

**EVALUATION OF UNICEF
PROGRAMMES TO
PROTECT CHILDREN IN
EMERGENCIES**

**SOUTH SUDAN COUNTRY CASE
STUDY**

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Evaluation of UNICEF Programmes to Protect Children in Emergencies South Sudan Country Case Study.

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This report for South Sudan constitutes part of a global evaluation titled *UNICEF Programmes to Protect Children in Emergencies* which includes four country case studies. The South Sudan case study report was prepared by independent consultants Margaret Brown and Michael Copland. Inputs were provided by a national evaluation team that included Tabitha Kide, Eliaba Damundu, Patrick Ochira and Harriet Kiden. Krishna Belbase, Senior Evaluation Officer, managed and led the overall evaluation process in close collaboration with the UNICEF South Sudan Country Office where Fatuma Ibrahim, Chief of Child Protection, was the lead counterpart.

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ACRONYMS

ACDF	Abiem Community Development Foundation
CAAFAG	Children associated with armed forces or armed groups
CCC	Core Commitments for Children in Humanitarian Action
CCC	Confident Children out of Conflict
CERF	Central Emergency Relief Fund
CFS	Child-friendly space
CP	Child protection
CPIMS	Child protection information management system
DMT	Disaster Management Trust
DRC	Democratic Republic of Congo
ESARO	Eastern and Southern Africa Regional Office (UNICEF)
GBV	Gender-based violence
HRS	Hope Restoration for Sudan
IASC	Inter-Agency Standing Committee
IDTR	Identification, documentation, tracing and reunification
ILO	International Labour Organization
IMS	Information management system
IPCS	Institute for Promotion of Civil Society
IR	Intermediate result
IRC	International Rescue Committee
LRA	Lord's Resistance Army
MARF	Malualbuoth Anyar Recovery Foundation
MHPSS	Mental health and psychosocial support
MoGCSW	Ministry of Gender, Child and Social Welfare
MoRES	Monitoring Results for Equity System
MRE	Mine risk education
MRM	Monitoring and Reporting Mechanism
NBG	Northern Bahr el Ghazal
NGO	Non-governmental organization

NP	Nonviolent Peaceforce (NGO)
OCHA	Office for the Coordination of Humanitarian Affairs
PCA	Project cooperation agreement
SC	Save the Children
SPLA	Sudan People's Liberation Army
SSDP	South Sudan Development Plan
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNMISS	United Nations Mission to the Republic of South Sudan
VSF-Suisse	Veterinaires Sans Frontières-Suisse
WASH	Water, sanitation and hygiene

EXECUTIVE SUMMARY

The case study of UNICEF programmes to protect children in emergencies in South Sudan is part of a global evaluation commissioned by UNICEF. The framework for the evaluation is based on the UNICEF Child Protection Strategy (2008) and the Core Commitments for Children in Humanitarian Action (2010). It considers the effectiveness of the protective environment strategy in pre-emergency, response and recovery phases. The evaluation aims to identify key programming successes and gaps in child protection in emergencies (CPiE) and draw out lessons learned in the context of armed conflict and natural disaster.

The South Sudan case study reviewed the programme over the period 2010-2012, with a focus on the protection issues arising from armed conflict. While issues facing children of all ages were addressed, the case study emphasized the adolescent age group, since adolescence is the period of greatest risk of gender-based violence (GBV) and recruitment into armed groups. Field work took place over two weeks in August 2012. Two international consultants, working with four national research assistants, visited Unity state and Northern Bahr el Ghazal state. Security issues prevented a visit to Jonglei, the state most affected by inter-communal violence. Interviews were conducted with 73 key informants at central and state level, and several meetings were held with community leaders. A total of 203 children and 5 adults participated in focus group discussions on protection issues and how to address them.

Following is a summary of case study findings.

Relevance and appropriateness of the programme: The case study focused on four areas: (a) the extent to which the child protection programme addressed priority protection issues; (b) whether assessments had informed the design of the programme; (c) whether the programme built on existing systems; and (d) whether the programme was built on a clear theory of change or programme-impact pathway (i.e. how change comes about in a community).

Overall, the programme design was found to be highly relevant to the priority protection issues identified by adolescents and community leaders.¹ However, four areas were found to need strengthening or scaling up: (a) initiatives to prevent recruitment of adolescents into armed groups, given the extent of inter-communal violence involving adolescents; (b) programming and coordination in gender-based violence (given the scale of sexual violence) and in early and forced marriage; (c) initiatives to address domestic violence (which was raised as an issue by children in all areas), including engaging the entire family, rather than children alone; and (d) inclusion of separated children in institutions in tracing/reunification and alternative care programmes, given the growing number of street-involved children² and the establishment of new institutions.

Issue-based assessments were found to have been used in designing and adapting programmes, such as an analysis of children released from armed groups and armed forces that led to a shift towards a livelihoods focus. Area-based assessments were also used in programme design. However, there was less evidence of data collection being used to establish monitoring systems, and project proposals tended to measure outputs more than outcomes.

In the cluster system for coordination of humanitarian response involving UN and government agencies, NGOs and academics, which is activated during emergencies, UNICEF is the focal point for the child protection area of responsibility. It takes the lead in establishing a child protection sub-cluster or child protection working group (CPWG). Regarding the extent to which the child protection (CP) response was

¹ Issues prioritized by adolescents were: availability of weapons, threatening behaviour and generalized violence; early and forced marriage; diseases including HIV; landmines; and domestic violence and sexual violence including rape. Community leaders identified issues by age and gender: girls aged 6-11, abduction, trafficking and domestic violence; boys aged 6-11, poverty, child labour and street involvement; adolescent girls, GBV and domestic violence; adolescent boys, direct engagement in the armed conflict, recruitment to 'vigilante' groups, criminal activity, drug use and landmines.

² Street-involved children includes children living or working on the street and other vulnerable children at high risk of living on the streets. See Consortium for Street Children (CSC, 2010).

planned to build on existing systems, the child protection sub-cluster contingency plan for 2012 aimed to map and develop key local CP actors, but in Unity state relatively few actors were actively engaged in the CPWG. This was partly due to the pressure of work on the UNICEF child protection staff, which left limited time to identify and support new CP actors. It is not clear whether the same issue limited the response in other states.

The programme was found to be closely aligned to the global Child Protection Strategy, and the CCCs were explicitly used as the basis for the CP sub-cluster contingency plan. However, the case study found that the programme logic and theory of change were not articulated as clearly as they could be in line with the South Sudan Development Plan (SSDP), which focuses on youth, the causes of the conflict (especially, according to the SSDP, the cultural need to carry arms) and the community's ability to solve conflicts.

Achievement of outcomes: The programme achieved significant outcomes against planned intermediate results. A total of 1,194 children were reunified with their families against a target of 1,200 in the period January 2011 to June 2012 through local networks and referral systems. This was achieved even though the centralized database (the child protection information management system, or CPIMS) was much less effective, had not been updated and lacked the information needed to facilitate tracing and reunification. Policies and procedures for identification, documentation, tracing and reunification (IDTR) were defined (including the Policy on Children without Caregivers and standard operating procedures for IDTR), as part of UNICEF initiatives within the CP sub-cluster. The sub-cluster had been activated, and partners reported that UNICEF provided effective technical leadership at national level by regularly convening key actors and organizing training for partners at central and state level. Partners viewed UNICEF as open and accessible, though there was a consensus that the sub-cluster was stronger at central level than at decentralized level and that vertical linkages were weak.

Monitoring and Reporting Mechanism: The Monitoring and Reporting Mechanism (MRM) on Children Affected by Armed Conflict, established by Security Council Resolution 1612, had been operating effectively in South Sudan since 2010, and UNICEF had supported significant training for partners. The MRM was providing data and information on trends against the six grave violations. The data had been used effectively in advocacy, especially in holding the Sudanese People's Liberation Army, or SPLA (which serves as the country's armed forces), to the terms of the 2012 action plan for ceasing recruitment of children and liberating previously occupied schools. (Of the 25 occupied schools, 21 were liberated, providing places for approximately 8,000 girls and boys). A child protection unit with UNICEF staffing inside the SPLA played a significant role in gaining the SPLA's confidence and aiding the functioning of the action plan. Although impressive progress had been made, there was a consensus among UN and NGO actors that there was still significant under-reporting on the MRM and that the country task force could be more prominent in advocating for children's rights in the context of armed conflict.

Release and reintegration of children from the SPLA and other armed groups: UNICEF had planned to release and provide reintegration assistance to 1,500 children over the period 2011/2012. By June 2012, only 94 children were released as the action plan was only signed in March 2012³; this number increased to 254 children by the end of 2012. While achieving only 33% of the 2012 target for release, 360 CAAFAG benefitted from the reintegration programme over the same time period. The main project to support released children (through Veterinaires Sans Frontières [VSF] Suisse) was effective in supporting livelihoods for those from rural areas by providing five small ruminants (sheep/goats) to each child, together with training. After 14 months, a study of the pilot group of 39 children found that all were still with their families (they had not returned to the barracks) and all were in some form of education or training. The consensus was that the project was effective and sustainable. However, adjustments would be needed for children from urban areas, with a focus on urban value-chains.⁴

Mine risk education (MRE): Educating people, especially children, about the risk of unexploded ordnance is extremely important given that South Sudan is heavily contaminated with landmines and has

³ It called for identifying, screening and reporting children for release within four months of signing.

⁴ 'Value chains' refers to making a profit by increasing the value of a product through processing or marketing, such as by developing milk collection centres, marketing chickens or processing peanut butter for sale.

the sixth highest number of casualties in the world; casualties doubled between 2010 and 2011. MRE was intended to reach 350,000 people, and from January to June 2012, information and education on mine risk was provided through community based organizations to reach 185,430 beneficiaries i.e. 124% of target for that timeframe, implying that this programme component was highly effective. It was not possible to assess the effect but a knowledge, attitudes and practices study was planned.

Psychosocial interventions: UNICEF reached almost three times the planned number of children (7,500 planned, 22,238 reached) with psychosocial interventions. Girls and boys especially valued sports and recreation activities while also recognizing the importance of awareness-raising on early marriage within child-friendly spaces (CFSs). Most CFSs did not disaggregate attendance data by sex and age, although two reports from partners indicated that boys were in the majority (59% in one CFS and 55% in the other).⁵ There was also concern that CFSs did not conform to some of the *Minimum Standards for Child Protection in Humanitarian Action* (CPWG, 2012): There was no evidence of programmes or schedules of relevant activities for girls and boys of different age groups; there were no WASH facilities in one of two CFS visited; there was no evidence of inclusion of all groups, including children with disabilities and minorities; and there was no plan for phasing out or transitioning from UNICEF assistance.

Gender-based violence: There was no specific intermediate result on GBV defined in the multi-year plan but it is included in intermediate result 4 on strengthened CP coordination mechanisms, and UNICEF's engagement with the GBV sub-cluster was included in the contingency plan for 2012. UNICEF is not co-lead on GBV in South Sudan but is an active member of the sub-cluster, which is led by the United Nations Population Fund (UNFPA). UNICEF has a GBV specialist seconded from the Norwegian Refugee Council and is introducing a number of measures internally to strengthen its leadership on GBV in the country: (a) a new project aimed at using social norms to build good practices to prevent and respond to sexual violence against women and girls affected by conflict (South Sudan is a pilot country),⁶ (b) a large-scale messaging programme on harmful practices, in partnership with the communication for development sector; (c) incorporation of GBV into justice initiatives for children to challenge impunity for perpetrators; (d) participation in the Jonglei GBV task force; and (e) continued support for some police gender and child desks that address GBV.

