; Inter-departmental Task Force formed in Jalna on migration; Inter-state Consultation Committee formed for state-wide scale-up; the Government Regulation ensures institutionalisation of the provisions and paves way for replication in other areas.
6	Education Guarantee Card - Education Guarantee for children	Based on the model mentioned above at serial number 5, non-residential alternative care was advocated with the government, formalised through an Education Guarantee Card, and scaled up by the Education Department of Maharashtra.
7	Trafficking - Maharashtra being a destination state for trafficked children and women, UNICEF worked with Prerana, IJM and Supreme Court of India on inter-state coordination, framing policy, and monitoring. State Action Plan for Anti-Human Trafficking and Task Force on AHT was formed.	Formalised through a Memorandum of Understanding between Government of Maharashtra and Government of West Bengal. There is an Advisory Committee on AHT as an oversight body, which is chaired by Additional Chief Secretary Home and which coordinates with other departments. It includes protocols on Rescue-Repatriation-Rehabilitation-Integration for the rescued child.
8	GP Level Planning in Maharashtra - ISP division of UNICEF designed and funded this model, which looked at village and panchayat development plans, where there are specific allocations for the development of women and children.	Scaled up to six administrative divisions in six blocks and mainstreamed through Rajiv Gandhi Panchayat Shasaktikaran Pariyojana. Maharashtra is the only state to have 10% of the total budget allocated to women and child development. Child participation was institutionalised in the GP plans in 2018-19.

SN	UNICEF Supported Initiatives	Evidence of Adoption and Institutionalisation
9	Child Care Institutions - Proliferation of institutions and increase in children in the institutions, burdened the pressure on the system; UNICEF collaborated with the DWCD, TISS, KPMG and Department of Revenue to develop online registration of institutions, grading of institutions, standardisation of processes and protocols	Findings led to the formulation of a Gate-Keeping Guideline for the CCIs in the state, which was formalised through a Government Resolution. The department used the GR to ensure that the CCIs review every case of CNCP
10	CPMIS - UNICEF collaborated with the Department of Social Welfare, Government of Bihar to develop a systematic yet centralised management information system titled Child Protection Management Information System (CPMIS) for JJBs, CWCs, SJPU and CCIs. CPMIS integrates Child Labour Tracking System (CLTS), which facilitates case management of rescued child labour	This system has been in implementation in 38 districts of Bihar. CPMIS has been recognised as a comprehensive MIS for child rights and has been appreciated by the Supreme Court and is being suggested for adoption in other states
11	Human Resource in Statutory Bodies - UNICEF engaged with Government Bihar on selection, recruitment, and training of human resources for the statutory structures like DCPUs, CWCs and JJBs. These have happened in other states also	Human Resource in the state like people in the District Child Protection Units, specifically Additional Director Child Protection and Child Protection Officers in the state of Bihar are from the regular cadre of the government. This provides power to the positions and enables them to negotiate better within the system
12	Training provided to the people in statutory structures - Working in collaboration with the government, UNICEF has developed training modules and curriculum for the people in statutory structures	These trainings are imparted in collaboration with state-level administrative or police or judicial training academies

Models, initiatives, protocols, and guidelines have either been adopted, replicated, scaled-up or formalised through government resolutions. These are: (i) Operation Muskaan, Child-friendly constituency, Standard of care, Course Curriculum for NLU in the state of Odisha; (ii) Safe Migration, Education Guarantee, Model of anti-human trafficking, Gram Panchayat level development planning in the state of Maharashtra, and; (iii) Child Protection MIS and human resources for the statutory bodies, and training provided to people in statutory bodies in Bihar. Some of the initiatives like the PAREE Campaign and constituency development have the potential to be replicated. Hence, the evidence supporting adoption and institutionalisation of these UNICEF supported initiatives by the government is strong.

c. Does the child protection programme have evidence to demonstrate its work is scalable? Was the work to strengthen child protection systems scaled up sufficiently in the prioritisation phase to achieve the intended results?

There is evidence to suggest that the child protection systems strengthening work has scaled up in the prioritisation phase.

- Statutory structures:** As described above, the statutory structures of child protection have been put in place at the state and the district level. Institutions either were newly formed or strengthened as per the mandates of the ICPS and JJA. State-level institutions include the State Child Protection Society and the State Commission for the Protection of Child Rights. In addition, the nodal role of the Department of Women and Child Development in child protection has been reinforced. One key challenge shared by respondents is that the Integrated Child Development Services receives primacy over ICPS in the department's agenda. At the district level, the district level statutory structures like the CWC, JJB, DCPU, DCPC and SJPU have been constituted, trained, and started functioning. These mid-stream institutions have focussed on response services.

- Human resources in the system:** Engaging with the government and the Judiciary, the programmes brought in a cadre of professionals and trained them in child protection work at the state and district level. For example, the District Child Protection Units have recruited District Child Protection Officers, Protection Officer Institutional Cares, Protection Officer Non-Institutional Cares, Legal cum Probation Officers, Counsellors, Social Workers and Outreach Workers. These are essential programmatic positions necessary to deliver the child protection services. These positions have been staffed at the district level. The staffing might vary from state to state or from district to district within a specific state due to vacancies at any particular point in time. However, the qualification, recruitment processes and protocols for capacity development of new incumbents have been implemented on the ground and working. One key concern is the contractual nature of the job, which impacts the motivation of the employees and their power to negotiate work within the main system. Recruitment to CWC and JJB takes place regularly. Short tenure of the members of the CWC and JJB is a challenge as the new members require training support. JJBs are headed by a first-class judicial officer, who has this additional responsibility in addition to his or her core judicial work in the district. This structure was another concern that was shared by respondents from the Judiciary. Special Juvenile Police Units have been formed and Child Welfare Officers have been assigned responsibilities, but much remains to be done with the police.
- In terms of capacity, UNICEF has invested extensively in capacity development of the people within the statutory structures at state and district level. It has designed training modules for the statutory structures and delivered these training in collaboration with the state level training academies of the government. DCPUs regularly conduct training programmes for the district level functionaries. Child protection as a subject need to be incorporated into the regular agendas of the training and academic institutions. For example, in Odisha, a child protection agenda is integrated into the regular training agenda of the National Law School University of NLOU. The same could not be done in the case of Chanakya National Law University in Bihar. UNICEF has also invested in developing systems, protocols, and guidelines for transacting work, which has been adopted and used by the government. Data collection and management would require investment and focus in the current phase.

Basic structures, human resources, capacities and protocols have been scaled-up at the state and district level. Trained people are available to carry out the agenda of delivering responsive child protection services. Concurrent and continuous capacity building of state and district level functionaries within the administrative system, the judicial system and the regulatory system is essential to ensure that capacity building requirements of the new recruits or the retraining agenda is taken care of.

d. Is the theory of change and planned action for responsive and preventive child protection in the 2018-2022 country programme based on evidence and documented best practices? What changes are required?

The answer to this question has been analysed from the UNICEF Strategy Note on CP for the programme 2018 – 2022, and from the findings from the current evaluation, especially the section on effectiveness. UNICEF’s investment in child protection system strengthening during the 2013 – 2017 programme resulted in strengthened child protection structures, development of guidelines and practices, knowledge and capacity enhancement of the system actors, better implementation of acts and schemes and strengthened systems of evidence generation. A gap in the programme was that it focussed more on the response and supply side of CP work and less on the preventive and demand side of it. There is still significant system strengthening work to be done at the district and sub-district level. In the current period, considerable effort should be given to strengthening preventive aspects of child protection. The work with the police did not yield the desired result. Similarly, the work on evidence generation has been partially successful. In the meantime, allocation of resources for CP work from the national government has reduced. These gaps and expectations were shared by the respondents at the state and national level.

The overall intent of child protection programming in the programme cycle 2018-22 is: “Parents, communities and stakeholders adopt practices supported by preventive and responsive child protection systems that protect and

empower children and adolescents.” It envisages two broad outcomes. One is related to further strengthening CP structures at the state and district level, enabling them to deliver quality responsive and preventive services. The second outcome is related to strengthening the agency of adolescent boys and girls so that they become agents of change. Hence, the ToC addresses both the demand and supply side of child protection work. At the output level, the ToC envisages strengthening capacities, resources and skills of key CP structures with a special focus on capacity development of the justice system. At the same time, the ToC proposes specific outputs for enhancing adolescents’ access to knowledge, skills and spaces on CP and enabling parents and communities to support adolescents in their effort to strengthen CP work in their immediate environment.

The ToC is comprehensive and based on learning from the previous programme. Any significant change or addition to the ToC is not required. However, while the focus remains on mid-stream and downstream work, an upstream component on developing a dedicated cadre for child protection, reviewing the tenure of statutory bodies and increasing resources for child protection work should be added. The importance of police in the child protection system is not mentioned in the ToC and should be emphasised. The two key assumptions are related to adolescents becoming change agents and ability to scale up different models of work; these should be acknowledged.

e. Are issues of gender, equity and human rights integrated into the long-term vision of UNICEF’s child protection systems programme?

Our response to this question is based on insights from the programme strategy document for the current period and from our discussion with the Child Protection Specialists at the state and national level. The intervention theory does consider gender equality and human rights issues, which are reflected in the priority issues like child marriage, violence against boys and girls and children with special deprivations such as children residing in conflict areas or disaster-prone areas and children on the move. One of the key intermediary outcomes envisages boys and girls to exercise their agency and be agents of change in their immediate ecosystem. It recognises that local concerns and specific issues like

CONCLUSION

- Several models, initiatives, protocols, or guidelines facilitated by UNICEF have been adopted by the government and other actors. These have either been adopted, replicated, scaled-up or formalised through a government resolution. These are: (i) Operation Muskan, Child-friendly constituency, Standard of care, Course Curriculum for NLUO in the state of Odisha; (ii) Safe Migration, Education Guarantee, Model of anti-human trafficking, GP level development planning in the state of Maharashtra, and; (iii) Child Protection MIS and human resources for the statutory bodies, and training provided to people in statutory bodies. Some of the initiatives like the PAREE Campaign and constituency development have the potential to be replicated.
- Basic structures, human resources, capacities, protocols have been scaled-up at the state and district level. Trained people are available to carry on the agenda of delivering responsive child protection services. Concurrent and continuous capacity building of state and district level functionaries within the administrative system, the judicial system and the regulatory system is essential to ensure that the capacity building requirements of the new recruits or the retraining agenda is taken care of.

child trafficking will be addressed. States are categorised into high burden states, learning labs states and states affected by civil strife, which considers the specific context or specific deprivations. The strategy paper does not reflect or mention specific stakeholder analysis or human rights and gender analysis as a part of the overall strategy development process. The monitoring and learning framework, titled Adolescent Empowerment and Ending Child Marriage, aims to get 360-degree feedback on the programme from the key stakeholders including adolescents, especially girls.

6.5. Awareness, Attitude and Practices-Findings from Sub-districts

To examine how the work UNICEF was supporting affected the intended end-users at the community-level, namely children and their families, FGDs were conducted with boys and girls and parents to examine their knowledge and attitudes towards child marriage, child labour and violence against children. They were also asked what action they

would take should they encounter challenges or need help with these issues. These FGDs were conducted in intervention districts, i.e., where UNICEF had implemented any programme, and in non-intervention districts, where UNICEF did not intervene at all. The interviewed boys and girls were 15-18 years of age, as this age group is deemed sufficiently mature to discuss the subject matter and the topics are the most relevant to them. The analysis below does not relate the findings of the FGDs directly to the key evaluation questions; its purpose is to include voices and experiences of the target population in the overall assessment of how CPSS work is progressing in India.

Most of the respondent groups stated that they were aware that there were laws related to child marriage and child labour, but not all were able to accurately provide relevant information on these laws or even demonstrate knowledge of the relevant legislation. On the topic of violence against children, many respondents were aware that teachers were not supposed to beat children anymore. Knowledge surrounding the various legislations that cover sexual violence against children, specifically, the Protection of Children from Sexual Offences (POCSO), was non-existent. While the adolescent groups especially expressed understanding that sexual harassment, or 'eve-teasing' as it was commonly called, was not an acceptable behaviour, it was still a common occurrence. The group distinguished between sexual harassment and rape; the latter was viewed as a grosser violation that occurred less frequently, with respondents often reporting not having heard of any incidents within their villages.

Early Marriage

In 34 out of 36 FGDs, the participants within those groups knew that there was a law against early marriage. However, not all knowledge was accurate, and a few groups suggested that the legal age for marriage was higher than in actuality.

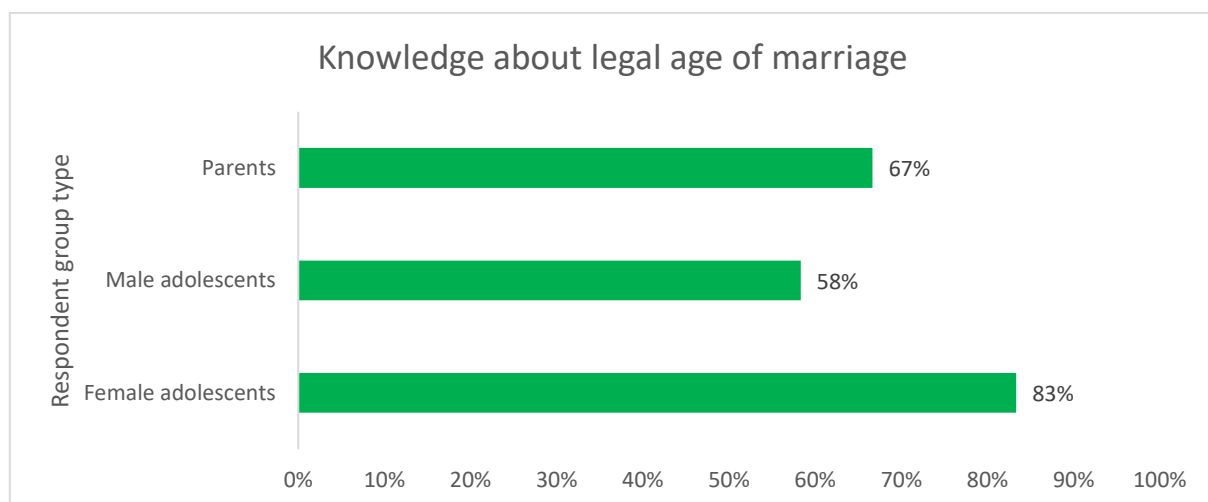


Figure 10: Knowledge about the legal age of marriage

Figure 10 captures the knowledge about the age of marriage from three respondent groups across the three examined states. Twelve FGDs were conducted with each group. Adolescent girls were the most knowledgeable about the issue, with 83% of the groups reporting the correct legal age of marriage. In contrast, only 58% of the adolescent boys' groups knew the correct legal age for marriage and the parents' groups knowledge was situated in the middle, with 67% reporting the correct legal age of marriage. Furthermore, 89% of the groups in the intervention districts had the correct knowledge as compared to 63% of the groups in the non-intervention districts across the three states, suggesting that the subject matter of UNICEF's work has been trickling down to the community level in these districts. State-wise trends showed a differential with 92% of groups in Bihar having the correct knowledge as compared to 58% of groups in both Maharashtra and Odisha.

"Yes, we know. The legal age for marriage is 24-25 for the boys and 19 to 21 for the girls"

- A boys' group from Odisha reporting an incorrect answer

Attitudes and norms on early marriage were mixed and showed no specific trends across the states, gender, or intervention types. In some groups, participants acknowledged the importance of delaying the age at marriage for

girls to 18. Other groups discussed how there were many communities where it was a norm to get girls and boys married early. A parents' group from Bihar mentioned that they were poor and that if there was a suitable proposal, they might get their daughters married early. Girls were also married off if they dropped out of school, or if parents feared they would get into relationships. All the groups shared that in most cases the girls who dropped out were engaged in domestic activities, while the boys who dropped out engaged in earning money. However, there were some cases of girls also contributing financially through home-based work or domestic help in cases where they could access cities. Many parents' groups shared that it was common for girls and boys to get into relationships and elope and get married before the legal age. Some of the girls' groups in Odisha shared that the societal fear of girls entering love affairs leads parents to marry them off, however they did not provide any anecdotal evidence.

Along with the age of marriage, both the girls' and boys' adolescent groups focused on the status of the girls in marriage. They shared that sometimes girls get married off because "society is not safe" for girls. There were a few instances where both the girls and the boys identified that the former get married because they can support the domestic errands in the in-laws' house. In Bihar, both gender groups spoke about the implications of early marriage on boys and girls. They shared that there can be healthcare consequences for girls such as having a child and being unable to care for it well whereas for boys, there was the pressure of financial responsibilities. There was also a shared agreement about the correlation between dropping out and marriage for girls, whereas this correlation was not immediately mentioned in discussions about marriage for boys. Lastly, the girls' adolescent groups more often spoke about the lack of freedom in choice for marriage and a resignation to the decisions of the parents; a topic that was not reflected with the boys' groups.

Most FGD participants said that early marriage did not take place in their villages. They said that if they were to come across such incidents, they would try to convince the parents or tell the panchayat or elders in the village. If these attempts failed to yield any result, then they would approach the police. Some adolescent groups said that they wouldn't interfere in such cases as their own parents or others in the community would not want them to because this would be another family's internal matter.

Upon being probed about the actions they would take to prevent early marriage, many of the groups shared that they would first try to convince the bride or groom's family, even though they preferred not to interfere in somebody else's personal matter. Some of the adolescents and parents mentioned they would approach the police and the village panchayat. However, very few groups spoke of approaching child protection officials or Childline.

"Yes, we will help our friend. We will convince their (bride/groom) parents to let them study. If parents do not listen, we approach the village leader".

-A boys' group in Maharashtra

The sub-district discussions showed that strong social norms favouring child marriage continue to be prevalent in certain areas and communities, while there was improved knowledge and changed attitudes elsewhere.

Child labour

In 13 of the 36 FGDs, across all states and group types, participants did not know about laws on child labour. The remaining groups' participants knew that it was not legal for children to work, but except for three groups, nobody knew that the legal age of labour was 14 years. None of the respondents spoke about child labour in the context of hazardous work, which is the context in which children below 14 years cannot work in accordance with the law. Many of the participants expressed their belief that children below 18 or 20 years were not allowed to go for work.

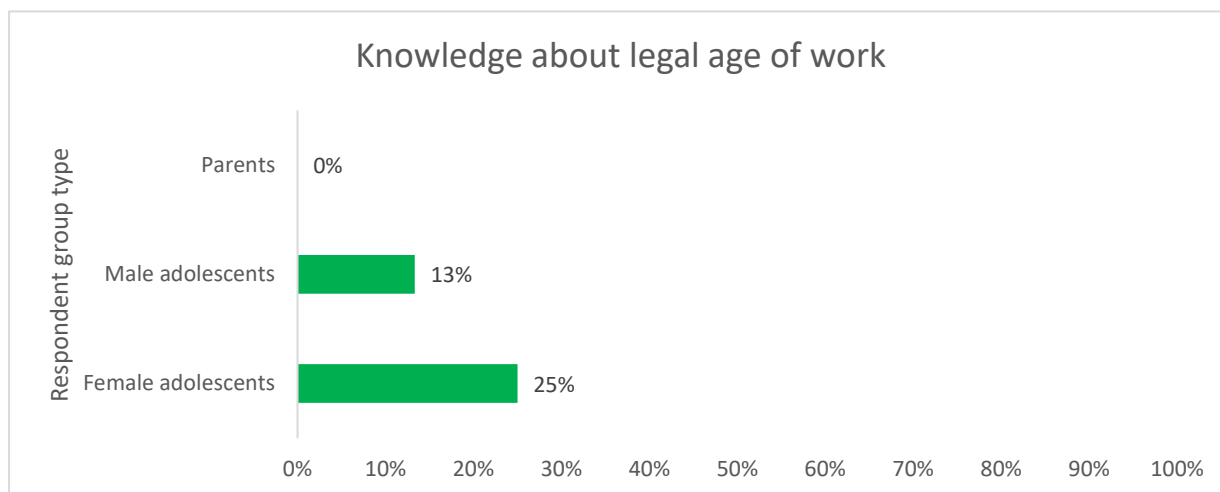


Figure 11: Knowledge about the legal age of labour

As shown in Figure 11, only 13% of the male adolescent groups knew about the legal age for labour as compared to 25% of their female counterparts. None of the parents' groups knew the legal age when a child could start working. Another persistent trend observed across all three group types was that almost half of them did not know about the Child Labour Act, 1986. Only 9% of the groups in the intervention districts reported knowing the legal age as compared to 14% of the groups in the non-intervention districts across the three states. While 43% of the groups in the non-intervention districts reported not having heard of the Child Labour Act, the trend is higher (64%) in the intervention districts. While most adolescent groups, male and female, recognised that any labour, including domestic is work, there were some male participants who qualified work as something done in return for money. While many of the respondents felt that child labour was a necessity due to poverty and household financial situations, they conveyed that, usually, it is up to the parent to decide whether their child should enter the workforce. Almost none of the respondents felt that child labour was detrimental to boys' and girls' physical and mental health and well-being.

"If we do not work, what will we eat? How would we manage our house? How would our families run? Who would feed us? Our kids would die hungry".

- A boys' group from Bihar

Nevertheless, participants from adolescent boys', girls' and parents' focus groups and key informants shared that if they knew of children being forced to work, they would approach the child's parents, the panchayat or even the police.

"If the parents do not listen, we tell the city president in the street. If you see a child being hired, we tell the police at once. He also gets help by telling the headmaster of the school. He also gets help from Anganwadi Tai in the ward".

- A parents' group in Maharashtra

Violence against children and adolescents

When discussing violence against children, the adolescent groups first identified physical violence by parents and teachers and largely agreed that it was acceptable. Upon further discussion, conversations around sexual violence emerged, however, there was very little knowledge about the law surrounding this issue. Across the three states, none of the groups reported knowing or having heard about the POCSO Act, suggesting that this is an area where UNICEF and partners may need to strengthen their work.

Most of the FGD participants – the parents and adolescents – believed that it was fine for parents and teachers to physically punish children to discipline them and that this behaviour was good for the children.

Violence against children was equated with harassment of girls in public by young boys or men from the same village or a neighbouring village. While both boys' and girls' adolescent groups identified that sexual harassment, or eve teasing, exists, the perceptions around it differed. For example, while discussing specific incidents of sexual harassment such as a boy sending love letters to a girl, the male groups acknowledged that it was harassment but

there was laughter in the group, demonstrating a casual attitude. The common themes that the girls' adolescent groups discussed on this topic were their inhibitions towards moving freely due to the fear of sexual harassment. While it was acknowledged that boys also have fear of mobility, this fear mostly stemmed from the possibility of experiencing a robbery or other petty crimes rather than crimes of sexual intent. While there was limited discussion of specific incidents of sexual harassment or assault, the girls' groups shared that they would be hesitant to speak about it or ask for help since there was shame and stigma around discussing such issues. They also spoke about fear of retaliation and revenge. Both groups spoke about domestic violence as a normalised societal practice.