UNICEF supports an innovative project directly addressing GBV. Nonviolent Peaceforce (NP), an international NGO, is training and empowering women's peacekeeping teams to confront GBV. In at least one case a group of women directly challenged armed forces and engaged in dialogue to promote protective behaviours. The project is a good example of a focus on prevention of violence, a key challenge identified by UNFPA and NGO respondents.

Programme strategies: Promotion of upstream policy development based on evidence is one of the key programme strategies. While research has effectively produced evidence, development of administrative data needed for case management has been more problematic (with the exception of the MRM). There was a consensus among partners from the Government, UNICEF South Sudan, the UNICEF Eastern and Southern Africa Regional Office (ESARO) and NGOs that the child protection information management system (CPIMS) has not been effective in facilitating case management and needs significant revision. Although the Humanitarian Performance Monitoring System is functioning against the CCCs, data are not yet disaggregated by sex and age.

Placing a CP specialist within the child protection unit of the SPLA turned out to be a very effective strategy. It has significantly influenced the child protection agenda from within and led to support for implementation of the action plan. The strategic approach to capacity-building, through a social work course at the University of Juba for employees of the Ministry of Gender, Child and Social Welfare, also appears to have been effective but has not been evaluated.

⁵ In one group of 402 children in child clubs the age breakdown was: age 5-9, 23%; age 10-14, 45%; and age 15-19, 32%, but these figures may not be representative of the broader group of CFS and no further age data were available.

⁶ The project is titled 'Social Norms and Community-based Care in Humanitarian Settings: Building 'Good Practice' Approaches for Primary Prevention of and Response to Sexual Violence against Women and Girls Affected by Conflict'.

Emergency response: Through the child protection sub-cluster UNICEF has led partners to address most of the actions in the CCCs, including capacity building on CPIE and standardizing procedures (e.g. for IDTR). UNICEF has also established a local emergency response team that can be rapidly deployed to 'hot spots', for example when inter-community violence flares up. This is impressive in terms of readiness, but response capacity has been held back by bureaucracy and delays in approving project cooperation agreements (PCAs). Partners made the point that they were ready to respond following inter-communal violence in Jonglei in January 2012, but agreements were only finalized in March/April, holding up response. However, it is important to note that responsibility for the delays is often shared. Partners sometimes fail to submit reports in a timely fashion, delaying approval of subsequent fund transfers, and some international NGOs have time-consuming internal consultation procedures.

Costs and efficiencies: The case study found considerable differences in costs between projects achieving similar outputs and outcomes. For example, two projects with closely matched outputs in IDTR and psychosocial support and with similar beneficiary numbers had vastly different budgets: one, implemented by a national NGO, had a budget of \$24,500, while the other, implemented by an international NGO, had a \$600,000 budget. There was not sufficient time to compare the quality of outputs, but the difference pointed to the need for a more detailed analysis of cost-effectiveness.

Coordination between UNICEF sectors: A matrix establishing the modalities for cross-sectoral collaboration was developed during country programme planning. It calls for child protection to work with communication for development on harmful practices; with health on birth registration; and with education on linkages between CFS and temporary learning spaces and on the MRM regarding occupation of schools. There is an unusual degree of linkage with the WASH sector, given that the lack of water points, which obliges families to move seasonally with the men, raises the risk of rape of girls and women and the risk of abduction of girls and boys, especially in Jonglei. WASH colleagues mentioned the need to map protection risks related to water and develop a large-scale prevention strategy.

Scaling up: Scaling up during crises has been difficult due to the limited number of experienced partners and the geographical scale of the programme. Nevertheless UNICEF managed to establish 37 agreements between 2010 and 2012. The majority of contracts with national NGOs (16 of 24) were for amounts up to \$40,000, requiring a great deal of support and monitoring. The shortage of field-based CP staff – which is due to an insufficient number of posts, rather than vacant posts – limits the capacity to develop and monitor partnerships and respond to major child protection issues. For example, UNICEF had no staff in Yida Camp for many months.⁷

Many aspects of the programme were deemed to be sustainable, including IDTR, livelihoods work in reintegration and MRE. But there was no evidence of a phase-out or sustainability strategy for CFS or community-based CP networks. Efforts towards gender equality were variable, ranging from a project that focused on empowering women and girls as peacekeeping teams, to child-friendly spaces, which were not collecting sex-disaggregated data. Child participation in project planning was also variable; some partners had clearly made strong efforts to engage children in planning, which children mentioned in focus groups, but the majority had not engaged children.

Conclusions

The CPIE programme in South Sudan has shown a mixed performance with some outcome targets being achieved or exceeded (mine risk education, family tracing and reunification, reintegration of released children) while the release of children was underachieved. Additionally, the programme was weak on addressing gender based violence and although psychosocial targets were exceeded, there were issues about the quality of services. However, it should be recognised that these achievements have been reached in spite of very weak service delivery capacity (nascent state institutions and weak civil society capacity).

⁷ A UNICEF staff member was placed in the camp in late 2012.

Key successes:

- (a) The shift towards supporting economic interventions and livelihoods with adolescents reintegrating from the armed forces
- (b) Identification, documentation, tracing and reunification at local level, in terms of the number of separated/unaccompanied children reunified with families
- (c) The Monitoring and Reporting Mechanism, in terms of populating data on violations and advocacy plus the establishment of child protection units inside the SPLA, and the work of the child protection sub-cluster in sharing technical approaches and joint tools at central level.

The unarmed civilian peacekeeping approach is a promising approach to prevention of GBV and recruitment of children into armed forces/groups while also preventing local violence more broadly.

Gaps and weaknesses: No major gaps were identified but the emphasis of programming was weaker in addressing:

- (a) Prevention of recruitment and violence
- (b) Gender-based and domestic violence
- (c) Inclusion of children in institutions in IDTR.

Other conclusions are as follows.

- (a) The theory of change is not yet fully articulated, especially in relation to the role of adolescents and youth (both boys and girls) in tackling the causes of the conflict.
- (b) Given the extremely high incidence of gender-based violence in South Sudan, the evaluation endorses UNICEF's plans to strengthen programming in this area and makes further recommendations on programming and coordination.
- (c) Psychosocial programming, especially child-friendly spaces, is extremely important but has not yet achieved some of the quality standards.
- (d) The child protection sub-cluster is effective at central level, but vertical linkages with the CPWGs in the states are weak.
- (e) Strong progress has been made in developing evidence through research, but sex- and age-disaggregated administrative data are weak.
- (f) UNICEF has effectively addressed most of the CCC actions in preparedness.
- (g) Some components of longer term systems have been strengthened, improving response, specifically in terms of developing the Child Act, the Policy for Children without Caregivers and a large-scale capacity-building programme with the Ministry of Gender, Child and Social Welfare (MoGCSW). However, these interventions are constrained by the overall weakness of the system in protecting children from violence, exploitation and abuse.⁸
- (h) Placing a technical specialist in the SPLA has been very effective in developing and implementing the revised action plan (2012) and more broadly implanting child protection issues into the disarmament, demobilization and reintegration process.

⁸ The launch of a comprehensive systems mapping process, intending to lead to comprehensive plans for system strengthening began in late 2012/early 2013.

- (i) The geographical focus of the CPiE programme could be more narrowly defined by county.
- (j) The linkages between UNICEF child protection and other sectors have been defined and, especially in WASH, could be further advanced.
- (k) Gender mainstreaming could be strengthened.
- (l) There were vast disparities in funding NGO projects with similar outputs (although it was beyond the scope of the case study to undertake a full cost-benefit analysis).

Recommendations

For UNICEF Child Protection Section, South Sudan

1. Drawing on the strategic framework of the SSDP and the work of the forthcoming peacebuilding programme, develop a theory of change for how the programme contributes to the UNDAF outcomes.

The CPiE programme is contributing to these UNDAF outcomes: “violence is reduced and community security improves” and “key service delivery systems are in place”. These feed into the SSDP pillars of social and human development and conflict prevention and security. The CP section should clarify how programme components feed into the results chain, and specifically how CPiE interventions will contribute to reducing violence and improving community security. This should focus on the adolescent age group, especially boys, who are at greatest risk of engagement in violence. Clearly articulated, this will help to guide a greater emphasis on prevention (recommendation 7) and especially will reinforce the role of protective spaces, children’s clubs and child protection committees in bringing this change about.

Similarly, and as part of the systems mapping process, the CP section should define how existing emergency structures supported under the programme (especially CFS) can contribute to the establishment of longer term ‘key service delivery systems’ (see recommendation 8(a)).

2. Strengthen programming and coordination in gender-based violence.

Given the scale of GBV (sexual violence in addition to early and forced marriage), the evaluation endorses plans to strengthen GBV programming and coordination and proposes additional actions. Specifically:

- (a) Establish an intermediate result on GBV to ensure programme and results monitoring in this area.
- (b) Based on UNICEF’s commitments to preventing GBV and addressing women and children affected by it (CCC 5), strengthen collaboration with the leadership of the GBV sub-cluster. The aim should be to further develop strategic thinking on prevention and response (including for the known danger of rape of women in marketplaces and while collecting firewood), support UNFPA’s efforts at advocacy with the Government on developing and endorsing national policies and strategies on GBV, and support the provision of training to partners.
- (c) With the WASH sector, analyse the feasibility of conducting a comprehensive risk-mapping exercise on the lack of water points, which exposes children and women to protection violations, especially in Jonglei. The aim would be to develop a strategy for WASH/protection collaboration.
- (d) Review with the police the successes and challenges of the gender and child desks, identifying which aspects have been most and least successful and building on information in this case study. Analyse how they can be further strengthened to encourage reporting of violence, including GBV, and address impunity.

(e) Evaluate the Nonviolent Peaceforce project to empower women through peacekeeping teams for prevention of GBV, with a view to extending the project.

3. Continue support to livelihoods in reintegration programmes and create other options to support children in peri-urban and urban communities.

The focus on livelihoods should be sustained and should continue to engage children released from armed forces/armed groups together with other vulnerable children. The animal restocking project is appropriate for agro-pastoralist communities, but different options focused on the urban value chain should be introduced for those in peri-urban and urban communities (see section 3.2.4). Ideally, it should be possible to provide training and business start-up assistance at a lower cost per capita than the current programme (if livestock are not provided) in order to reach more children.

4. Evaluate the training programme for social workers with a view to continuing to train national and state staff.

Conduct an evaluation of the training course implemented by Juba University with those who were trained to determine (a) which aspects were most and least useful, (b) the breakdown of participants by sex, (c) whether participants' supervisors facilitated or impeded implementation of the course contents, (d) how the content of the course changed participants' practices, (e) what kind of follow-up is feasible (e.g. six-month refresher courses); (f) whether a community of practice could be established and (g) whether the course could be given accreditation.

5. Maintain a geographical focus on areas at greatest risk.

Continue to prioritize projects in the states most vulnerable to serious protection risks and classify counties as emergency or recovery areas based on clear criteria. Focus human and financial resources on the emergency areas and identify which components of projects could be phased out or should be sustained in recovery areas.

For UNICEF child protection section, as the sub-cluster lead, and partners in the sub-cluster at central and decentralized levels

6. Strengthen vertical linkages of the child protection sub-cluster,

Within the CP sub-cluster analyse how linkages with state-level CPWGs could be reinforced, considering the following options: (a) Have representation from CPWGs participate in meetings at central level (possibly on a six-monthly basis) to review progress with the CP sub-cluster plan and (b) invite CPWGs at state level to specify which CPiE areas they consider to be strengths and gaps in CP prevention and response, for consolidation and feedback from central level.

7. Strengthen efforts to prevent engagement with armed groups.

Identify the characteristics that make adolescents (mostly boys) vulnerable to involvement with armed groups and gangs, as well as the specific risks faced by girls and the unique reintegration needs of released women and girls. Drawing on the experiences of CP sub-cluster partners, consider how projects could strengthen activities to prevent recruitment, de-escalate violence and strengthen community cohesion.

8. Develop standards for child-friendly spaces and other protective spaces, drawing on those in the *Minimum Standards for Child Protection in Humanitarian Action*.

Based on review of the *Minimum Standards*, draw up standards for child-friendly spaces and protective spaces in South Sudan and have them approved by the CP sub-cluster. This should include consideration of:

- (a) Programmes of activities in protective spaces aimed at specific age and sex groups to address protection priorities by:
 - Engaging adults in discussions on the links between alcohol and violence, as part of broader health and justice programmes
 - Engaging men and boys in discussions on domestic violence and the impact on women and girls
 - Engaging adults in discussions on the risks of violations due to inadequate access to water or grazing, or issues about bride wealth
 - Building health and hygiene awareness including of HIV and how to prevent mother-to-child transmission
 - Continuing to address awareness on GBV including early/forced marriage
 - Providing referrals/linkages to education including accelerated learning programmes.
- (b) Physical standards
 - Standards on latrines and water sources
 - Safety standards for the building and compound
- (c) Sustainability or duration of CFS service
 - Sustainability for services planned to be longer term by linking the protective space and CP network to a longer term structure and source of funding. Alternatively, defining the duration of the service and ensuring that users are aware that it is short term.
 - Child and adult participation in planning and monitoring activities, services and the way in which protective spaces can be sustainable.

9. Strengthen system response to separated children and IDTR.

- (a) Review progress in implementing the measures recommended by the ESARO child protection specialist, including strengthened management of the database; decentralization of data entry to state level; further capacity-building; reconfiguration of the database; and review of the standard operating procedures in relation to international guidelines, including case management, IDTR and alternative care.
- (b) Determine whether unregistered children's centres are operating and take steps to ensure that separated children are not missed in IDTR and to prevent the development of large institutions. Take action based on the National Policy for Children without Caregivers.

10. Establish or strengthen knowledge management and data systems.

Establish or strengthen simple standardized systems to collect data within projects. They should include information disaggregated by age band, sex and inequity factors (disability and ethnic or religious groups).

11. Strengthen systems to aid the advance from emergency to recovery.

As part of the system mapping process, review which aspects of emergency systems could be used as an entry point to strengthen systems for the longer term. This should include, for example, whether the Child Protection sub Cluster, Child Protection Working Groups in the states and GBV sub Cluster and GBV Working Groups in the states could provide the basis of longer term state-level child rights and child protection working groups, whether the CPIMS system could provide the basis for the longer term case management system and whether a participatory planning and monitoring system could be introduced with children and CP networks through protective spaces to ensure that services are primarily accountable to that constituency rather than to donors.

1. INTRODUCTION

1.1 UNICEF's Approach to the Protection of Children in Emergencies

UNICEF's approach to child protection action in emergencies is framed by the Child Protection Strategy (2008) and the Core Commitments to Children in Humanitarian Action (CCCs, 2010). The Child Protection Strategy aims to create a protective environment through a continuum of protective interventions in pre-crisis, crisis and post-crisis phases.

The Child Protection Strategy sets out three pillars. The first two, 'strengthening national protection systems' (formal and less formal) and 'supporting positive social change' (in relation to harmful practices), work in tandem to create a protective environment for girls and boys. They should both be strengthened simultaneously to be effective. Taken together, they reinforce the protective environment and reduce protection risks that occur during natural disasters and complex emergencies. Strengthening national protection systems involves a range of actors, including children and youth, families, communities, government and civil society and private organizations. The effectiveness of child protection depends on (a) laws, policies and standards; (b) services and service delivery mechanisms; (c) human and fiscal resources and management; (d) communication and advocacy; and (e) evidence and data for decision-making.

The third pillar, 'child protection in armed conflict and natural disasters', interprets how to adapt the systems approach to child protection in emergency and transition contexts. This can be, for example, through mechanisms at camp level that identify vulnerable children and provide front-line support and referral to support services (psychosocial support, family tracing, access to education). The aim is to work with existing systems, even if they are weakened during a crisis. The Strategy points out that opportunities and entry points may emerge during crises that can be used to catalyse system strengthening or social change in the recovery phase. An example would be using the imperative of providing tracing and reunification services to separated children in the emergency to strengthen longer term systems for protection of children without adequate parental care.

In addition to the three pillars are two cross-cutting areas: (a) evidence-building and knowledge management and (b) convening and catalysing agents of change. Evidence-building and knowledge management seeks to ensure that adequate data and information are available to plan and monitor results and outcomes for children. Convening and catalysing agents of change refers to strengthening partnerships with other actors to coordinate and scale up programming and advocacy in child protection.

Common concerns in all contexts are (a) addressing gender and other power imbalances, (b) strengthening coordination between sectors, (c) increasing support through social protection and rule-of-law initiatives and (d) ensuring that socially excluded or invisible groups are included.

The CCCs complement the Child Protection Strategy by presenting a set of key commitments, benchmarks and actions in each phase of preparedness, response and early recovery. Taken together, the eight CCCs in child protection are intended to serve as a framework for rapid, predictable response.

UNICEF is also responsible for implementation of key Security Council resolutions, particularly resolution 1612, which required the establishment of a monitoring and reporting mechanism on six grave violations against children in armed conflict⁹ and Security Council resolution 1888 that strengthened the requirements on monitoring of sexual violence against women and children in armed conflict and combating impunity.

Within the cluster system for the coordination of humanitarian response, UNICEF is the focal point for the child protection area of responsibility and leads on the establishment of a child protection sub-cluster (of

⁹ The violations are (i) killing and maiming of children; (ii) recruitment and use of child soldiers; (iii) rape and other forms of sexual violence against children; (iv) abduction of children; (v) attacks against schools or hospitals; and (vi) denial of humanitarian access to children.

the protection cluster) or child protection working group in partnership with government agencies, NGOs and academics. CP sub-clusters aim to ensure that child protection is more predictable, effective and accountable in emergencies. Since early 2008 UNICEF has also been co-lead, with UNFPA, of the gender-based violence (GBV) area of responsibility. UNICEF is further responsible for dissemination of the Inter-agency Standing Committee (IASC) 'Guidelines for Gender-based Violence Interventions in Humanitarian Settings' and the gender-based violence area of responsibility 'Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings' .

Addressing GBV in emergencies is a core commitment for children. Child Protection Commitment 5 (Programming) underscores the importance of combating violence, exploitation and abuse of children and women from both a prevention and response perspective. In addition to addressing GBV from a programme perspective, Child Protection Commitment 1 (Coordination) recognizes the importance of GBV-related coordination. This commitment aims to ensure that effective leadership is established for both the child protection and GBV areas of responsibility, with links to other cluster/sector coordination mechanisms on critical inter-sectoral issues. Finally, UNICEF is responsible for dissemination of the IASC 'Guidelines on Mental Health and Psychosocial Support in Emergency Settings' and for ensuring that mental health and psychosocial support (MHPSS) is mainstreamed into cluster work. Further, the Paris Principles and Guidelines on Children Associated with Armed Forces or Armed Groups and the Paris Commitments to protect children from unlawful recruitment or use by armed forces or armed groups (both 2007) set out the agenda for prevention of child recruitment, release and reintegration, ending impunity and ensuring justice and for follow-up. UNICEF plays a leading role in advocating for implementation of the Commitments.

1.2 Background to the Evaluation

UNICEF's Evaluation Office commissioned this first global evaluation of programmes to protect children in emergencies (armed conflict and natural disasters) in the light of the Child Protection Strategy and CCCs (see framework in Annex 1). The purpose of the global evaluation is to strengthen child protection programming in the context of emergencies by assessing UNICEF's performance in recent years across the continuum of pre-crisis, crisis and post-crisis phases. Both preventive and responsive perspectives were considered, in line with the CCCs.

More specifically, the global evaluation reviews the performance of programmes against the criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC)¹⁰ and investigates how far interventions in longer term CP systems-strengthening coupled with preparedness actions from the CCCs actually lead to more effective response in crises. In terms of supporting positive social change, it considers whether it has been possible to challenge negative attitudes and practices in terms of gender, ethnicity and disability, among others, and contribute to a culture of peace in before and during crises. Finally, the evaluation reviews programme performance against the CCCs and identifies successes and gaps in terms of what works, what does not work and how to better protect children.

The evaluation of UNICEF programmes to protect children in South Sudan is one of four country case studies; the others cover Colombia, the Democratic Republic of the Congo and Pakistan. A desk study is addressing child protection in an additional eight countries affected by disaster or armed conflict.¹¹ The evaluation covers UNICEF's work during the current medium-term strategic framework period (2006 to present) with a principal focus on the period between 2010 and 2012.

The case study comes at an important point in South Sudan's history, just two years after independence (July 2011) and while the country works to build its state institutions and promote peacebuilding, despite ongoing sporadic conflict.

¹⁰ Impact or intermediate results, relevance/appropriateness, effectiveness, efficiency, connectedness/coordination, sustainability and scaling up.

¹¹ Afghanistan, Haiti, Myanmar, Philippines, Somalia, Sri Lanka, State of Palestine, Sudan.

1.3 National Context for Child Protection in South Sudan

The Comprehensive Peace Agreement, signed in 2005, allowed South Sudan to function as an autonomous region and to initiate some aspects of state-building. Most importantly for child rights, South Sudan approved the Child Act in 2008, which domesticated much of the Convention on the Rights of the Child. However, South Sudan has not yet ratified the Convention nor its Optional Protocols, though it has adhered to the Mine Ban Treaty since July 2011.

Other key child protection legislation, policies and strategies are (a) the Policy on Children without Caregivers (2007), which was drawn up in the context of the UN Guidelines on Alternative Care;¹² (b) the National Disarmament and Demobilization and Reintegration Programme (2012-2020), which includes a focus on children associated with armed forces and armed groups as a special group; and (c) the Justice for Children Strategic Framework (2012), which is particularly important in a context in which over 90 per cent of criminal and civil violations are adjudicated under customary law and there is no clear distinction between criminal and civil offences (Jok et al., 2004). If a child is raped, for example, the offender is likely to be fined livestock, and efforts are typically made to restore harmony among the two families, rather than addressing the issue as a serious criminal offence.¹³

The Ministry of Gender, Child and Social Welfare (MoGCSW) has principal responsibility for child protection in South Sudan, in conjunction with the ministries of Justice and Interior and other State and non-State partners. There are corresponding MoGCSW ministries and directorates in each of the 10 states, providing services at the county, *payam* and *boma* level. However, they receive very limited state funding beyond salaries, so implementation capacity is severely constrained. This situation has been exacerbated since South Sudan introduced an austerity budget in 2012 (sustained into 2013) due to the suspension of oil production while disagreements persist with Sudan on how oil resources should be managed.