When asked about actions that participants might take or encourage others to take, the respondents shared that most approach teachers, the panchayat, or the police. Girls from 3 groups and boys from 4 groups suggested that they could take such action. Some adolescent boys said that they would handle such issues by beating the people who misbehave. Young girls in one group from Bihar, however, feared that if they complain they could be the target of violence from the perpetrators. Two other groups of adolescent girls were adamant that they would take no action, with the girls in one group wondering what type of action they could take, and those in the other asking why they should interfere when they were not involved. Overall, the adolescent boys' groups suggested at higher rates that they would take some form of action, while the adolescent girls demonstrated hesitancy to complain because the blame might come on the girl and the actions taken as a result of the complaints might be unfavourable to the girls; for example, the girl's education might be prevented.

Mothers from 4 groups also weighed in on this issue, saying that they would act against harassment by speaking with the parents, panchayat or police.

However, very few noted approaching the frontline workers for any help. Approaching ChildLine or Child Protection Committees to seek help was not mentioned.

"We would speak to his/her parents. If they don't listen, then we can approach the Panchayat and village head and, even the police. However, if parents don't want to pursue the matter, we can't do anything".

-A parents' group in Bihar

Parents from an FGD in Odisha highlighted social norms that prevented harassment against girls from being reported. They said that: *"Usually people do not disclose these matters (sexual violence) in the village. They fear of answering many questions to the police and that a small matter can become a big issue in the village if it is disclosed"*. It could be seen that incidences of violence against girls were reported at the community level, but violence against boys was not a concern that the community shared.

Child Protection Committee and Childline

Amongst the non-intervention locations, some of the participants mentioned Childline. Those who mentioned Childline did not know the helpline number. There was little knowledge of the Childline and CPC.

The Childline was mentioned in 11 group discussions and 4 interviews. Of these 15 mentions, two were from intervention locations; one in Bihar and one in Maharashtra. In both cases, it was a group of young girls who knew of the Childline, and its number.

"Yes, we got to know about the number from school. People from Childline had come to our school to tell us about the helpline (number). They said whoever gets married early or is missing or is in trouble can complain by calling this number- 1098. It is toll-free" – A girls' group from an intervention location in Bihar

"If we have trouble, we will call 1098" – A girls' group in Maharashtra (in connection with child labour)

Amongst the non-intervention locations the most awareness was in Odisha (10 of 13 mentions). However, many of those who mentioned the Childline were not aware of the number, including two boys' and four mothers' groups. None of the fathers knew about the Childline.

Of all participants in the FGDs and KIIs, only four mentioned the Child Protection Committee. All were female (two groups of adolescent girls and one group of mothers, and one frontline worker), and all were from the non-intervention areas of Bandra and Bhandup in Maharashtra.

7. Expert Roundtable on CP System Strengthening

In order to help shape the recommendations of this evaluation in line with the latest literature and best practices from India and other countries, an expert roundtable on CPSS was held on 16th April 2020¹. The objectives of the roundtable were to discuss the evaluation findings and recommendations, as well as the focus areas and strategies for the remainder of the current country programme (2018-2022).

The agenda of the roundtable was to:

- a. Share UNICEF India child protection system strengthening work and the programme strategy for 2018-2022.
- b. Discuss the findings of the current evaluation of UNICEF's contribution to child protection system strengthening work in India.
- c. Review the evaluation of CPSS in four countries in South Asia (Nepal, Bhutan, Pakistan, Maldives) commissioned by the UNICEF Regional Office for South Asia (ROSA).
- d. Revise the global CP strategy and implication for CP systems work.
- e. Discuss the implications of the presented findings and strategies for the current ICO CP programme and recommendations for going forward.

Nine child protection systems experts reflected on the work of UNICEF India, provided input into the evaluation structure, findings and recommendations, and provided recommendations for the focus areas and approaches of the child protection sector in the near future.

The key discussion points and recommendations were as follows:

For the Evaluation

- a. There is no mention of schools of social work and how they fit into the systems strengthening approach. Their role should be considered in the evaluation.
- b. The global evaluation showed the linkage between child protection and social protection as a key factor of what worked well. The argument is that children are often in the CP system because of poverty, making it important to link social protection to CPSS. This should be built into the evaluation recommendations.
- c. Recommendations should have a focus on the process with the Judiciary that brought actors together and build on that as a clear iterative learning process that supports systems strengthening.
- d. The evaluation needs to acknowledge different tiers of children, suffering harms at different levels and answer questions around how UNICEF's work responds to children at different tiers.
- e. Links between upstream and downstream work need to be illuminated, detailing how the different initiatives reported in the evaluation lead to the strengthening of CP systems.
- f. The evaluation focus should be on the more complicated primary prevention role of statutory bodies, which is at the heart of CP work. Poverty and lack of access to services is not CP – the focus needs to be on building a statutory system that responds to and prevents violence, sexual abuse, etc.
- g. Measuring the efficacy of CP work is a challenge. Longitudinal work is needed to measure prevention over time. Resources and government buy-in is required to establish and measure the impact of intervention policies using a counterfactual.
- h. CP issues should be integrated into the agenda of education, police, health and human resource development.^{xiv}

¹ The expert roundtable was attended by UNICEF Child Protection Specialists and Advisers from UNICEF India field and Delhi offices, from the regional offices in South Asia, Europe and Central Asia, and Middle East and North Africa, as well as external experts from academia and CSOs. A separate report on the roundtable is available from UNICEF India.

For the Child Protection Programme

- How do specific issues, like child marriage and labour, sit within the system strengthening work?
- Who delivers child protection? Do the statutory bodies deliver child protection? Or are other organisations and platforms in collaboration with the statutory bodies responsible for the delivery?
- A lot more focus should be placed on how children come into protective care, including the reasons, processes and the types of care they receive. Children come into alternative care for many reasons. The alternative care system, instead of offering protection to children, may actually be doing harm.
- What are the preventive strategies, given the weaknesses in the sub-district context, and the lack of integrated cross-cutting data? What are the most promising strategies UNICEF India is pursuing?
- How to distinguish between national, state and sub-national work? Is prevention work at community level centred on social behaviour change? Is there a link from community to the statutory structure?
- Have linkages between statutory bodies and media outlets and mainstream programmes been made to promote a sustainable CP prevention agenda?
- Does the change in system actually change the social behaviour and practices such as child marriage? How do we ensure that system change brings a community level change?
- Social norms and their connection to child protection system strengthening might be important for a country like India. The pre-service and the in-service trainings might integrate these.
- A different state typology may be required for CP as its work differs from more established sectors.

Revised global CP strategy and implication for CP systems work

- We need to develop a common understanding around what we mean by child protection system strengthening with clearer pathways to strengthening systems.
- Sometimes donors influence child protection issues and systems. Parallel delivery systems are created because of this influence.
- What are our ambitions and what do we want out of our work? Evaluations have found that we have unrealistic expectations and planning. We set long-term goals to be achieved in a short time. Are we making enough investment in accountability?
- Do we have robust indicators for measuring child protection system strengthening?

Discussion of implications for current ICO CP programme and recommendations for going forward

- Beyond the specific elements of a system, such as workforce strengthening, role of the Supreme Court and High Court, we need to have mechanisms for going to the community level and a strategy for expanding them. This may require having iterative learning processes and bringing together institutions that have not worked together before to ensure continuity. Processes that overcome the divisions of civil society and government, ministry and the Judiciary, etc. need to be established to bring these elements together to obtain results.
- Work with the Judiciary is interesting to note. Support of the Judiciary fast-tracks progress.
- Are we really reaching the child and changing the system for them? A focus on data systems, both for performance management as well as for creating impact for children, is critical to understanding and monitoring whether and how children are reached.
- In the field of disability, there are models of community and family-based work. These models may be considered by UNICEF.
- How do we engage with corporates through their corporate social responsibility programmes?
- Should we consider the reform of governance of CPS in India? We are working to strengthen a system that might have a challenge in its own structure. UNICEF could explore how governments and structures of CPS are organized and what are the possible alternatives.
- The UNICEF India programme has a lot of breadth and this could be a concern. More focus on response systems and reaching the most vulnerable children may be needed.
- A balance between sustainable development and innovation is required.

8. Conclusion

- The concept of systems approach to child protection has emerged in the last seven years and UNICEF has been at the forefront in pursuing this approach to child protection work. As defined by UNICEF, the child protection system comprises: (i) human resources; (ii) finance; (iii) laws and policies; (iv) governance; (v) monitoring and data collection, as well as; (vi) protection and response services and care management. It includes children, families, communities, those working at sub-national and national levels and those working internationally. Relationships and interactions between the actors and outcomes of the interaction is important. It is multisectoral and cuts across parts of social welfare, education, health, justice, social protection, and security.
- The child protection system in India is a multi-stakeholder, multi-layered system spanning the spectrum of response to prevention. Government, judiciary, police, media and civil society are the key players in the system. At the grassroots, it is strongly influenced by social norms and behaviour. Each of these actors play significant roles in shaping the child protection agenda in the country. The states of India are culturally and linguistically diverse, and the context of child protection varies significantly. This diversity adds another layer of complexity to any system development work. Despite the work done by UNICEF and other international agencies like Save the Children, the understanding of the system actors, primarily government of a systems approach is nascent. While the systems approach fits well with the child protection work, there is very little understanding of the approach among the system players.
- With no agreement on the definition, lack of conceptual clarity, absence of a baseline and a Theory of Change, UNICEF India embarked on a bold and ambitious journey to strengthen the child protection system in the country. The system strengthening agenda drew its relevance from the United Nations Convention on the Rights of Child, the Sustainable Development Goals, the UNICEF Global Strategy on protecting the rights of children and various acts and policies of the Government of India. However, the government documents did not acknowledge or appreciate the importance of a systems approach at the time of the inception of the programme. Hence, the understanding of the system development work, and the responsibility of agenda setting for the programme, remained primarily with UNICEF. Interviews with different stakeholders to ascertain the pre-programme situation highlighted a range of challenges, which included weak institutions, low level of knowledge and capacities, weak implementation, fewer resources and absence of guidelines and policies amongst other reasons. The CP programme during 2013 – 2017 addressed several of the challenges mentioned above. It contributed to: (i) bringing different actors in the system together to develop a common understanding of child protection and to instil a sense of collaborative action; (ii) strengthening of child protection institutions at the state and district level; (iii) building knowledge and capacities on child protection; (iv) developing systems, protocols and guidelines facilitating better implementation of child protection acts and schemes; (v) ensuring that the CP structures are functional and effective, and; (vi) generating evidence that feeds into decision-making. In terms of downstream work, UNICEF has contributed to the development of models, which can be replicated in the next phase. As part of the institutional development support, UNICEF contributed to establishment of forums, linkages, and platforms. Some of these include the High Court Committee and the Supreme Court Committee on Juvenile Justice, Department of WCD as the nodal agency for child protection work, DCPU and other similar task forces and advisory committees. While the ones at the national and the state level are functional and highly effective, district level forums are functional in a limited way.
- One of the highlights of the CPSS work was UNICEF's collaboration with the Supreme Court of India and the ideation of the round table conferences on Juvenile Justice System. These conferences were innovative and provided a significant entry-point to initiate a larger dialogue on systems strengthening work. The round tables identified the various elements of the child protection system and helped in connecting dots. The Supreme Court was instrumental in the formation of the High Court Committees on Juvenile Justice, which functioned as an oversight body as well as a coordination platform between different actors of the system. UNICEF

subsequently engaged with Ministry of Women and Child Development at the national level and Department of Women and Child Development at the state level; the two nodal public institutions for child protection work to reform the system at state and district level. UNICEF's effort was focussed on institutional development, knowledge and capacity enhancement, strengthening coordination and evidence generation and advocacy within the public system and involved mainly response work. These were worthwhile initiatives as they set the tone for the overall system strengthening work. UNICEF also engaged with civil society organisations on smaller model development and research and advocacy work, although there was a conscious decision to move away from civil society led approach to a government led approach during the 2013-17 programme period. Engagement with media happened through the Communication for Development section of UNICEF and was minimal. UNICEF did not engage with the district and sub-district level structures of child protection, i.e., child protection committees.