Around 150 international NGOs were estimated to be operating in South Sudan in 2010, along with the same number of national NGOs.¹⁴ However, civil society organizations are in an early stage of development, with limited organizational capacity and difficulty in accessing funding (Oxfam International, 2011).¹⁵

A UN peacekeeping mission is present in South Sudan. Established as the United Nations Mission to South Sudan (UNMISS) in July 2011, it followed previous missions dating back to 2004. UNMISS is mandated to support the Government in peace consolidation and state-building; conflict prevention and protection of civilians; and establishment of the rule of law and strengthening of the security and justice sectors.¹⁶ UNMISS is staffed with around 7,000 military and 900 civilian personnel.

South Sudan is included under the Monitoring and Reporting Mechanism established under Security Council Resolution 1612. Parties listed are the Sudan People's Liberation Army (SPLA, the armed forces) and the Lord's Resistance Army. A revised action plan¹⁷ was signed with the SPLA on 13 March 2012. In August 2010, the SPLA established a child protection unit at its headquarters, and subsequently such units were established in seven other SPLA divisions (UN, 2012a).

¹² The UN Guidelines on the Alternative Care of Children were adopted by the General Assembly in 2010. The South Sudan Policy on Children without Caregivers was based on the draft UN Guidelines.

¹³ Interviews with UNFPA and others for this case study.

¹⁴ South Sudan NGO Forum information available at <http://southsudanngoforum.org/ngos-in-southern-sudan/>. No updated figures are presented.

¹⁵ Due to lack of information on funding opportunities, a requirement for audited accounts and minimum grant sizes too large for small national organizations to manage.

¹⁶ UNMISS Mandate available at: <http://www.un.org/en/peacekeeping/missions/unmiss/mandate.shtml>. Sourced on 17th January 2013.

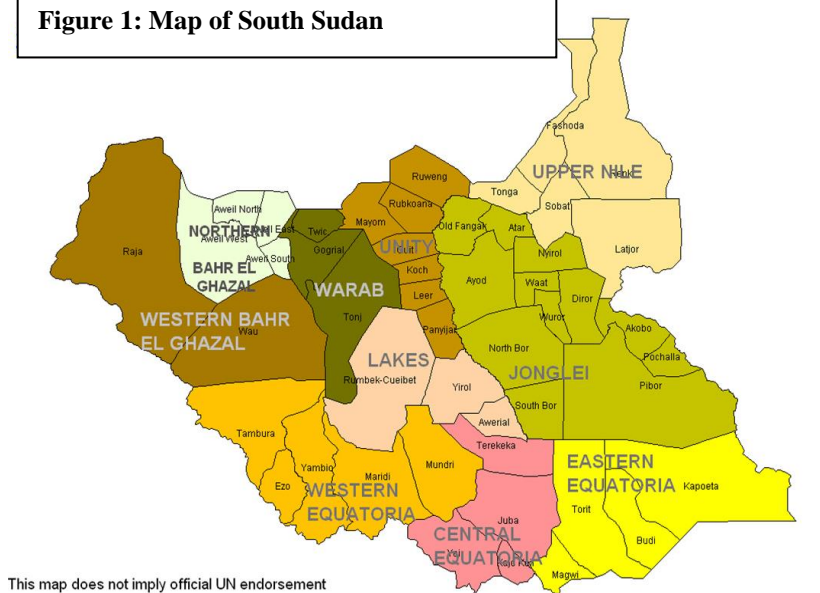
¹⁷ The first action plan was signed in November 2009.

1.4 Armed Conflict and Natural Disasters and Their Impact on Child Protection

At least five factors of conflicts and natural disasters have affected child protection in South Sudan over the last two to three years: (a) South Sudanese returnees resettling from Sudan and other countries; (b) internal inter-communal conflicts between ethnic groups; (c) refugees from Sudan along the northern border, mostly coming from South Kordofan and Blue Nile provinces; (d) protection violations arising from the Lord's Resistance Army on a regional basis; and (e) natural disasters such as floods and droughts. In addition, there are ongoing cultural issues especially those related to early marriage and bride wealth that cannot be described as being related to armed conflict or disasters but are highly relevant to child protection.

Returnees: Around 405,700 South Sudanese citizens returned between October 2010 and mid-2012 alone, following the return of 1.8 million between 2004 and 2008 (CSAR, 2013). The majority returned to the north of the country, with 58% of returnees divided between the three states of Unity, Northern Bahr el Ghazal and Upper Nile, around 80,000 in each state (see figure 1). The vast majority were not able to return to their ancestral homes, instead remaining in poor urban centres, and the land allocated by the Government has not been sufficient to cultivate (CSAR, 2013). Returnee populations have been associated with the increase in numbers of children living on the streets (OCHA, 2013) and in child labour and involvement in the sex trade.¹⁸

Figure 1: Map of South Sudan



Inter-communal conflict and displacement: The major issue in internal conflict is inter-communal disputes between ethnic groups. These are rooted in complex factors including cattle raiding, conflicts over grazing land and water resources, and revenge for previous attacks. Youths band together by ethnic group (Murle, Lou Nuer and Dinka) and join groups such as the 'White Army' (Lou Nuer). A UN report estimated that 6,000-8,000 armed youth¹⁹ had banded together in that group in December 2011. Attacks perpetrated by the group resulted in the deaths of around 888 civilians as well sexual violence and child abductions (UNMISS, 2012). Repeated attacks have occurred, more recently in February 2013, affecting about 14,000 people, as well as people in Jonglei State (OCHA, 2013). There have been efforts to prevent the escalation of violence through early warning systems, including helicopter surveillance by UNMISS and through mediated talks between ethnic groups. A Child Abduction Task Force was established in Jonglei, led by UNICEF and the UNMISS child protection unit (UNMISS, 2012).

In addition, militia groups have formed in other areas of the country, towards the border with the Democratic Republic of the Congo, where citizens have armed themselves against attacks by the Lord's Resistance Army (LRA), which have equally involved large numbers of youths with gang names such as Arrow Boys. Overall, the United Nations High Commissioner for Refugees (UNHCR) had a caseload of

¹⁸ Interviews for the case study (UNICEF, Save the Children, VSF-Suisse).

¹⁹ The report refers only to 'youth' with no reference to the ages of the young people involved. However, another report, by Rolandsen and Breidlid (2012), describes the youth involved in inter-communal violence as aged 15 to 30. Rolandsen, O. and R. Breidlid, *A Critical Analysis of Cultural Explanations for the Violence in Jonglei State, South Sudan*, Conflict Trends, Durban, ACCORD.

560,000 internally displaced people in 2012 as a result of multiple internal conflicts, but the number was expected to fall to around 350,000 in 2013 (UNHCR, 2012).

Refugees: Around 216,000 people, mainly from South Kordofan and Blue Nile states in Sudan, had crossed the border into South Sudan by early March 2013, mostly during the first half of 2012 (SCR, 2012; UNHCR, 2013). Of these, 60% are under 18. More than half (53%) have settled in Upper Nile state, 33% in Unity state and the remainder in Central and Western Equatoria and Jonglei (UNHCR, 2013). This has resulted in multiple child protection problems,²⁰ particularly a very large number of separated and unaccompanied children, which is further examined in this case study.

Abduction and attacks by the Lord's Resistance Army: The LRA, a regional threat, operates as small scattered groups in South Sudan, Democratic Republic of the Congo (DRC), Uganda and Central African Republic. It was formally designated a terrorist organization by the African Union in November 2011. It has no clear political agenda but is responsible for grave child protection violations including abduction of girls and boys as armed actors and for sexual and other purposes (IDMC, 2012). In September 2012, around 49,000 people were still displaced from Western Equatoria state as a result of LRA activity (OCHA, 2012). In 2012, attacks in South Sudan and Uganda fell considerably, partly due to organized resistance by local groups, including the Arrow Boys in South Sudan (ReliefWeb, 2012). Attacks continued, however, in DRC and Central African Republic during 2012. The South Sudanese populations, especially in the border areas with DRC, remain wary of possible attacks and abductions.

Natural and economic disasters: Floods, droughts, the closure of the border and increased food transportation costs have worsened food security and poverty, increasing protection risks. In particular, droughts (interspersed with floods) leading to the shortage of grazing land are a trigger of inter-ethnic conflict, often from December to February. The closure of the border with Sudan led to importation of food from Kenya and Uganda, with considerable price hikes. According to VSF-Suisse, the price of a bag of sorghum increased threefold between 2011 and 2012,²¹ and diesel increased sevenfold over the same period. This has made operational costs for humanitarian agencies and food costs extremely high. Only livestock prices had fallen, as people tried to exchange cattle for money.

Cultural issues and gender-based violence: Gender-based violence is related to a complex set of beliefs and practices that include early marriage, 'selling' of children to settle issues between families²² and the condemnation of 'elopement'.²³ In addition, tolerance of GBV is widespread (Min GCSW, 2011). Rates of early marriage are very high, at 39% of girls aged 15-19 and 7.3% of girls under 15 (UNICEF, 2010). In rural areas, early marriage is also reported among teenage boys (HSBA, 2011). A Ministry of Gender, Child and Social Welfare (MoGCSW) study on GBV found that bride wealth had increased by 44% between 2005 and 2010. This was found to be a factor in the increase in cattle raiding (to pay for a bride) and the prevalence of early and forced marriages as a way of acquiring money (MoGCSW, no date). One study found rape of girls and women was prevalent during the armed conflict²⁴ (Lowenstein, 2011).

²⁰ In mid-2012 there were separate compounds for separated children; reports of forced marriage and of girls being tied up and beaten if they disagreed (information in Yida camp); reports of rape (IRC) in which all were under 18 years (IRC); children risking landmines to cross the border on foot to visit families; and increased child labour in 'tea houses'.

²¹ The price rose from 150-200 Sudanese pounds for a 90 kg bag of sorghum before independence to 300-600 pounds now. Diesel has increased from 340 pounds for a 200-litre barrel at independence to 2,500 pounds. The exchange rate and purchasing power have fallen as have livestock prices. Only the Government or NGOs employ people – there is no private business.

²² Children, especially girls, can be given to another family as a way of compensating for a dispute (Source: interview with UNICEF South Sudan).

²³ 'Elopement' is a consensual relationship between a boy and girl. It risks the family's plans for the exchange of bride wealth, and the boy or girl can be fined or even detained for having the relationship. (Source: interviews in Chief's Court, Leer County, VSF-Suisse and in HRW, 2012).

²⁴ Close to half (41.9%) of 267 women interviewed knew someone who had been raped during the conflict (Lowenstein, 2011).