- Significant changes have been reported in the public system at state and district levels in terms of institutional development, knowledge and capacity development, better implementation of schemes and acts, better evidence generation and improved coordination as a result of the UNICEF programme. However, this is only the beginning. The system change has not resulted in significant and visible changes to children's lives. There is much to be done to widen and deepen the system change work so that it provides sustained benefits to children in terms of protection and development. For example, while the government might have recognised and prioritised the capacity development work, the capacity development agenda has to be a dynamic, evolving and recurrent one and cannot be delivered without institutional commitment and sufficient resource allocation. There are other fundamental issues of political willingness to change CP system and reduce budgetary allocations for child protection work. It is necessary for the public system to develop a perspective on systems strengthening and UNICEF may emphasise this in the next phase of work.
- The evidence generation work in a system, which is vast and cuts across levels of administration, has been challenging. UNICEF has demonstrated the utility of a child protection management information system, and functional MIS have been developed at the state level. However, since CP cuts across departments, the generation, aggregation, analysis, reporting and use of information has not been efficient and smooth. There is lot of appreciation for information and using it is central to the efficient strengthening of child protection systems. Indicators for system change and information on those indicators are missing.
- Children become vulnerable due to various reasons, with poverty being a major structural driver of vulnerability. Vulnerabilities push children into institutions. Often these institutions of child-care increase the vulnerabilities of children and perpetuate violence, as was evident from the Mzaffarpur case in Bihar. While the regulation, management and monitoring of these institutions have been strengthened, the work on developing the alternative care system requires significant attention.
- Currently, the Department of Women and Child Development seems to be the holder of child protection work. The Juvenile Justice Committees have emerged as new institutions for child protection. The role of other actors, such as the police, media and civil society is not prominent. There is no governance mechanism to bind the different institutions and their agendas to a common cause, i.e., delivering protection services to children. A system integrator, to enable effective integration of resources and services, is also missing.

8. Recommendations

Based on the evaluation of the 2013 – 2017 programme and review of the new programme theory of change (2018 – 2022), the following recommendations for child protection programming are provided below. The recommendations have been informed by the findings and learnings emerging from the evaluation, including an analysis of the current context, and suggestions from a variety of stakeholders engaged during the evaluation.

UNICEF

1. **Establish child protection governance at national, state and district levels.** Child protection work sits across different departments, making it imperative that these bodies connect and work collaboratively to prevent and respond to child rights violations. Linkages to other sectors including Education, Health, Child Development, Social Protection and others are crucial to ensuring children are protected and child rights violations are prevented. Therefore, it is necessary to develop a governance mechanism that handles and facilitates interdisciplinary work. Without such a mechanism, time will be wasted managing the system and its conflicts. **It is recommended that UNICEF works with the government, particularly with the Ministry of Women and Child Development, to strengthen the Ministry's ability to coordinate and govern across relevant bodies working on child protection issues at the national, state and district level. The governance mechanism needs to not only handle intersectionality well, but also be agile and able to respond to rapid external changes. The effort should have a strong focus on strengthening district structures.**
2. **Strengthen downstream work on prevention.** The implementation strategy to develop low-cost models of preventive work at the grassroots and to scale up at the state level is appropriate. Similarly, appropriate is the work at the grassroots to enhance the agency of children, parents and communities so that they demand protective and response services. However, the work between downstream, midstream and upstream levels is often fragmented and requires the involvement of many allies and entities, including Gram Panchayats, CSOs, and others. The current alternative care system is fragmented, does not have clear guidelines and protocols, and is underdeveloped. While some work has been done in the previous phase, the successes are isolated and are confined to individual organisations. **It is recommended that UNICEF takes the lead on strengthening downstream work on prevention through strategic implementation, model demonstration and clear models of engagement with Panchayati Raj Institutions, CSOs and other community-based organisations. This engagement needs to include strengthening families and community-based child protection systems and preventing institutionalisation of children.**
3. **Develop a comprehensive research agenda on the impact of CPSS on children.** A focused evidence generation agenda is necessary to inform decision making in child protection for the long term. The current CP environment suffers from a paucity of evidence, including knowledge on how decisions are made, and justice is delivered in the CWCs and JJBs. **It is recommended that UNICEF develops a multi-method, long-term research agenda to track major outcomes of the programme, examine how decisions are made and justice is delivered, and examine the impact of CPSS on children for the long term.**
4. **Advocate with the government to develop a national level MIS system.** Generating information and evidence for child protection is complex because of the multi-faceted nature of the issue, the interdependencies and the engagement of multiple actors. Although each state has its own functional MIS, experiences related to state level information management have been mixed. A well-functioning CP system MIS requires efficient individual case management mechanisms. **It is recommended that UNICEF advocates with the government and provides technical inputs (including the development of core child protection indicators, best practices from the state level, etc.) to build a national MIS to bring uniformity to data gathering and monitoring across states.**

5. **Work closely with CSOs.** Any CP system strengthening work cannot ignore the critical roles played by civil society organisations in the field of child protection. **UNICEF needs to work closely with CSOs and play a convening role between CSOs and the government to facilitate innovative implementation and child rights advocacy.**
6. **Institutionalise a CP capacity development agenda.** Execution at the mid-stream level necessitates continuous training and retraining provisions and incorporating modules of child protection into the training agendas of critical workforce development bodies, including state and national training academies (e.g. Lal Bahadur Shastri National Academy of Administration), police training academies (e.g. Sardar Vallabhbhai Patel National Police Academy), judicial training academies, colleges of social work, national law school universities, and others. **UNICEF should engage with these key training institutions to develop a national child protection training capacity and agenda.**
7. **Advocate on financing of CP work.** The allocation of resources for child protection work has been decreasing over time, making it difficult to deliver quality services to children. **UNICEF, in collaboration with MWCD, judiciary, partners and civil society organisations, should expand its advocacy and technical assistance agenda around CP financing, including investment and allocation of resources, budget execution, leveraging of funding and resource management.**
8. **Add upstream work on dedicated cadre, tenure for statutory bodies, resources for child protection work and engagement with the police in the 2018 – 2022 programme.** The overall intent of the child protection programme cycle 2018-22 is: Parents, communities and stakeholders adopt practices supported by preventive and responsive child protection systems that protect and empower children and adolescents. The programme has rightly identified deepening the mid-stream system strengthening work and developing models of downstream work on strengthening the agency of children, parents and communities as its priority focus areas. Challenges related to the lack of a dedicated cadre, short tenure for statutory bodies and a shortage of resources for CP work remain. **UNICEF should add a layer of upstream work to address the issues related to a dedicated cadre, tenure of statutory bodies, social workforce strengthening and resources for child protection work to its programme ToC. UNICEF engaged extensively with the bureaucratic and justice systems from 2013-17. However, the work with the police was fragmented during the last programme period. It is recommended that UNICEF adds a component of working with the police to its programme ToC.**

Government

Government should pursue the following recommendations to ensure effective and comprehensive implementation and governance of child protection systems across the country at all levels:

1. **Governance and coordination of CP work at national and sub-national levels** - The Ministry of Women and Child Development should work with UNICEF to strengthen its ability to coordinate and govern across ministries and other bodies working on child protection issues. Drawing on technical assistance from UNICEF, it should develop a governance mechanism that handles intersectionality well and is able to respond to rapid external changes.
2. **Strengthening prevention** - The government should work with UNICEF to strengthen prevention work at the downstream level, minimise institutionalisation and develop an alternative care system for vulnerable children. It is integral that the government and its partners strengthen the focus on prevention across the different levels of the CP system.

3. **Establishing a national CP MIS** - It is recommended that the government, drawing on technical assistance from UNICEF, establish a national MIS that integrates child protection monitoring data from states, using uniform indicators and built on best practices from the state level.
4. **Financing of CP** - MWCD should work with UNICEF and partners to leverage funds and increase CP financing. It should have a clear agenda on investment and allocation of resources, budget execution and resource management.
5. **Dedicated cadre for CP at mid-stream and downstream levels** - The government should comprehensively address the issue of having a dedicated cadre of professionals for child protection work at midstream and downstream levels.
6. **Tenure of statutory bodies** - The government should review the tenure of statutory bodies like CWC and JJB and increase the tenure as the current period of three years is insufficient.

9. Annexures

Annexure 1: Consent Form for Guardians and Child

Participants' Rights

I understand that my identification will be kept in the strictest of confidence and will be available only to the researcher. No one will be able to identify me when the results are reported, and my name will not appear anywhere in the written report. I also understand that I may skip any questions that I do not wish to answer or complete. I understand that the consent form will be kept separate from the data records to ensure confidentiality. I may choose not to participate or withdraw at any time during the FGD without penalty. I agree to have my verbal responses transcribed for further analysis with the understanding that my responses will not be linked to me personally in any way. I understand that I am participating in a study of my own free will.

Consent to Participate

I give consent for the use of this anonymised data for research and programmatic purposes and that I will not gain any direct benefit.

I understand that if I inform the researcher that myself or someone else is at risk of harm they may have to legally report this to the relevant authorities; they will discuss this with me first but may be required to report with or without my permission.

I understand my rights as a research participant as outlined above. I acknowledge that my participation is fully voluntary.

Print Name: _____
(Guardian)

Signature: _____ Date: _____

Relationship:

Print Name: _____
(Child)

Signature: _____ Date: _____

I believe the participant is giving informed consent to participate in this Evaluation

Print Name: _____
(Researcher)

Signature: _____ Date: _____

Annexure 2: Tools

Semi-Structured Interview Guide – Government Officers

Formal greetings and introduction – We are doing an evaluation of UNICEF India’s Child Protection work and how it has contributed to the strengthening of the CPS in India. The purpose is to identify the changes and analyse how UNICEF has contributed to system strengthening. The learning would help UNICEF strengthen its work on child protection in future. We would like to speak to you about your experiences. Information and data collected through the process will be analysed for the purposes of the evaluation. The findings of the evaluation will be shared with UNICEF, Government of India, State Government, and other key stakeholders, who have been engaged in this work with or through UNICEF. Kindly give us some time. Yes/ No.

Proceed for the discussion if the interviewee agreed for the interview. Else, interview the next person on the list.

Name	
Designation	
Department/ Organisation	
District	
State	Bihar/ Maharashtra/ Odisha
Roles/Responsibilities	
Years in the position	
Level	National/ State/ District
Date of Interview	

Issues to be discussed:

1. What were the key challenges related to the CPS during 2010 - 13[1]? [Probe aspects related to: (i) planning and budgeting; (ii) implementation of schemes/ service delivery; (iii) funds; (iv) capacities; (v) monitoring and tracking; (vi) communication and coordination; (vii) leveraging funds, skills, human resources;]]
2. What support has been provided by UNICEF (Probe: Funds/ Training/ Technical/ Managerial/ monitoring and tracking)?
3. What were the changes during 2013-17? [Probe aspects related to: (i) planning and budgeting; (ii) implementation of schemes/ service delivery; (iii) funds; (iv) capacities; (v) monitoring and tracking; (vi) communication and coordination; (vii) leveraging funds, skills, human resources]]
4. What are the key contributions of UNICEF to the changes above?
5. Have the changes been institutionalised?
6. What are the existing challenges and what needs to be done to address those challenges?
7. What support/ inputs required to sustain and scale these changes within the system?
8. What is the key learning from your engagement with CP work with UNICEF?