1.5 UNICEF Programmes to Protect Children in Emergencies in South Sudan

The country programme for UNICEF South Sudan (2009-2011) was revised following independence, with the aim of bringing it more closely in line with the national South Sudan Development Plan 2011-2013 (GoSS, 2011). Additional priorities were defined as a focus on state building; defining outcome oriented, achievable and pro-poor targets; strategic thinking about joint programmes; development of a resource mobilization strategy; and ensuring flexibility in the UN coordination framework, given the fluid situation.²⁵

In child protection, the country programme sets out six components: (a) develop policies, legislative frameworks and child protection systems; (b) develop the civil registration system with emphasis on birth registration; (c) promote a child-sensitive justice system with emphasis on restorative justice; (d) scale up community-based reintegration services for children released from armed groups, rescued from abduction and separated from their families; (e) provide psychosocial and other services to children affected by violence and HIV and AIDs; and (f) empower boys and girls against harmful traditional practices, such as early marriage and abduction, through social transformation and advocacy for child rights. The new country programme (2012-2013) reflects this strategic approach.

Within the programme, two operational plans are particularly relevant for the evaluation. The 2012-2013 multi-year plan (which builds on the 2009-2011 plan, which had similar intermediate results) includes intermediate results on long-term development and emergency for UNICEF's own programming and is closely aligned to the CCCs (see table 1). Intermediate results 4 and 5 for child protection are reviewed in the current case study.

The second plan is the UNICEF South Sudan contingency plan, which covers the six-month period of July-December 2012. It was designed around the CCCs and is intended to focus the work of the CP sub-cluster.

Intermediate result	CCC addressed
<p>IR 4: Strengthened child protection coordination mechanisms for responding to the protection needs of children and adolescents affected by armed conflict and emergencies with a focus on:</p> <p>4.1. Support government and NGO partners to provide family tracing and reunification and reintegration assistance to children affected by the LRA and tribal abduction. Strengthen the tracing and reunification database.</p> <p><i>Indicator: Number of separated/unaccompanied children (and children affected by HIV and AIDS) benefiting from child protection services.</i> <i>Baseline: 10,232</i> <i>Target: 20,000</i></p>	<p>CCC 4: Preventing and addressing the separation of children from families</p>
<p>4.5 Monitor and report on grave child rights violations based on Security Council resolution 1612 (with discussion of resolutions 1882 and 1998)</p> <p>4.6 Support the capacity development of the child protection sub-cluster and child protection working group.</p>	<p>CCC 2: Monitoring and reporting on grave violations and other protection concerns</p> <hr/> <p>CCC 1: Effective leadership is established for both the child protection and GBV areas of responsibility</p>

²⁵ See UNICEF Strategic Reflection Exercise (UNICEF, 2011).

<p>IR 5: Increased number of children and adolescents affected by landmines and those released from armed forces and groups access improved and equitable community based reintegration services.</p> <p>5.1 Support the release and reintegration of children and adolescents associated with armed forces and groups and support measures to prevent recruitment. <i>Indicator: Number benefited</i> <i>Baseline: 447 in 2011</i> <i>Target: 1,500</i></p> <p>5.2 In collaboration with UNICEF education section support training of teachers and local partners on mine risk education (MRE) standards and support trained teachers and peer educators to increase MRE awareness. <i>Indicator: Number trained</i> <i>Baseline: 149,943</i> <i>Target: 350,000</i></p>	<p>CCC 7 on prevention of and response to child recruitment and use</p> <hr/> <p>CCC 8 on prevention of landmines and indiscriminate weapons by State and non-State actors.</p>
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UNICEF South Sudan has also established a matrix that defines the principal ways in which sections collaborate. Child protection collaboration with the health and nutrition sector focuses on maternal health as an entry point for birth registration; with the education sector it emphasizes life skills, psychosocial support and MRE in schools; and with water, sanitation and hygiene (WASH) the intent is to assess WASH services from a protection perspective. Collaboration with communication for development has also been defined, with a focus on reducing child marriage.

1.6 Programme Management and Funding

At the time of the field work for the case study, the child protection staff structure (including CPiE) was as shown in table 2:

Central level (Juba)		Provincial level	
International posts: Chief and CP specialist	2	International protection specialists – Juba, Malakal and Wau	3
National CP specialists	3	National officers in each regional office	8
General Service staff	2		
Junior professional officer supporting sub-cluster coordination	1		
Standby partner staff from Norwegian Refugee Council - GBV and MRM	2		
Consultant for psychosocial support	1		
Total	11	Total	11

Until the end of 2012 the protection specialists in the field covered education as well as child protection, but from 2013 their role was limited to child protection.

Over the last three years the CP programme in South Sudan has grown significantly. In the last quarter of 2012, total required funds were \$19.4 million for two years. Allocated funds stood at \$10.6 million, leaving a shortfall of \$8.8 million.

UNICEF and Save the Children co-lead the CP sub-cluster,²⁶ which has 30 active members at national level, equally divided between national and international NGOs.²⁷ UNFPA leads the GBV sub-cluster, and there is a nascent MHPSS working group that was drawing up terms of reference in the last quarter of 2012.

Principal government partners are the ministries of Gender, Child and Social Welfare; Justice; and Interior; and the SPLA (armed forces). The CP section also participates in three national commissions: South Sudan Disarmament, Demobilization and Reintegration; SS Mine Action Authority; and the HIV/AIDS Commission.

Within the UN, principal partnerships are with the child protection unit of UNMISS, especially in terms of children associated with armed forces and armed groups (CAAFAG) and the MRM; UNHCR on child protection within refugee and displaced populations; International Labour Organization (ILO) on child labour; and UNFPA on gender-based violence. The CP section also works with academic institutions on social work training and with the media on communications on child protection. The main donors contributing to the programme are the Canadian International Development Agency; Swedish International Development Cooperation Agency; UNICEF National Committees of Italy, Spain, France and Germany; and the governments of Japan, Spain and Norway.

²⁶ However, UNICEF is more active in its leadership (see section 3.2.3).

²⁷ Source: Child protection team.

2. EVALUATION SCOPE AND METHODOLOGY

2.1 Evaluation Scope

The scope of the evaluation was to address child protection work before, during and after conflict, covering the phases from preparedness planning to recovery and the roles and linkages with regional and global partners. In terms of timing, the evaluation analysed progress towards the intermediate results for child protection in emergencies over the period 2010-2012. The focus was on armed conflict more than disaster, although some of the protection issues are influenced by disasters.

International research has demonstrated that the adolescent age group is most vulnerable to key protection risks in armed conflict, particularly recruitment to armed groups, injury from explosive remnants of war and GBV.²⁸ Thus focus groups were aimed at children aged 10-14 and 15-18. However, data were collected on risks to all age groups.

Although issues of justice for children and detention can be related to the conflict, they were not addressed in the case study as UNICEF has separate and extensive intermediate results for this area.

2.2 Evaluation Objectives

The South Sudan case study has three specific objectives:

- a) Analyse the main CPiE programme components (tracing and reunification of separated and unaccompanied children; reintegration of children from armed forces and armed groups; MRM; sub-cluster coordination; and psychosocial support) against the OECD/DAC criteria
- b) Identify key successes and gaps in programmes to protect children in emergencies
- c) Provide recommendations for policy and management decisions.

In addition the case study considered the following issues, which will feed into the global evaluation:

- The extent to which preparedness enhanced response and whether there were examples of how response could enhance child protection systems in the longer term
- How formal and less formal components of the CP system linked to enhance protection outcomes
- The extent to which the cross-cutting principles of equity, gender and community participation are effectively integrated and addressed
- The level and manner in which technical guidance (international and/or national) was used to strengthen child protection
- The extent of systematic advocacy on child protection violations
- Progress with the strategy of evidence-building and knowledge management.

2.3 Evaluation Questions

The principal evaluation questions were as follows (see annex 2 for a full version):

- *Long-term and intermediate results* – What are the key results achieved in key phases of preparedness, emergency relief, response and recovery? What are the key measures to improve CP results in the context of emergencies?
- *Relevance and appropriateness* – What approaches and tools are used in situation analyses and needs assessments before, during and after the emergency? Is the information adequate for programme development, monitoring and evaluation? How explicit was programme design in relation to a theory of change (i.e., how change comes about)? How relevant and responsive are programmes/interventions to the needs of children and women? To what degree do CP

²⁸ *Adult Wars, Child Soldiers: Voices of children involved in armed conflict in the East Asia and the Pacific Region* (www.unicef.org/evaldatabase/files/EAPRO_2001_AdultWars.pdf). The report indicates that in EAPRO the average age for recruitment is 12 to 14 years, and 67% join voluntarily. A similar report for TACRO (Colombia) found an average age of recruitment of 12.7 (www.unicef.org/spanish/infobycountry/files/Colombia_HAU_Sep_2007.pdf). See also for ESARO a public domain statement indicating recruitment age of 14 to 18 (www.unicef.org/esaro/5480_child_protection.html).

interventions in preparedness, early response and recovery build on existing systems and mechanisms?

- *Effectiveness* – How systematically has UNICEF engaged with national government and other partners in child protection? Has UNICEF delivered on its commitments to preparedness planning? How effective is UNICEF’s CP response in various emergency contexts? Which strategies/interventions are most/least successful? To what extent have UNICEF programmes succeeded in developing national capacities at central and decentralized levels? How effective is UNICEF’s advocacy and communication strategy with respect to CPiE? To what extent have CP interventions provided an opportunity to strengthen systems for protecting children?
- *Efficiency* – To what extent do CP services meet quality standards? How adequate was the funding allocation across different phases? How were funds used across different strategies and interventions? What conclusions can be drawn on value for money? Is there any evidence of any innovation that contributed to the CP response?
- *Connectedness and coordination* – To what extent has UNICEF met its commitment to country-level coordination in various phases? How effectively has UNICEF’s child protection programme coordinated with other sectors, notably with education, health, WASH, nutrition, early childhood development and HIV and AIDS during various phases?
- *Sustainability and scaling-up* – How systematically and effectively have partnerships been mobilized to contribute to programme expansion and scale-up in various phases of an emergency? Are there clear plans for scale-up and phasing out of CP programmes?
- *Cross-cutting issues* – How effectively have CP programmes integrated UNICEF’s commitment to gender equality and the empowerment of girls and women? Have the distinct needs, vulnerabilities and capabilities of girls and boys (including adolescents) been identified and addressed? To what extent are age- and sex-disaggregated data collected, monitored and analysed? To what degree have women, girls and boys participated in the design, delivery and monitoring of UNICEF interventions? How has the distinct impact of the complex emergency/natural disasters been taken into account in the design and implementation of CPiE interventions? How relevant and adequate are data collection and management in monitoring and evaluation and use in policy and other decisions in emergency response?

2.4 Evaluation Team and Reference Group

The Evaluation Team comprised two international evaluators and a four-person team of local research assistants, two for Northern Bahr el Ghazal state and two for Unity state. Each provincial team included one female and one male research assistant to facilitate focus groups of girls, boys, men and women. A two-day training was provided to the local team, addressing the focus group methodology, ethics of working with children and how to record the data. The research assistants each worked for four weeks, allowing for additional data collection after the international team had completed the field work.

A reference group was formed of governmental and non-governmental partners who participated in an initial planning meeting and will be invited to review the draft report. A feedback meeting was held at the end of the visit that validated the initial issues identified.

The country field visit, conducted by the team leader and team member, took place from 15-31 August 2012, and the research teams completed their work by mid-September.

2.5 Methodology

2.5.1 Site Selection

Site selection was based on (a) classification of states (six in total) as prone to emergency by the Humanitarian Country Team; (b) states along the border with Sudan with the largest numbers of

returnees and refugees from Sudan; (c) sites and programmes that could provide a mix of newer and more established CPiE projects;²⁹ and (d) accessibility, both in terms of security and physical accessibility (due to flooding and road damage).

Based on these criteria, the sites selected were Northern Bahr el Ghazal (NBG) and Unity states. Some additional work was carried out by the research assistants in Central Equatoria. These states have complex socio-political environments with frequent insecurities due to tribal conflicts, militant pastoralism/cattle raiding, inter-ethnic conflicts and clashes between various rebel militia groups and the SPLA. Some additional sites close to Juba were also included as demonstrated in table 3.

Programme component	Partners	Location	Methods for data collection
Tracing and reunification of separated and unaccompanied children	Save the Children	Unity state, Leer county, Juba	Interviews and reports
	NP	Unity state, Yida camp	
	MARF	NBG, Aweil East	
Reintegration of children from armed forces and armed groups	VSF-Suisse	Unity state, Leer county. NBG, Aweil East	Interviews, reports and focus group discussions with children in project
	SPLA	Juba	
Monitoring and reporting mechanism	UNMISS and NGOs	Juba, Unity state, Bentiu NBG, Aweil East	Interviews
Coordination through the CP sub-cluster	Sub-cluster members	Central Equatoria state and national level (Juba)	Semi-structured meetings
	OCHA	Juba	
Psychosocial support through CFS and CP networks.	Samaritan's Purse, Save the Children	Unity state, Yida camp and Leer county	Focus group discussions with children in CFS, reports, Interviews
	ACDF	NBG, Aweil East	
	CCC	Juba	
	IPCS	Yei and Muniki Payam	

2.5.2 Data Collection Methods, Tools and Sources of Data

Methods used for data collection were:

- (a) Semi-structured interviews with 80 respondents³⁰ (46 men, 34 women) based on interview tools (see annex 3) and including:
- *Government:* Ministry of Gender, Child and Social Welfare; Ministry of Justice; Education Departments
 - *SPLA:* Child protection unit and directorate of military justice
 - *UN agencies:* UNMISS (CP unit; reintegration, recovery and peacebuilding), UNFPA, UNHCR, OCHA
 - *NGO operational partners and sub-cluster partners:* Save the Children, VSF Suisse, Nonviolent Peaceforce, International Rescue Committee (IRC), Hogas, Malualbuoth Anyar Recovery Foundation, American Refugee Council, Hope Restoration for Sudan (HRS), Disaster Management Trust (DMT).

²⁹ In the sites selected, some release and reintegration programmes had been operated since 2005. In addition, some work on separated and unaccompanied children was also in place before 2011.

³⁰ Including a member of the Evaluation Reference Group.

- (b) Semi structured discussions with the UNICEF child protection team to review country-specific approaches to systems strengthening and DRR; preparedness for the protection of children and women in emergencies; protection programming components (what has worked most effectively); area-based approaches (as opposed to categories of children); efforts to achieve positive social change, political analysis and advocacy; monitoring systems in place (CPIMS, GBV information management system, MRM, Humanitarian Performance Monitoring System); inter-sectoral coordination.
- (c) Focus group discussions/activity groups with adolescents girls and boys, separated by age band and gender as far as possible.

A total of 203 adolescents were engaged in 33 groups, 114 girls and 89 boys (see table 4). Focus groups were single sex. Although efforts were made to separate the groups by age band, this was not uniformly implemented.³¹ Of those clearly separated, 62 were aged 10-14 and 77 were aged 15-18. In addition, five mothers of CAAFAG beneficiaries took part in a group, as they had participated in a programme to increase agricultural productivity of families engaged in the CAAFAG reintegration programme. Further, semi-structured community meetings were held with 12 women from the Women's League and, separately, with male community leaders in Yei and chiefs in Leer county.

Geographical location	10-14		15-18		Mixed age		Mothers of ex-CAAFAG	Total
	M	F	M	F	M	F		
Unity state, Yida and Leer	15	10	15	24			5	69
NBG, Aweil East	6	22	11	4	30	17		90
Western Equatoria, Yei		9		23	12	5		49
Central Equatoria, Juba								
Total	21	41	26	51	42	22	5	208
Total by age	62		77		64		5	208

Focus groups were carried out by research assistants trained for the case study. Partners were given written orientation on the organization of groups and requested to follow specific ethical guidelines (see annex 4). Measures were taken to ensure that focus group participants were selected randomly and gave informed consent to participate.

The focus groups had two principal objectives: (i) to identify programme participants' priority issues in child protection in order to contribute to the analysis of the relevance of programmes, and (ii) to identify which activities were most important to participants and what had changed in their lives as a result. Participants were also asked if they had any recommendations to strengthen protection in the future. The aim was also to capture the richness of the debate during activities by designating one of the team to take copious notes, which occurred to some extent but was limited (see limitations).

- (d) Workshop with the national sub-cluster and with the Central Equatorial child protection working group.
- (e) Analysis of documents, including annual reports, partner reports to UNICEF, data from assessments and monitoring systems where these were functional.

³¹ Partners had been requested to organize groups of 10 children with 5 in the younger age group and 5 in the older age group. However, it was not always possible for partners to mobilize evenly sized sub-groups, or the ages converged across the bands (with the majority aged 14 to 15 years).

In addition, the team collected human resource, partnership and finance data directly from UNICEF.

2.5.3 Analytical Framework and Data Analysis

All data were analysed in relation to:

- Progress towards intermediate results (and CCCs)
- The analytical framework for the global evaluation, considering the pillars of systems strengthening and social change and in the context of the continuum of preparedness, response and early recovery.

Wherever possible, interview data were triangulated across respondent types: beneficiaries, government officials, UN agencies, civil society organizations.

The focus group data were analysed by grouping similar responses on protection risks and programme priorities in ranked order, 1 to 5 (5 for top ranking). Each score was multiplied by the frequency of citation as and percentages calculated. The focus group data were also reviewed against type of respondent by age and gender. Finally the comments were drawn out to enrich the data.

The principal programme components were reviewed against the *Minimum Standards for Child Protection in Humanitarian Action* (GPC, 2012). The semi-structured interview data were consolidated by theme (using Nvivo software) and analysed against the evaluation questions and trends identified. Financial and project support data were analysed for trends.

2.6 Evaluation Limitations

The evaluation was influenced by four limitations. First, due to security and time constraints, it was not possible to visit some important sites, including Jonglei, affected by inter-communal violence, and the Yambio area, affected by the LRA insurgency. To counteract this issue, as much information as possible was collected during interviews and document review covering these areas. Secondly, it was only possible to visit 4 of the 79 counties of South Sudan, limiting the range of issues and programming covered directly. Third, due to the considerable variation in languages across the country, in some instances even the research assistants needed translators. This was not always anticipated in advance and caused some loss of understanding, in both Unity and NBG states. Finally, the international evaluator focused on the South Sudan report left the global evaluation prior to completion. This change had an impact on the project as a whole and was responsible for the long delay in finalizing the report.

3. EVALUATION FINDINGS

3.1 Relevance and appropriateness of the response

This section assesses the relevance/appropriateness of the programme and any possible gaps in relation to:

- Priority issues for children and adolescents identified through the focus groups and available data
- The extent to which programmes were designed based on situation analyses, needs and capacity assessments, and the adequacy of the information for programme development, monitoring and evaluation
- The degree to which programmes were designed to build on existing child protection systems and mechanisms (through preparedness, early response and recovery)
- The global Child Protection Strategy and whether there is an explicit theory of change.

3.1.1 Relevance of Programme to Priority Issues for Children and Adolescents

Programmes were found to be highly relevant to the priorities of children and adolescents, and no major gaps were identified. However, some programme components could be strengthened in terms of appropriateness.

The consolidated priorities of adolescents from different locations (Aweil NBG, Juba, Leer and Yida Camp) ranked the availability of weapons, especially guns and generalized violence and looting, often associated with drunkenness, and early and forced marriage and diseases (including HIV) as the major protection priorities (see box 1). These were followed by landmines and then sexual violence including rape. Adolescents did not mention recruitment to armed groups but community leaders referenced engagement in the conflict and with 'vigilante groups'.

Discussions revealed a striking similarity across groups in all areas and both genders in reference to parents' use of alcohol, domestic violence and abuse.

Girls of both age bands referred to sexual violence including rape. Groups of girls from the poorest urban areas of Juba described extreme violence, with people being beaten and killed on a daily basis. They placed rape in second place in terms of risks. They felt that orphaned children and returnees are at special risk of ending up on the streets, taking drugs and then becoming a risk to others, including becoming perpetrators of rape. Younger boys especially referred to domestic violence while older boys made special reference to disease including HIV and AIDS and to general violence, looting and the availability of guns.

The risks identified by community leaders and parents by age band are:

- (a) *Children aged 0-5* were considered to be especially at risk of health and food security issues during crises.

Box 1: Main Risks Identified by Adolescents

Question: What are the main risks you face where you live?

Number of points and per cent of total

Availability of weapons, being threatened, generalized violence and looting	77	17%
Early marriage/forced marriage	35	8%
Diseases (HIV, malaria)	35	8%
Landmines	28	6%
Domestic violence inc. drunkenness and violence against children	28	6%
Sexual violence inc. rape	24	6%
Car accident	22	5%
Separation from family including children living on the street	22	5%
Aerial bombing	11	3%
Hunger or lack of medicines	11	3%
Flood	10	2%

- (b) *Girls aged 6-11* were considered to be at risk of abduction when collecting water and of child trafficking.
- (c) *Boys aged 6-11 years* were considered to face risks relating to poverty, resettlement and living on the streets, with concerns centred on child labour, especially in markets, and drug use.
- (d) *Adolescent girls* were viewed as at risk of sexual violence and rape and of harmful practices, such as early engagement in sexual activity and pregnancy; early marriage, especially for those tempted to escape from excessive drudgery at home, and forced marriage, especially if they disagreed with parents.
- (e) *Adolescent boys* were viewed as at risk of direct engagement in armed conflict and involvement with 'vigilante' groups' as well as criminal activity and drug use.

Additional data on these issues are presented in table 5, followed by a discussion of how the programme was designed to address the issues raised.