Semi-Structured Interview Guide – UNICEF Officers/ UNICEF Consultants

Greetings and introduction to the evaluation:

Name	
Designation	

Section/ Sector	
State	Bihar/ Maharashtra/ Odisha
Roles/Responsibilities	
Years in the position	
Level	National/ State
Date of Interview	

Issues to be discussed:

1. What were the key challenges related to the CPS, during 2010-13[2]? [Probe aspects related to: (i) planning and budgeting; (ii) implementation of schemes/ service delivery; (iii) funds; (iv) capacities; (v) monitoring and tracking; (vi) communication and coordination; (vii) leveraging funds, skills, human resources]
2. What actions have UNICEF taken during the programme period to address the challenges? (probe in terms of programming, capacity development, generating evidences and policy advocacy)
3. What were the changes during 2013-17? [Probe aspects related to: (i) planning and budgeting; (ii) implementation of schemes/ service delivery; (iii) funds; (iv) capacities; (v) monitoring and tracking; (vi) communication and coordination; (vii) leveraging funds, skills, human resources]
4. What are the key outcomes at system level, which have come during the programme period?
5. What are the key contributions of UNICEF to the changes/ outcomes above?
6. What are the contributions from other departments/ sectors within UNICEF to these changes/ outcomes?
7. What are the contributions from other departments/ programmes/ organisations to the changes/ outcomes above?
8. Have these changes/ outcomes been institutionalised?
9. What are the existing challenges and what needs to be done to address those challenges?
10. What support/ inputs required to sustain and scale these changes within the system?
11. What is the key learning from your engagement with CP work with UNICEF?

Semi-Structured Interview Guide – Civil Society Organisations

Formal greetings and introduction – We are doing an evaluation of UNICEF India’s Child Protection work and how it has contributed to the strengthening of the CPS in India. The purpose is to identify the changes and analyse how UNICEF has contributed to system strengthening. The learning would help UNICEF strengthen its work on child protection in future. We would like to speak to you about your experiences. Information and data collected through the process will be analysed for the purposes of the evaluation. The findings of the evaluation will be shared with UNICEF, Government of India, State Government, and other key stakeholders, who have been engaged in this work with or through UNICEF. Kindly give us some time. Yes/ No.

Proceed for the discussion if the interviewee agreed for the interview. Else, interview the next person on the list.

Name	
Designation	
Organisation	
District	
State	Bihar/ Maharashtra/ Odisha

Roles/Responsibilities	
Years in the position	
Level	National/ State/ District
Date of Interview	

Issues to be discussed:

1. What were the key child protection related challenges before 2013[3]?
2. What were the systemic challenges to ensure effective child protection work? [Probe aspects related to: (i) planning and budgeting; (ii) implementation of schemes/ service delivery; (iii) funds; (iv) capacities; (v) monitoring and tracking; (vi) communication and coordination; (vii) leveraging funds, skills, human resources]]
3. What were the changes during 2013-17? [Probe aspects related to: (i) planning and budgeting; (ii) implementation of schemes/ service delivery; (iii) funds; (iv) capacities; (v) monitoring and tracking; (vi) communication and coordination; (vii) leveraging funds, skills, human resources]]
4. What are the key outcomes at system level, which have come during the programme period?
5. What are the key contributions of UNICEF to the changes/ outcomes above?
6. What are the contributions from other departments/ sectors within UNICEF to these changes/ outcomes? (Probe: Funds/ Training/ Technical/ Managerial/ monitoring and tracking)?
7. What are the contributions from other departments/ programmes/ organisations to the changes/ outcomes above? (Probe: Funds/ Training/ Technical/ Managerial/ monitoring and tracking)?
8. Have these changes/ outcomes been institutionalised?
9. What are the existing challenges and what needs to be done to address those challenges?
10. What support/ inputs required to sustain and scale these changes within the system?
11. What is the key learning from your engagement with CP work with UNICEF?

Interviews – Leaders and Frontline Workers

Formal greetings and introduction – We are doing an evaluation of UNICEF India’s Child Protection work and how it has contributed to the strengthening of the CPS in India. The purpose is to identify the changes and analyse how UNICEF has contributed to system strengthening. The learning would help UNICEF strengthen its work on child protection in future. We would like to speak to you about your experiences. Information and data collected through the process will be analysed for the purposes of the evaluation. The findings of the evaluation will be shared with UNICEF, Government of India, State Government, and other key stakeholders, who have been engaged in this work with or through UNICEF. Kindly give us some time. Yes/ No.

Proceed for the discussion if the interviewee agreed for the interview. Else, interview the next person on the list.

Name	
Designation	
Organisation	
District	
State	Bihar/ Maharashtra/ Odisha
Roles/Responsibilities	

Years in the position	
Date of Interview	

Issues to be discussed:

1. What were the protection-related challenges children face in your village or the nearby villages in the area?
Can you elaborate on some experiences?
2. What do children or their families do to receive support from the government/ from you/ from any other organisation in such cases?
3. What kind of support do they receive?
4. Are these supports effective and in time so that it helps children and their families?
5. Has there been any change in the situation in the last 5 years in terms of the situation of children and protection related services that they receive? What are those changes?

Focus Group Discussion – Boys/ Girls

Purpose of the FGD:

Focus Group Discussion (FGD) will be conducted to understand children's experiences and perceptions related to child protection issues in their community, support that they receive from the community, service providers, police, judiciary and from other organisations working on child protection in the area, their satisfaction with the support and existing challenges, which still need to be addressed.

Selection of Participants:

Children will be identified based on their vulnerabilities (which could be based on social class, poverty levels, the remoteness of locations, experience of any specific vulnerability), in consultation with UNICEF state offices or partners of UNICEF or departmental staff at the district level, after an analysis of the secondary data on vulnerabilities available either at the state or national level. Around 8 – 10 participants would be required for one FGD (between 15- 18 years). Discussion will be held for a period of 45 minutes to 90 minutes depending on the requirement. CMS Child Protection will be followed for selection of participants and conduction of FGDs.

Identification:

Village/ Location	
Panchayat	
Block	
District	
State	Bihar/ Maharashtra/ Odisha
Organisation (If applicable):	
Group	Girls/ Boys/ Parents
Date of discussion	
Name of the Facilitator	
Name of the Record Keeper	
Total number of participants	

Instruction for Facilitator: Facilitator will start the discussion by introducing names and must use very simple language/terms while carrying out interactive discussion using games or Q&A etc to elicit the answers around their life. Introduce the organisation and what it does in brief. Also, speak about the evaluation and the purpose of the visit to their village. Provide the number of Childline (1098) and Child Development Protection Officer in the district to the children, in case they want to report on something happening in their village/ in the community. Additionally, share with them the benefits of doing this FGD and helplines that will be useful for them at the end of the FGD.

Introduction: My name is _____, from CMS. We came here to understand the existing practices around education, marriage, and other issues in your village. We will ask you some questions about your life and life in the community and hear what you have to say? We are speaking to several such groups across the state and the country. It is very important to us that you are comfortable during this discussion. If someone has asked you to be here and you have not come by your own choice, it is ok for you to leave. You are free to answer or not answer any or all of our questions. You can withdraw from the discussion at any point in time, if you wish to do so, due to any reason. You can also withdraw from the discussion if you are not comfortable with the questions. Your experiences are important for us and we would like to document the discussion. Otherwise, we may forget what we discuss with you. Do we have your permission to document?

The discussion will be kept confidential and the content will be used for the research. If you share something during the conversation and you want us to not include it in our documentation, you can tell us. We will not write anyone's name. We are also asking about general information and not specific cases. However, if you share any stories about another person, please do not tell us their names or any other identifying information. The only exception to your confidentiality is if you share with us any cases of sexual abuse of a child, as per the POCSO law, we are required to disclose the abuse and contact the SJPU or police - if that is something you would like to know more about, you can approach us after the FGD. We will not provide any gift or direct benefit to you for this discussion. We will take 45 - 90 minutes of your time. We value your participation and we are here to learn more from you. What you share today will help us improve policies, laws and government schemes that affect children like you. There is no right or wrong answer during this discussion but we do want to hear from you. Do you want to participate? Yes/ No

Before we start, all of us must agree to some ground rules so that this can feel like a safe space to talk. When each one of us speaks, can we agree to not interrupt and respect each other's opinions (even if you disagree with it)? Most importantly, what your friends here are sharing is for this room only. Just like we will maintain confidentiality, we also ask that you maintain confidentiality for your peers. Do we all agree to these ground rules?

Note to facilitator:

Seating arrangements important for communication and each one can see each other and no separate seating arrangements for the facilitators – all sit together and facilitators to be one among them.

Please go around the circle and get positive affirmation before continuing.

Do not write down names. Start note-taking after the first two questions.

Ice-breaking Session

Note to facilitator:

Choose 1-2 questions to try and get the children comfortable to speak.

- Begin with humour and some short games.
- Can each one of you tell your name and your favourite food or game?
- What is your favourite activity to do? It can be at home and outside, such as reading and sport?
- Do you play any games?
- Till what age, girls and boys study in your community? Does it differ for boys and girls? If yes, why? If not, why not?
- Do you listen to the radio, tv, or read newspapers? Are you satisfied with what is communicated?

- Are you happy with internet café, social media?
- Are you interested in seeing movies?
- Do you see a drama or like to act in the drama?
- Any special skills like writing poems, songs, drawing or anything else
- Do you love songs or anyone singing a song?
- Do you like to have friends?
- You like helping people when they come with some request
- Does anyone of you have a mobile for safety and communication?
- Do you dream, what do you like to be in the future?
- Do you face any problems related to education and health?
- Have you participated in any programme on child rights and child protection programmes?
- Is there a Child Rights and Protection Committee, is there anyone a member in this committee?
- Are you aware of Childline to help?

Child Marriage

1. At what age, do children marry in your village/community? (probe knowledge about the legal age of marriage for children and ask if it differs!
2. In your community, is it acceptable for a girl to get married before she is 18? Is it acceptable for a boy to get married before he is 21?
3. If you or a friend were being forced to get married before the legal age, what would you do? Who would you go to for help? Possible prompts:
 - a. Would you go to the police, government officials such as child protection officers, CWC members, etc?
 - b. Would you go to the teachers, elders, neighbours, panchayats etc?
 - c. If so, why? If not, why wouldn't you go?
 - d. What might make it difficult to get help?

Violence related questions

4. Is it acceptable for parents to shout or slap or hit children if they misbehave? Why? Why not? (probe if a teacher can do so. Why? Why not?)
5. Has anyone heard of the POCSO Act (The Protection of Children from Sexual offences Act 2012)? If so, what is it?
6. What help/ services might your friends be able to access if they experience violence, such as being hit or shouted at? Are they likely to use these services? If so, why? If not, why not?
7. What might be some of the barriers to using these services?

Child Labour

8. At what age is it acceptable for children or adolescents to start working? Is it acceptable for children and adolescents to be working without getting paid?
9. What is the legal age that a child or adolescent can start working full time?
10. What could a child in your community do if they were being forced to work? Where could they go for help? (Probe – Police, Child Protection Officer etc)
11. Would they feel comfortable going for help? Why? Why not?
12. Do you know about the Child Labour Act? Have you come across any person/ officers who created awareness or stopped child labour?

Closing: As mentioned in the beginning, we had this discussion today to understand practices related to education, marriage, work, and other children-related issues. Before we close this discussion, is there anything that you want to share that we may have missed? Was there anything during our discussion that you are not feeling good about or what to discuss further? You do not have to discuss right now - my colleague and I will be around after this for a little while.

If later, any issues come up for you or your friends or issues related to children, you can also call Childline (1098). Childline will provide you with all the necessary help. Thank you for your participation and insights.

Focus Group Discussion – Parents

Purpose of the FGD:

Focus Group Discussion (FGD) will be conducted to understand parent's experiences and perceptions related to child protection issues in their community, support that they receive from the community, service providers, police, judiciary and from other organisations working on child protection in the area, their satisfaction with the support and existing challenges, which still need to be addressed.

Selection of Participants:

Parent's will be identified based on their vulnerabilities (which could be based on social class, poverty levels, the remoteness of locations, experience of any specific vulnerability), in consultation with UNICEF state offices or partners of UNICEF or departmental staff at the district level. Around 8 – 10 participants would be required for one FGD (those whole children are between 14- 18 years). Discussion will be held for a period of 45 minutes to 90 minutes depending on the requirement. Ethical protocols will be followed for selection of participants and conduction of FGDs.

Identification:

Village/ Location	
Panchayat	
Block	
District	
State	Bihar/ Maharashtra/ Odisha
Organisation (If applicable):	
Group	Girls/ Boys/ Parents
Date of discussion	
Name of the Facilitator	
Name of the Record Keeper	
Total number of participants	

Instruction for Facilitator:

Facilitator will start the discussion by introducing names and must use very simple language/terms while carrying out interactive discussion using games or Q&A etc to elicit the answers around their life. Introduce the organisation and what it does in brief. Also, speak about the evaluation and the purpose of the visit to their village. Provide the number of Childline (1098) and Child Development Protection Officer in the district to the children, in case they want to report on something happening in their village/ in the community.

Introduction: My name is _____, from CMS. We came here to understand the existing practices around education, marriage, and other issues in your village. We will ask you some questions about your life and life in the community and hear what you have to say. We are speaking to several such groups across the state and the country. It is very important to us that you are comfortable during this discussion. If someone has asked you to be here and you have not come by your own choice, it is ok for you to leave. You are free to answer or not answer any or all of our

questions. You can withdraw from the discussion at any point in time, if you wish to do so, due to any reason. You can also withdraw from the discussion if you are not comfortable with the questions. Your experiences are important for us and we would like to document the discussion. Otherwise, we may forget what we discuss with you. Do we have your permission to document? The discussion will be kept confidential and the content will be used for the research. If you share something during the conversation and you want us to not include it in our documentation, you can tell us. We will not write anyone's name. We also ask that if you share any stories about another person, please do not tell us their names or any other identifying information. The only exception to your confidentiality is if you share with us any cases of sexual abuse of a child, as per the POCSO law, we are required to disclose the abuse and contact the SJPU or police - if that is something you would like to know more about, you can approach us after the FGD. We will not provide any gift or benefit to you for this discussion. We will take 45 - 90 minutes of your time. We value your participation and we are here to learn more from you. What you share today will help us improve policies, laws and government schemes that affect all children, including yours. There is no right or wrong answer during this discussion but we do want to hear from you. Do you want to participate? Yes/ No

Before we start, all of us must agree to some ground rules so that this can feel like a safe space to talk. When each one of us speaks, can we agree to not interrupt and respect each other's opinions (even if you disagree with it)? Most importantly, what your friends here are sharing is for this room only. Just like we will maintain confidentiality, we also ask that you maintain confidentiality for your peers. Do we all agree to these ground rules?

Note to facilitator:

Seating arrangements important for communication and each one can see each other and no separate seating arrangements for the facilitators – all sit together and facilitators to be one among them. Please go around the circle and get positive affirmation before continuing. Do not write down names. Start note-taking after the first two questions.

Ice-breaking Session

- Can we talk about your village history and famous for?
- Can each one of you tell your name, age, and what do you do?
- How long have you been living here? What are the total population and their primary occupations?
- Till what age, girls and boys study in your community? Does it differ for boys and girls? If yes, why? If not, why not?
- Do you have access to newspapers, radio, TV, Mobile Phone at home and community?
- How far is your village from the nearest post office, government office, police station
- Did anybody from the government visiting you for sharing information or listen to your problems
- What do you dream of your children to be?
- Have you come across any issues related to children?
- How do you solve any conflict in the village about children?
- Have you participated in any programme on child rights and child protection programmes?
- Are you availing any assistance for your children's education, do you feel happy if your children go away, stay in the hostels for education or you like them to commute from home?
- Are there any transport services in your village?
- Are you aware of Childline to help?
- Do you see any changes in the last 5 years? Do you see any dropouts in the schools? If yes, after which standard? Why so?

Child Marriage

1. At what age, do girls and boys marry in your village/community? (probe knowledge about the legal age of marriage for boys and girls and ask if it differs!
2. In your community, is it acceptable for a girl to get married before she is 18? Is it acceptable for a boy to get married before he is 21?

3. If you notice someone's child getting married before the legal age, what would you do? Who would you go to for help? Possible prompts:
 - a. Would you go to the police, government officials such as child protection officers/ CWC members, etc.?
 - b. Would you go to the teachers, elders, neighbours, panchayats etc.?
- c. If so, why? If not, why wouldn't you go?
4. What might make it difficult to get help?

Violence related questions

5. What kinds of violence exist in the community especially towards children? (Probe on physical, verbal, sexual, psychological, economic abuse)
6. Is it acceptable for parents to shout or slap or hit children if they misbehave? Why? Why not? (probe if a teacher can do so. Why? Why not?)
7. Has anyone heard of the POCSO Act (The Protection of Children from Sexual offences Act 2012)? If so, what is it?
8. What help/ services people might be able to access if they want to report on any violence with children either at home/ in the school/ in the community? Are they likely to use these services? If so, why? If not, why not?
9. What might be some of the barriers to using these services?

Child Labour

10. At what age is it acceptable for children or adolescents to start working? Is it acceptable for children and adolescents to be working without getting paid?
11. What is the legal age that a child or adolescent can start working full time?
12. What could someone in the community do (either an adult or a child) if a child is forced to work? Where could they go for help? (Probe – Police, Child Protection Officer etc)
13. Would they feel comfortable going for help? Why? Why not?
14. Do you know about the Child Labour Act? Have you come across any person/ officers who created awareness or stopped child labour?

Closing: As mentioned in the beginning, we had this discussion today to understand practices related to education, marriage, work, and other children-related issues. Before we close this discussion, is there anything that you want to share that we may have missed? Was there anything during our discussion that you are not feeling good about or what to discuss further? You do not have to discuss right now - my colleague and I will be around after this for a little while. If later, any issues come up for you or your friends or issues related to children, you can also call Childline (1098). Childline will provide you with all the necessary help. Thank you for your participation and insights.

Annexure 3: Definitions

1. System: certain formal and informal structures, functions and capacities that have been assembled to prevent and respond to violence, abuse, neglect, and exploitation of children. A CPS is generally agreed to be comprised of:
 - (i) human resources,
 - (ii) finance,
 - (iii) laws and policies,
 - (iv) governance,
 - (v) monitoring and data collection as well as
 - (vi) protection and response services and care management.
 It also includes different actors such as children, families, communities, those working at sub-national or national level and those working internationally. Most important are the relationships and interactions between and among these components and these actors within the system. It is the outcomes of these interactions that comprise the system. It is multisectoral and cuts across parts of social welfare, education, health, justice, social protection, and security sectors. We recognise that systems are dynamic and can change depending on the demand from an evolving context (UNICEF Definition).
2. Coordination: joint planning, review, meeting, joint monitoring, and follow-up; setting up of a separate committee, setting up and adhering to protocols for collaborative action.
3. Up-stream, Mid-stream, Down-stream work: Upstream-Policy dialogue and advocacy; Mid-stream- System strengthening, implementation of schemes and programmes; Downstream- Direct engagement with children, parents, and community;
4. Formal and Informal Structures: Formal- Structures related to the government; Informal- Structures related to private and civil society;
5. Levels: National level, State level, District level, Sub-district level, Community-level;
6. Contribution analysis definition:
 - a. Positive: Change in the direction of envisaged and constructive outcomes; could be intended, could be unintended; negative- change in the direction of negative outcomes, mostly unintended;
 - b. Type of Intervention: Accidental- change, which is unintended or unexpected, was not envisaged under the design; Co-Create- change established jointly with the effort of multiple stakeholders; Initiate- Proactive initiation of change by a stakeholder;
 - c. UNICEF Contribution: Direct- Change achieved directly as a result of UNICEF initiative; Indirect- Some contribution from UNICEF with other factors leading to a change process; Catalytic- UNICEF inputs facilitating the change process; No contribution- UNICEF inputs having no contribution to the achievement of the change process;
 - d. Level of Significance: 1 Star- Evidence corroborated by a single source; 2 Star- Evidence corroborated by two sources; 3 Star- Evidence corroborated by three or more sources.

Annexure 4: Evaluation matrix

Areas and Evaluation Questions	Whether the question is Essential/ Desirable	To what extent the evaluation question will be answered - Yes/ No/ To some extent	How will this be answered	Methodology
RELEVANCE				
How well aligned is the systems building strategy with national priorities and UNICEF global priorities for the years covered by this evaluation?	Essential	Yes	Agenda and analysis taken from key documents of Government of India and UNICEF; check whether there is a recognition of the challenges and whether those identify that system-level challenges are to be addressed; whether there was an intent to make the change; and efforts were made; what were the fulcrum of change - technology, programming, structure, capacities, resources; what are the evidences of efforts made and changes experienced?	Desk Research and secondary literature review Discussion with UNICEF CP team
To what extent is the prioritisation of 2014-2015 and the strategy paper of 2017 appropriate and relevant to the evolving programme context and realities?	Desirable	To some extent	Map the child protection scenario in the country since 2013; Compare with the narrowed down priority strategies for 2014-15 and strategies identified in 2017; Analyse the rationale vis-à-vis the contextual needs; Evidence supports prioritisation and whether those were made in response to the evolving programme realities, might be weak.	Desk Research and secondary literature review; Analysis of UNICEF documents Discussion with UNICEF CP team Semi-structured interview with government/civil society
How relevant was the mixture of upstream, midstream, and downstream work from 2013-2017?	Essential	Yes	Identify upstream, midstream, and downstream work done during 2013-17 and compare the appropriateness of the work to the Child Protection agenda of the Government of India, priorities, and strategies of UNICEF India and UNICEF Global.	Desk Research and secondary literature review Semi-structured interview/ discussion with National Government/ Ministry Semi-structured interview/ discussion with UNICEF FGDs

			<p>Appropriateness means alignment to agenda/ objectives/ strategies/ priorities at the global and national level.</p> <p>If the upstream work is not addressed, then intent will not get converted into guidelines, ToRs, tasks and delivery at the community level and work will be affected down the line; what is the intent vs implementation; were there sufficient connections between levels of intervention and were these focussed on bottleneck identified?</p> <p>Upstream - Policy, Advocacy; Mid-stream - Implementation; Downstream - Working with community</p>	
How effectively has UNICEF's child protection programme integrated gender, equity, and human rights in its strategy?	Essential	Yes	<p>Project design and planning based on gender and human rights analysis; alignment of the project to the specific needs of different groups based on gender, age, race, ethnicity, etc.; integration of gender into programmatic goals and objectives; do the intervention results respond to the intervention needs of different groups; Adherence to relevant national and international standards/ frameworks and UNICEF objectives; have analysed and addressed structures that contribute to inequities;</p>	<p>Desk Research and secondary literature review</p> <p>Semi-structured interview/ discussion with UNICEF</p> <p>FGD</p>
Is the theory of change proposed in 2017 and revised mid-2018 (see Annex III) relevant and informed by evidence? What revisions to the TOC (with a focus on responsive and preventive child protection) may be necessary?	Desirable	Yes	<p>Discuss with UNICEF on the new programme, ToC, causal chain, results, and assumptions and how the ToC has been formulated; suggest what changes might be relevant to strengthen the ToC; check whether available and produced evidence was enough to inform the strategic intention/ areas!</p>	<p>Semi-structured interview/ discussion with UNICEF (will be done in a small group with the CP team of UNICEF)</p> <p>Review of documents/ reports that synthesise existing evidence and see if any recommendations are reflected in the ToC.</p>