Table 5: Issues Raised by Children, Adolescents and Community Members		
Issues raised	Further data on the issues raised (not exclusive to particular age groups)	Programme design to address issues
<p>Youngest children: Health and food security</p>	<p>In 2012/2013 1 million people (of the total population of 9 million) were severely food insecure due to disaster (floods), economic issues, being returnees and conflict (FSC, 2013). Food insecurity increases the risk of separation as mothers may entrust babies and young children to hospitals, institutions and nutrition units to ensure their care.</p> <p>No incidents of separation due to entrustment were reported during the case study, but unaccompanied and separated children do not constitute a 'household', which has made it more difficult for them to access adequate rations in refugee camps.</p>	<p>Joint work of child protection and health sections is focused on birth registration rather than the protection issues of food insecurity, although health/nutrition partners are aware that they should refer protection cases to the MoGCSW.</p> <p>Partners in identification, documentation, tracing and reunification are trained in standards that include proactively seeking separated children.</p> <p>Approaches to unaccompanied and separated children aim to address issues beyond reintegration. In Yida refugee camp, Samaritan's Purse and NP have advocated for these children to receive individual food rations.</p>
<p>Girls aged 6-11: Collecting water, trafficking/abduction. Domestic violence</p>	<p>Abduction is a major problem in Jonglei and Central Equatoria states during cattle raiding. Incidence of abduction by age data is weak; however, abduction is exclusive to this age group. An estimated 275 children, mostly of the Dinka, Nuer and Murle ethnic groups, were abducted during a 15-month period in 2009/2010 (Akuei and Jok, 2010).</p> <p>Perpetrators of abduction are drawn from the same three ethnic groups in retaliatory raiding. More recently, UNMISS reported that 66 children (45 girls, 26 boys, ranging from 10 months to 17 years) were abducted in a Lou Nuer attack in Jonglei in December 2011 (UNMISS, 2012). There are no further data on percentages by age.</p>	<p>UNICEF is a member of the task force on abduction in Jonglei and established a partnership with the Council of Churches to identify and reunify children whenever possible.</p> <p>UNICEF also planned to establish and support gender and child units within the police to address sexual violence against children, children who come into contact with the law, child abduction and other child protection risks.</p> <p>Child protection committees associated with CFs are also intended to address protection problems, including domestic violence</p>

<p>Boys aged 6-11: Child labour especially in markets and drug use. Boys of this age are especially affected by poverty, resettlement and living on the streets.</p> <p>Domestic violence</p>	<p>There is a growing population of street-involved children, many of whom are thought to be returnees and some of whom are not in contact with relatives. In a survey in Bentiu and Rubkona, 17 of 81 (23%) of children were under age 11, 41 (50%) were aged 11-14 years and 23 (27%) were aged 15-18. Of 84 children, 81 were boys.</p> <p>Of the 84 children, 15 had lost both parents. Only 23 claimed to have a relationship with any relative. Thus 61 were effectively separated from legal or customary caregivers, living with friends or alone. None of the girls had a relationship with a relative. The majority gave poverty as the principal reason for being on the streets (SC, 2012b).</p> <p>There are estimated to be 1,500 children on the street in Juba but there are also large populations in the states bordering Sudan.</p>	<p>UNICEF planned to train partners on a national system for working with unaccompanied and separated children aimed at reunification whenever possible, though also including alternative care.</p> <p>CFSs are intended to provide psychosocial support, including for out-of-school children and those living on the street.</p>
<p>Adolescent girls aged 12-18: Sexual violence, early and forced marriage. Generalized violence, disease (including HIV) and landmines.</p> <p>Younger adolescents: Domestic violence</p>	<p>Sexual violence data are scarce (Lowenstein, 2011), but there was a consensus among evaluation respondents that sexual violence is widespread and heavily under-reported. Sexual violence occurs in the context of inter-communal violence, within camps and perpetrated by armed forces during disarmament (Security Council, 2012). Girls in the case study (in Juba) also referred to rape in market areas, as did respondents in Yida camp, where IRC reported receiving five rape cases between March and August 2012, all girls under age 18, mostly 15-17. IRC agreed with the girls that collecting firewood and being in the markets at night present the greatest risks of GBV.</p> <p>Rates of early and forced marriage are very high – 39% of girls aged 15-19 and 7.3% of girls under 15 (UNICEF, 2010).</p> <p>Boys are more affected by landmines than girls (see below).</p> <p>Generalized violence, looting, availability of guns.</p>	<p>Four approaches were planned to address GBV including sexual violence:</p> <p>(a) CFSs are intended to raise awareness on GBV and provide a safe space where girls can report incidents and be referred for health and legal services. In addition, CP committees and child clubs aimed to help girls delay marriage.</p> <p>(b) Gender and child desks at police stations in various locations are aimed at facilitating case referral and addressing impunity.</p> <p>(c) A major communication for development programme operated jointly with child protection is addressing harmful practices including early marriage.</p> <p>(d) Women are being trained in unarmed civilian peacekeeping methods in Western and Central Equatoria states.³² This innovative project is aimed at preventing and de-escalating violence and challenging GBV. It is the only project directly addressing prevention of violence, including generalized violence and the availability of guns.</p>

³² NP is also working in Jonglei funded by other sources.

<p>Adolescent boys aged 12-18</p> <p>Direct engagement in armed conflict and involvement with 'vigilante' groups as well as criminal activity and drug use.</p> <p>Generalized violence, disease (including HIV) and landmines.</p> <p>Younger adolescents: Domestic violence</p>	<p>Recruitment to armed forces/armed groups: Around 2,000 children were estimated to be with the SPLA in 2012 (SSDDRC, 2012a), including the 1,500-1,700 who had been with armed groups and are being demobilized through the SPLA (SSDDRC, 2012a and 2012b).</p> <p>In addition, there are adolescents and youth engaged with armed groups responsible for inter-communal violence. The majority of recruits to armed groups were and are boys, especially from pastoralist communities already accustomed to using weapons for protection from cattle raiding (SSDDRC, 2012b).</p> <p>Landmines: South Sudan is classified in the group of heavily contaminated states and had the sixth highest number of casualties in the world in 2011 (Landmine Monitor, 2012). Casualties doubled in 2011 compared to 2010, and currently 73% of hazards are in Central Equatoria, Western Equatoria and Jonglei states (Republic of South Sudan, 2012). Civilians accounted for at least 58% of casualties. Where the age was recorded, 39% were under 18 (16 of 41 civilians), most of them boys (Landmine Monitor, 2012).</p>	<p>UNICEF planned extensive projects aimed at reintegration of children from the armed forces/armed groups, the vast majority of whom are boys. The projects were appropriately refocused towards livelihoods (more than psychosocial support) following a review in 2008.</p> <p>The project on civilian peacekeeping included a highly relevant activity to protect children at risk of recruitment into armed groups, but no other project reviewed³³ specifically referred to prevention of recruitment or prevention of violence overall.</p> <p>Regarding HIV, some education has been included in CFSs, and there are additional longer term programmes in awareness-raising and response.</p> <p>The UNICEF programme includes a major MRE programme that is highly relevant.</p>
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Children in focus groups also referred to child separation from families, which can occur at any age. There are at least five different groups of separated or unaccompanied children in South Sudan. The largest group was in Yida refugee camp in Unity state (around 1,222 in separate compounds, 922 boys and 300 or more girls, aged 8 to 20) as of August 2012. The reasons for these children's separation are complex. In interviews in Yida camp community leaders and teachers said that the children had been in boarding school in South Kordofan and crossed the border with teachers during bombardment, leaving parents in areas of origin. Leaders claimed it was not safe to return so they had remained in the camp within separated compounds for their own protection. UNMISS personnel presented a different perspective, suggesting that community leaders wanted to maintain children in separate compounds to attract the attention and sympathy of the international community. Many children had subsequently been reunified with relatives in the camp although this had required considerable advocacy.

There are also children in institutions, some of whom are likely to be from resettled populations, although numbers are less clear. The UNICEF South Sudan Annual Report 2012 cited only 200 children in institutions, but this is likely to be an underestimate, and there may be unregistered centres.³⁴ Some children separated from caregivers are living with other families in the community, the largest numbers likely in the areas where child abduction occurs. There remain an unknown number of children in Khartoum who have not yet returned to South Sudan. Finally, there is a growing population of children living on the street as referenced above.

Responding to separated children has appropriately been a major focus of the programme. The approach has been to address separation in most projects and to establish a centralized system for managing identification, documentation, tracing and reunification. All groups of separated children were included

³³ However, it was only possible to review proposals of seven organizations.

³⁴ For example, one of the CP actors in Unity state, Hogas, had opened a centre for street children and was receiving 50 children a night in Bentiu alone (source: Hogas).

(including those in Khartoum), although there was no evidence of plans to identify children in institutions, including possibly unregistered institutions. With the exception of the point on institutions, the approach was appropriate.

One further issue, referenced by NGO respondents, is child detention. In November 2011, Human Rights Watch estimated that 168 children were in detention in South Sudan, some as young as 13 and often in appalling conditions (HRW, 2012). The majority do not appear to be directly linked to armed conflict. UNICEF has a major programme in justice for children separate from the CPIE components, so this issue is beyond the scope of the case study.

Some programme components were found to be highly relevant, and there were no major gaps in programme design, but the following components or approaches could be strengthened in relation to protection issues identified:

- Preventing recruitment to armed forces or armed groups is included in the intermediate results, but it is relatively weak within programming. Two projects (implemented by Nonviolent Peaceforce and MARF) of the seven CPIE partner agreements analysed³⁵ included an objective on prevention of recruitment, but only Nonviolent Peaceforce specifically stated how it was to be achieved (safe houses, early warning systems, follow-up of children at risk). This is an important issue, given the extent of adolescent and youth engagement in armed groups (UNMISS, 2012; NP, 2011) and the fact that inter-communal violence is the main type of violence at the present time.
- Children across the sites visited consistently referred to excessive alcohol use by parents and other household members as a factor in domestic violence and abuse. Although this can be addressed in CFS and through child protection committees, it was not explicit in the design of projects, and many children considered it to be a gap in protective spaces. Women also said that addressing domestic violence required the systematic engagement of men and that this was a gap.
- Regarding separated children, there was limited reference to children in institutions and no reference to ensuring that those children are included in IDTR as well as identifying possible unregistered centres.

3.1.2 Geographical focus of child protection violations

MRM data provide a good indicator of the location of child protection issues and violations, including for separated and unaccompanied children. Jonglei ranks first and Unity second, as shown in figure 2. UNICEF programming prioritizes six states in the emergency response, those bordering Sudan, which include Jonglei and Unity.

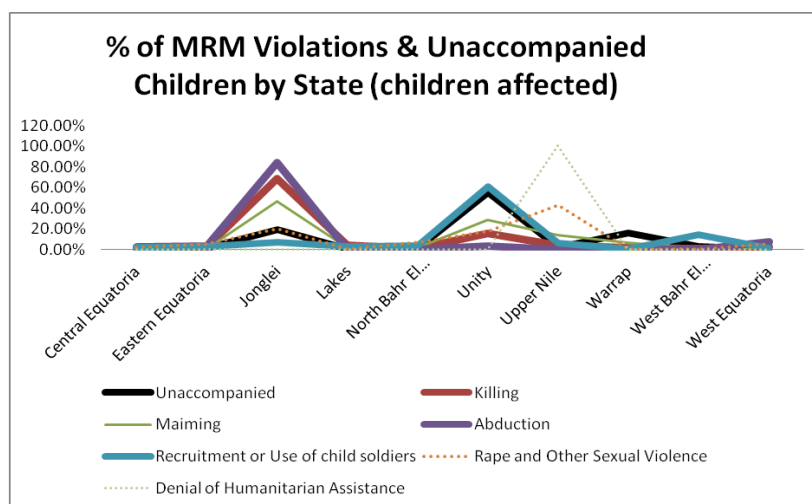
In addition, Western Equatoria state, vulnerable to the LRA, is one of the priority states for emergency response.

³⁵ ACDF, IPCS, MARF, NP, Samaritan's Purse, SC, VSF-Suisse.