EFFECTIVENESS				
<p>To what extent has UNICEF achieved the intended results outlined in the results framework contained in the CPAP 2013-2017 and Priority Action Plan 2015-2017?</p>	Essential	Yes	<p>Analysing achievement of results (as outlined in the results framework and as proposed in the ToC) UNICEF intervention in terms of system strengthening for 2013-17 as well as 2015-17; assessment will be done at national, state, district, and community level. It will primarily focus on system strengthening work at the first three levels.</p>	<p>Review of existing studies and evaluations done by the CP section (or others) where UNICEF's contribution is mentioned.</p> <p>Semi-structured interviews with key stakeholders at the national, state and district level; case studies</p> <p>Community-level interviews</p> <p>Semi-structured interview/discussion with UNICEF CP team at national and state level</p> <p>Outcome Harvesting Workshops at the state and national level</p> <p>Synthesis of findings; Contribution analysis</p>
<p>Which were the most decisive factors that determined the achievement or non-achievement of intended results?</p>	Desirable	To some extent	<p>Analysis of results using UNICEF MIS data; assessment of what is achieved and not achieved; interviewing experts in the sector; start with the evidence available in UNICEF documents; add as more and more evidence comes in - achieved and not achieved and put questions to various people; put some standard factors from reports and add as you go along; add factors which can be controlled and non-controllable factors As the evaluation adopts a qualitative design, it would be difficult to identify the most decisive factor;</p>	<p>Expert Interview (Key Informant Interview)</p> <p>Minutes of the meetings, UNICEF progress reports, government reports or literature document performance of the CP system, other documents;</p> <p>Contribution analysis</p>
<p>What unintended outcomes (including organisational, societal, and systemic), positive as well as negative, have resulted from the systems building and</p>	Essential	Yes	<p>Analysing outcomes of the system strengthening work for the period 2013-17; assessment will be</p>	<p>Outcome Harvesting Workshops at the state level</p>

strengthening strategy implemented by UNICEF in India during 2013-2017?			done at national, state, district, and community level. It will primarily focus on system building and system strengthening work at the first three levels; outcomes as identified in the TOC and TOC indicators; using a scale of Own Initiative/ Co-Create/ Accidental	Semi-structured interview/ discussion with UNICEF CP team at national and state level; case studies Community-level interviews and FGDs; Contribution analysis
How effectively are coordination mechanisms working to create and sustain linkages across sectors, and between child protection actors, because of UNICEF's investments during 2013-2017?	Desirable	To some extent	Coordination mechanism; whether right people with right capacity are in place; whether decisions have been taken; whether decisions are being implemented, monitored and followed up; are the right changes being made; how is it reflected in the work - definitely, a large extent, some extent/ not at all; mechanisms could be joint planning, review, meeting, joint monitoring and follow-up; setting up of a separate committee, etc; do the coordination mechanisms continue to exist, or did they exist for the intended period of time? What is the UNICEF contribution to the coordination mechanism - ideating/ establishing/ sustaining Assessment of the effectiveness of the coordination mechanism would be based on the perception of the stakeholders, which will vary; attribution to UNICEF investment would be difficult to do;	Semi-structured interviews with key stakeholders at the national, state and district level; Semi-structured interview/ discussion with UNICEF CP team at national and state level UNICEF documents and meeting minutes
How effectively has UNICEF's child protection programme responded to gender, equity, and human rights in its approach?	Essential	Yes	Results framework addresses the gender equality and human rights concerns; reporting and measurement system provide evidences on those; evidences of participation of different groups in the programme planning and implementation;	Analysing UNICEF progress reports; Semi-structured interview/ discussion with UNICEF CP Team
EFFICIENCY				

<p>To what extent has UNICEF been efficient (following timely, well-organised processes; achieving results with minimum wasted effort) in making the best possible use of available resources for strengthening the CPS at the national and sub-national levels during 2013-2017?</p>	Essential	Yes	<p>Timely completion of process and deliverables; in case of delay, why delay occurred; Identifying where resources were wasted, underutilised, or any other form of waste occurred and what the bottlenecks were; leveraging of resources from the system; Identifying if there was evidence for alternative options for UNICEF to pursue at the time, than the one they chose, and whether these might have been a better use of resources</p>	<p>Semi-structured interviews with key stakeholders at the national, state and district level;</p> <p>Semi-structured interview/discussion with UNICEF CP team at national and state level</p> <p>UNICEF documents and meeting minutes</p>
<p>To what extent has collaboration and coordination with existing programmes and key child protection actors (government at national and sub-national levels, civil society, academia, etc.) reduced the duplication of efforts and miscommunication, and ensured that accountabilities were clarified?</p>	Desirable	To some extent	<p>Map coordination and communication mechanism established/strengthened between key child protection actors as documented and acknowledged by UNICEF; coordination and collaboration mechanism has been defined above; check how to have these mechanisms benefitted the CP actors; what are the stated or written evidences of those; It would be difficult to measure a reduction in duplication of efforts, miscommunication, and accountabilities among key child protection actors because of collaboration and coordination; these are heavily perception-based and may not be conclusive.</p>	<p>Semi-structured interviews with key stakeholders at the national, state and district level;</p> <p>Semi-structured interview/discussion with UNICEF CP team at national and state level</p> <p>FGDs</p>
SUSTAINABILITY				
<p>To what degree has the systems building and strengthening approach implemented by UNICEF during 2013-2017 led to sustained improvement in the capacity of government, key child protection actors and other partners at the national and sub-national levels?</p>	Essential	Yes	<p>Working definition of sustained capacities - knowledge, skills, practices; CB is institutionalised - adequate budget, movement on CB is monitored at a higher level; is there an agenda to promote capacity; use rubrics to define the scale</p>	<p>Analysis of the data generated from other tools and synthesising; capacity assessment to be done through the existing tools;</p>

			- Rudimentary, Basic, Evolving, Established;	
Is there any evidence of UNICEF's supported initiatives being adopted by government/partners and institutionalised?	Essential	Yes	Analysing learning and adoption of initiatives by different actors in the CPS and evidences of institutionalisation; will primarily look at the government system, but will also look for adoption in the civil society work;	UNICEF reports, Key Informant Interview, Government reports, Outcome Harvesting
Does the child protection programme have evidence to demonstrate its work is scalable? Was the work to strengthen CPS scaled up sufficiently in the prioritisation phase to achieve the intended results?	Essential	Yes	Scaling up - Structure, system, style, staff, skills, strategy and shared value; Analysis of scaling-up in the light of system-wide adoption; Use standardised definition - standardised protocols, unit rates, key capacities, system to monitor, ability to customise to the local needs, adequate policy and schemes in place; how similar the adopted initiatives or learning were to UNICEF's recommendation. Classify UNICEF's work in terms of their potential vis-a-vis actual achievement of scalability - Fully achieved, partially achieved, not achieved but has potential and evidence for the same.	Semi-structured interviews; outcome harvesting; desk research; discussion with UNICEF-CP team
What would be the resource implications to scale up the work to strengthen CPS to reach district and block coverage, and is the current approach appropriate?	Desirable	No	It would be difficult to ascertain/ estimate the system-level resource implications for strengthening work at the district and block level; moreover, costing of the CP work has been challenging.	-
Is the theory of change and planned action for responsive and preventive child protection in the 2018-2022 country programme based on evidence and documented best practices? What changes are required?	Essential	Yes	Synthesise learning from the evaluation of the system strengthening work for the country programme 2013-17; what were the learning for future programming; refer to best practices document available with UNICEF as well as with	Analysis and synthesis of findings; discussion with UNICEF CP team

			<p>other agencies in the sector, like Save the Children.</p> <p>Trace the process of development of the current ToC for the country programme 2018-22 to understand what evidences from the previous programme were used to inform the ToC; Ascertain changes to the current ToC based on findings from the evaluation.</p>	
<p>Are issues of gender, equity and human rights integrated into the long-term vision of UNICEF's CPS programme?</p>	Desirable	To some extent	<p>Analysing the new programme (2018-22) to ascertain how gender, equity and human rights consideration would be addressed? When the core objective is to strengthen the existing system, differentiated programming based on gender, equity and human rights would be difficult to prioritise;</p>	<p>Analysis and synthesis of findings; workshop with UNICEF CP team</p>

Annexure 5: Timeline of State Level Assessments

Following is the timeline of the activities undertaken as part of the state-level assessments:

Table 10: State Level Assessment Overview

Activities	Odisha	Maharashtra	Bihar
In-house Orientation	4th - 5th November 2019	18th - 19th November 2019	4th - 5th December 2019
Field practice of FGD	6th November 2019, Beherasahi of Bentala, Bhadrak	20th November 2019, Doklamtand, Partur, Jalna	6th December 2019, Moulaganj, Darbhanga
State Interviews	6th - 14th November 2019	20th - 27th November 2019	6th - 12th December 2019
District Interviews	Bhadrak: 6th to 9th November 2019 Koraput: 11th to 14th November 2019	Jalna: 20th-21st November 2019 Mumbai Sub-urban: 22nd to 26th November 2019, 16, 18 December 2019	Darbhanga: 6th-7th December 2019 Nawada: 9th-10th December 2019
Village interviews and Focus Group Discussion	Bhadrak: 6th to 9th November 2019 (Bentala and Katina) Koraput: 11th to 14th November 2019 (Kendara and Sorishapadar)	Jalna: 21st - 23rd November 2019 (Satara Wahegaon and Sankanpuri) Mumbai Sub-urban: 25th to 28th November 2019 (Bandra and Bhandup)	Darbhanga: 7th-9th December 2019 (Bharhulli and Kazi Bahera) Nawada: 11th-13th December 2019 (Baksanda and Dhanwa)

Annexure 6: List of secondary resources reviewed

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- Implementation of the Integrated Child Protection Scheme (ICPS) in Bihar: An Overview. Miracle Foundation. 2018
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- Interstate Standard Operating Procedures (SOPs) agreed by States of West Bengal & Maharashtra on rescue, rehabilitation, safe return, reintegration (RRRI) of victims of trafficking. 2014
- Legal Interpretation and Explanation of Section 2 (14) (v) of the Juvenile Justice (Care & Protection of Children) Act, 2015, for the Department of Women & Child Development (DWCD), Government of Maharashtra. No date.
- Legislative document: The Child Labour (Prohibition and Regulation) Amendment Act 2016. (n.d.). Ministry of Law and Justice.
- Legislative document: The Prohibition of Child Marriage Act 2006. (n.d.). Ministry of Law and Justice.
- Legislative document: The Protection of Children from Sexual Offences Act 2012. (n.d.). Ministry of Law and Justice.
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- Promoting safe communities mapping with children in Mumbai. Mumbai: ACE Trust and UNICEF India. 2018
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Annexure 7: Affiliations of key informants at state and district level

#	Name of the State	Level (National/State/District/Village)	Name of District/Village	Category (UNICEF/UNICEF Consultant/Govt./CSO)	Interviewee's organisation	Interview Date
1	Odisha	District	Bhadrak	Government	District Child Protection Officer (Current and Ex)	6-Nov-2019
2	Odisha	District	Bhadrak	Government	DSWO, DSWD	6-Nov-2019
3	Odisha	District	Bhadrak	Government	Social Workers and Legal-cum-probationary Officer	6-Nov-2019
4	Odisha	District	Bhadrak	Government	Child Welfare Committee (Chairperson and 3 members)	6-Nov-19
5	Odisha	District	Bhadrak	Police	Family Counselling Unit	
6	Odisha	District	Bhadrak	Judiciary	Juvenile Justice Board (member)	6-Nov-19
7	Odisha	District	Bhadrak	CSO	PJS: Childline	7-Nov-19
8	Odisha	District	Bhadrak	Police	SJPU, Bhandaripokhari Police Station	7-Nov-19
9	Odisha	District	Bhadrak	CSO	Director, Child Home	7-Nov-19
10	Odisha	District	Bhadrak	Government	Ex-DCPU and Collectorate Office	7-Nov-19
11	Odisha	District	Bhadrak	CSO	Society for Weaker Community: Childline	7-Nov-19
12	Odisha	District	Bhadrak	Police	DSP	6-Nov-19
13	Odisha	District	Koraput	Government	CWC Chair and Member	11-Nov-19
14	Odisha	District	Koraput	Government	DCPO	11-Nov-19
15	Odisha	District	Koraput	Government	DSWO	12-Nov-19
16	Odisha	District	Koraput	CSO	Child Coordinator, SOVA, ChildLine	13-Nov-19
17	Odisha	District	Koraput	Judiciary	JJB	13-Nov-19
18	Odisha	District	Koraput	Police	Inspector, Human Rights Protection Cell	
19	Odisha	State	-	CSO	PECUC	6-Nov-19
20	Odisha	State	-	Government	Labour Directorate	6-Nov-19
21	Odisha	State	-	CSO	YCDA	6-Nov-19
22	Odisha	State	-	Government	DWCD, GoO	7-Nov-19
23	Odisha	State	-	CSO	Aid-et-Action	7-Nov-19
24	Odisha	State	-	Government	Advocate??	7-Nov-19
25	Odisha	State	-	Government	ADG (Crime)??	8-Nov-19
26	Odisha	State	-	Government	Ex-DGDG Crime??	8-Nov-19
27	Odisha	State	-	CSO	Action Aid	8-Nov-19
28	Odisha	State	-	Government	SCPCR	9-Nov-19
29	Odisha	State	-	UNICEF	Education Specialist	11-Nov-19

#	Name of the State	Level (National/State/District/Village)	Name of District/Village	Category (UNICEF/UNICEF Consultant/Govt./CSO)	Interviewee's organisation	Interview Date
30	Odisha	State	-	UNICEF	Nutrition	12-Nov-19
31	Odisha	State	-	UNICEF	WASH	12-Nov-19
32	Odisha	State	-	UNICEF	Health	12-Nov-19
33	Odisha	State	-	Judiciary	JJC, High Court, Odisha	13-Nov-19
34	Odisha	State	-	Academy	National Law University, Odisha	13-Nov-19
35	Odisha	State	-	UNICEF	C4D	13-Nov-19
36	Odisha	State	-	UNICEF	ISP	13-Nov-19
37	Odisha	State	-	UNICEF	CFO, Odisha	14-Nov-19
38	Odisha	State	-	UNICEF	CP Specialist, Odisha	14-Nov-19
39	Odisha	State	-	Government	OSCPRC	14-Nov-19
40	Maharashtra	District	Jalna	KII+CSO	SACRED	20-Nov-2019
41	Maharashtra	District	Jalna	Government	Child Development Project Officer (CDPO, Bhokardan)	20-Nov-2019
42	Maharashtra	District	Jalna	Government	Deputy CEO, Jalna	20-Nov-2019
43	Maharashtra	District	Jalna	Government	DEO, Jalna	20-Nov-2019
44	Maharashtra	District	Jalna	CSO	Director, Swaraj	21-Nov-2019
45	Maharashtra	District	Jalna	Childline	Childline Coordinator	21-Nov-2019
46	Maharashtra	District	Jalna	Government	Chairperson, CWC	21-Nov-2019
47	Maharashtra	District	Jalna	Government	was DC Jalna	22-Nov-2019
48	Maharashtra	District	Mumbai Suburban	Government	DWCDO, Mumbai Suburban	25-Nov-2019
49	Maharashtra	District	Mumbai Suburban	Government	Divisional Commissioner, DWCD, Konkan	25-Nov-2019
50	Maharashtra	District	Mumbai Suburban	Government	CWC member	26-Nov-2019
51	Maharashtra	District	Mumbai Suburban	Government (Ex)	TISS, Ex-JJB member	26-Nov-2019
52	Maharashtra	District	Mumbai Suburban	CSO	Childline, Mumbai Suburban	16-Dec-2019
53	Maharashtra	District	Mumbai Suburban	CSO	YUVA	16-Dec-2019
54	Maharashtra	District	Mumbai Suburban	CSO	Prerana	18-Dec-2019
55	Maharashtra	State	-	Ex-UNICEF	1. Member of State Commission for Protection of Child Rights	20-Nov-2019

#	Name of the State	Level (National/State/District/Village)	Name of District/Village	Category (UNICEF/UNICEF Consultant/Govt./CSO)	Interviewee's organisation	Interview Date
					2. Vidhayak Bharti (CSO) 3. ex-UNICEF consultant	
56	Maharashtra	State	-	UNICEF	CFO, UNICEF, Maharashtra	21-Nov-2019
57	Maharashtra	State	-	Judiciary	Retd. Judge, Bombay High Court	22-Nov-2019
58	Maharashtra	State	-	UNICEF Consultant	UNICEF	23-Nov-2019
59	Maharashtra	State	-	CSO	Pratham	24-Nov-2019
60	Maharashtra	State	-	Government	MSCERT, Pune	25-Nov-2019
61	Maharashtra	State	-	Government	Dy Commissioner, DWCD, GoM	25-Nov-2019
62	Maharashtra	State	-	UNICEF	Child Protection Specialist, Maharashtra	23-11-2019
63	Maharashtra	State	-	KII+ Govt	Retd Principal Secretary, WCD	26-11-2019
64	Maharashtra	State	-	KII+ Judiciary	Maharashtra Judicial Academy	26-11-2019
65	Maharashtra	State	-	UNICEF	Child Protection Specialist, Maharashtra	27-11-2019
66	Maharashtra	State	-	UNICEF	Social Policy, UNICEF	27-11-2019
67	Maharashtra	State	-	UNICEF	Communications, UNICEF	27-11-2019
68	Bihar	District	Darbhanga	Government	JJB members	6-Dec-2019
69	Bihar	District	Darbhanga	Government	ADCPU	6-Dec-2019
70	Bihar	District	Darbhanga	Government (Ex)	CWC Chairperson	7-Dec-2019
71	Bihar	District	Darbhanga	CSO	Childline	7-Dec-2019
72	Bihar	District	Darbhanga	CSO	Founder, Gram Uday	7-Dec-2019
73	Bihar	District	Nawada	Government	Judicial Magistrate, JJB	9-Dec-2019
74	Bihar	District	Nawada	Government (Ex)	Ex-JJB member	9-Dec-2019
75	Bihar	District	Nawada	Government (Ex)	Ex-CWC member	9-Dec-2019
76	Bihar	District	Nawada	Government (Ex)	Ex-CWC Chairperson	9-Dec-2019
77	Bihar	District	Nawada	Government	Child Protection Officer	10-Dec-2019
78	Bihar	District	Nawada	CSO	Tatvasi Samaj	10-Dec-2019
79	Bihar	District	Nawada	CSO	Action Aid	10-Dec-2019

#	Name of the State	Level (National/State/District/Village)	Name of District/Village	Category (UNICEF/UNICEF Consultant/Govt./CSO)	Interviewee's organisation	Interview Date
80	Bihar	State	-	Government	State Child Protection Society	6-Dec-2019
81	Bihar	State	-	Government	State Child Protection Society	6-Dec-2019
82	Bihar	State	-	Government	Department of Social Welfare	6-Dec-2019
83	Bihar	State	-	CSO	ATSEC	7-Dec-2019
84	Bihar	State	-	UNICEF	UNICEF	8-Dec-2019
85	Bihar	State	-	Government	Ex-Labour Commissioner	9-Dec-2019
86	Bihar	State	-	Police	ADG-CID	9-Dec-2019
87	Bihar	State	-	Government	Bihar State Commission for Protection of Child Rights	10-Dec-2019
88	Bihar	State	-	Government	Director Social Welfare	10-Dec-2019
89	Bihar	State	-	CSO	Save the Children	10-Dec-2019
90	Bihar	State	-	Government	Chanakya National Law University	11-Dec-2019
91	Bihar	State	-	Judiciary	Member Secretary, HC Committee on JJ	11-Dec-2019
92	Bihar	State	-	UNICEF Consultant	CPMIS Incharge, SCPC	11-Dec-2019
93	Bihar	State	-	Academia	DMI, Assistant Professor	11-Dec-2019
94	Bihar	State	-	Government	WCD, GoB	11-Dec-2019
95	Bihar	State	-	UNICEF	UNICEF	12-Dec-2019
96	Bihar	State	-	UNICEF Consultant	Legal consultant to UNICEF	12-Dec-2019
97	National	National	-	Judiciary	Retired Justice Supreme Court	11-Feb-2020
98	National	National	-	UNICEF	UNICEF Child Protection Specialist	13-Feb-2020
99	National	National	-	UNICEF	UNICEF	18-Feb-2020
100	National	National	-	Govt	NCPCR	21-Feb-2020
101	National	National	-	Govt	Department of Revenue	12-Feb-2020
102	National	National	-	CSO	Leher	12-Feb-2020
103	National	National	-	CSO	Haq	11-Feb-2020
104	National	National	-	Others	NLSUI	18-Feb-2020

Annexure 8: References

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- ⁱ Review of Child Protection System in Four Countries in South Asia, UNICEF, 2018
- ⁱⁱ Strengthening Child Protection Systems: Evaluation of UNICEF Strategies and Programme Performance, Final Report, UNICEF Evaluation Office, 2018
- ⁱⁱⁱ UNICEF Child Protection Strategy, United Nations Economic and Social Council, 2008.
- ^{iv} Summarised from the: (i) Summary of 2013 – 17 CP Systems Strengthening Interventions, and, (ii) CP Priority Action Plan 2015-17.
- ^v Integrating Human Rights and Gender Equality in Evaluation – Guidance Document, UNEG, 2014
- ^{vi} SDGs 5.3, 16.2 and 8.7
- ^{vii} 28 million children aged 5-14 years were child labourer, NFHS – 3, 2005 – 06; 24 million girls married before the age of 18, DLHS – 3, 2007 – 08; 12 million adolescent girls had experienced physical violence since the age of 15, Census of India, 2011. As quoted in Child Protection Priority Action Plan, 2015-17.
- ^{viii} Protecting Children from Violence, Abuse and Exploitation. UNICEF, 2017
- ^{ix} Source: UNICEF Maharashtra Office, CSOs.
- ^x Source: Youth Council for Development Alternatives, Odisha
- ^{xi} Source: Secretariat, JJC, Odisha High Court.
- ^{xii} UNICEF Maharashtra office
- ^{xiii} Seeking Answers. Finding Hope. World Vision India, 2014-15.
- ^{xiv} Points 'b', 'c', 'd' and 'g' have been included. Bullet 'a' did not come up in our discussion with respondents; bullets 'd' and 'f' have not been included as they were not in the scope of work.