Figure 2: MRM Violations by Location, 2010 to August 2012

The largest number of CPiE projects³⁶ was being implemented in Unity state (10 of 37) followed by Jonglei (8). While this does not indicate the size or type of project, it demonstrates the emphasis on those two states.

However, some projects in the emergency portfolio are being implemented in districts that are clearly in a recovery phase, such as Leer county in Unity state. Thus the portfolio may need to be rebalanced in geographical terms (see section 3.4.2).



3.1.3 Situation Analysis, Needs and Capacity Assessments

Both issue-based and area-based CP assessments have been used effectively in programme planning and adaptation. However, there is less evidence of the use of data in establishing monitoring systems, and most project proposals reviewed include output rather than outcome indicators.

Four major issue-based assessments were undertaken and used in programme development or adaptation: (a) an assessment of the reintegration programme for children formerly associated with armed forces or groups in 2008 (Bremer, 2008), which was instrumental in adapting the programme to emphasize livelihoods when it was recognized that reintegrated children were not staying with families when assisted through projects limited to a psychosocial approach; (b) an analysis of child abduction in Jonglei and Central Equatoria states in April 2010 (Akuei and Jok, 2010), which has been used in designing a project with churches to identify and reintegrate abducted children; (c) an analysis of knowledge, attitudes and practices on child marriage in South Sudan in February 2010 (no reference), which guided a major communication for development programme to prevent child marriage; and (d) an assessment of the juvenile justice system (Mese, 2009), which influenced a large-scale justice for children programme.

Up to the last quarter of 2012, UNICEF had also undertaken five area-based rapid child protection assessments (in Warrap, Northern Bahr el Ghazal G, Western Bahr el Ghazal, Lakes and Jonglei States), most of which were done in July 2011.

The long rapid assessment form³⁷ was adapted to local reality, and data collectors were trained. They were used in designing priorities by state.

Other protection cluster or CP sub-cluster members had undertaken additional assessments: a UNHCR assessment of refugee or returnee communities in 2010 and 2011 (Pibor and Rumbek); a Save the Children assessment of street children in Bentiu in February 2012 (SC 2012a); and a Save the Children protection and education assessment in Yida camp in July 2012 (SC 2012b). On GBV, Norwegian People's Aid together with UNHCR and UNFPA conducted research in 2010 (NPA, no date). As yet there has not been a cross-border protection assessment to support regional work in relation to the LRA or the conflict with Sudan.

³⁶ Not limited to those reviewed directly.

³⁷ Child Protection Working Group, 2011. Available at www.cpwg.org

3.1.4 Extent of Building on Existing Systems

The CP sub-cluster contingency plan for 2012 focused on identifying existing and potential CP actors at national and subnational levels as part of preparedness activities. Specifically it refers to mapping key CP actors (women's groups, youth groups, religious networks, cultural networks) and the development of a directory with a contact list. Plans called for providing short-term capacity building for national and local NGOs, government actors and community and faith-based organizations. Importantly, it also refers to establishment and maintenance of coordination mechanisms with Sudan, especially in relation to family tracing and reunification.

In terms of the response phase, in Unity state national NGO members of the Child Protection Working Group (CPWG) undertook capacity-building workshops through UNICEF, but there was more limited evidence of a broader scanning exercise to identify potential local actors beyond a very small group. The CPWG in Unity State agreed that networks of local actors (such as faith-based associations) existed that could be mobilized in support of CP, but they had not done so. The principal reason was the workload of the UNICEF CP staff member.

3.1.4 Appropriateness in Relation to the Global Child Protection Strategy and Theory of Change

The principal question is how far the South Sudan CPiE programme related to the global CP strategic framework in terms of protecting children in emergencies and whether the programme is designed logically to achieve change to protect children in emergencies.

The South Sudan programme for 2012/2013 was based on the Global Strategy, the Convention on the Rights of the Child, Child Act South Sudan and the SSDP 2011-2013 (SSDP, 2011). It was a strategic decision of the country programme to align all the programmes with the SSDP.

Alignment with the Child Protection Strategy and CCCs: The CPiE programme is closely aligned to the global Child Protection Strategy in aiming to establish a protective environment for children through policy, legislation and CP systems. The systems mapping process at national and subnational levels was launched in the last quarter of 2012 and is continuing into 2013. It addresses legislation, policies and standards; services and service delivery mechanisms; human and financial resources; coordination; and data and data systems. The programme is also developing community-based child protection systems through local committees and disseminating global and national guidance, in line with the global strategy. Supporting positive social change is being addressed through joint child protection/communication for development work on early marriage and justice for children.

The CCCs were explicitly used as the planning framework for the South Sudan contingency plan July-December 2012. It includes actions for UNICEF to take with operational partners and actions for the CP sub-cluster as a whole, in terms of both preparedness and response. They have been contextualized, and the plan is detailed and specific.

Programme logic: The CPiE programme logic is based on a hierarchy of outcomes consistent with the United Nations Development Assistance Framework (UNDAF) and the SSDP. The aim is to contribute to two pillars of the SSDP: (a) Social and human development and (b) conflict prevention and security. Some aspects of the theory behind the pillars of the SSDP (p. 12; GOSS, 2011) have informed the planning of programmes to protect children in emergencies, and they are in evidence in some projects but not yet fully articulated as a theory of change. In the SSDP, two elements are considered essential in tackling the causes of conflict, and these could form the basis of the theory of change for the programme as a whole: (a) the imperative to bring about cultural change in communities regarding the need to carry arms, and their ability to resolve or mitigate their own conflicts; and (b) the availability of fair and timely justice for all. In terms of strategy, the SSDP objective of providing services at community level in such a way as to reduce jealousies and misperceptions of insecurity is important. An additional element that should be considered is the focus within the SSDP on promoting youth, sports and culture so as to build a national identity that fully respects and promotes ethnic and cultural diversity and youth empowerment (see section 3.2.6). These points will be further addressed in the conclusions and recommendations.

3.2 Outcomes

This section assesses child protection programme outcomes or achievements against the objectives established by result area. They are in the order of the intermediate results, and psychosocial support and GBV are addressed separately.

3.2.1 IR 4.1: Identification, Documentation, Tracing and Reunification

The aim within the two-year plan was to establish functional IDTR systems in the states and to monitor the number of separated and unaccompanied children benefiting from child protection services. A baseline of 10,232 children reached up to 2011 was established, and a target of 20,000 (including children affected by HIV and AIDS) was set for 2012/2013.

There has been significant progress in establishing IDTR systems, and UNICEF has achieved impressive outcomes in reunification. With a target of identifying 1,200 separated or unaccompanied children for the period January to June 2012, UNICEF and operational partners³⁸ identified 3,213 children, 267 per cent of target.³⁹ UNICEF also reached 99 per cent of the target for reunification, reunifying 1,194 children against a target of 1,200 between January and June 2012. However, although large numbers of children have been identified and reunified and the system is working well at decentralized level, there are serious problems with the database at central level.

Progress in establishing systems for IDTR has been made in three areas:

- (a) Establishment of the 2007 Policy on Children without Caregivers by the MoGCSW. It has provided the foundations for the system, especially for preventing separation and supporting reunification with family wherever possible, and without constructing new large-scale institutions;
- (b) Establishment of standard operating procedures for IDTR and the CP information management system, using standardized paper forms, procedures and database, which is managed by Save the Children (although there have been operational problems, as described below);
- (c) Training of government and sub-cluster/child protection working group (CPWG) partners such that state-level networks have been established and children are being traced and reunified at local level.

The Policy is comprehensive and was appropriately based on the Guidelines for the Alternative Care of Children (UN, 2010) even though they were still in draft at that time. UNICEF provided technical and financial support to develop the Policy together with the MoGCSW. UNICEF has also made considerable investment in rolling out the training on it, and most partners participate in the network for IDTR. UNICEF has also invested in the centralized database system through Save the Children.

However, the systems for data flow to and from the centralized database have not been effective. In the last quarter of 2012, the database held 4,024 cases, 1,491 girls and 2,533 boys. Of these 2,151 are described as unaccompanied, 908 are separated and the remainder are described as abducted, CAAFAG, missing or returnees. A total of 114 children were reported as having been reunified with family members, 52 girls and 62 boys. This statistic is in stark contrast with the number of 1,194 reported through UNICEF's Humanitarian Performance Monitoring System (HPMS, see section 3.2.1) and suggests that the centralized database is extremely out of date. Examples of tracing and reunification from individual partner reports and from interviews endorse the HPMS statistics.

The ESARO specialist in IDTR identified various problems with data management during a visit to South Sudan in August 2012. These issues were confirmed by the MoGCSW and by the CP team in South Sudan. A staff member at Save the Children, manager of the database, also expressed serious concerns about data quality and was aware of data management challenges. The main problems are (a) the case

³⁸ These figures do not include additional IDTR by sub-cluster partners.

³⁹ All data from UNICEF's Humanitarian Performance Monitoring System. (UNICEF South Sudan Cluster Report, May-June 2012, July 2012.

information in the database is not reliable;⁴⁰ (b) follow-up of children has not been registered in the database; (c) the database was not customized to the forms, making data entry cumbersome, and the global CPIMS help desk did not provide sufficient support; and (d) the database manager has exported data to report in Excel even though the CPIMS includes reports that are suitable for managing cases. The IDTR specialist from ESARO recommended a number of changes, including strengthening management of the database, decentralizing data entry to state level, providing additional capacity building, reconfiguring the database itself and reviewing the standard operating procedures, among others. A recommendation was also made to explore deploying rapid family tracing and reunification methods including android or Blackberry devices (ESARO, 2012). These points are considered in the conclusions and recommendations.

Two additional concerns emerged through the case study. The first concerned confidentiality, in that one partner, MARF, had included the names, ages, sex and full details of the location of reunification in the periodic report to UNICEF (as the funder). This indicated a lack of understanding of confidentiality overall and likely breaches of confidentiality in other ways. The second concerned an issue that arose in Unity state, in relation to partners' approaches to reducing the numbers of children sleeping on the streets. One member of the CPWG in Bentiu (not a UNICEF partner at the time of data collection) had built a shelter to provide places for up to 400 children, with around 50 children a night sleeping at the shelter at that time. This was despite government policy calling for no new large institutions to be built and despite a survey that had identified a much lower figure of 84 children sleeping on the streets. If the shelter receives food and helps children to attend school, the probability is that it will attract children currently living with families to leave home, in contradiction to the national policy of maintaining children with families. This experience demonstrates the need to strongly restate the policy and rationale to child protection actors.

On a positive note, three focus groups of children in Central Equatoria state who had been reunified with families felt that the reunification was by far the most important kind of help they had received, though they also recognized the value of the landmine and HIV awareness education.

3.2.2 IR 4.5: Monitoring and Reporting Mechanism

The intermediate result was to monitor and report on the grave child rights violations based on Security Council resolutions 1612, 1882 and 1998. In coordination with UNMISS in 2010, UNICEF was very effective in establishing the MRM in South Sudan (as a separate entity from Sudan). UNICEF has taken responsibility for extensive training of partners, in nine states during 2011, on how the MRM functions, how to report violations and how to establish and manage the database. The UNMISS role included dissemination of the action plan to the SPLA and verification of violations through 200 human rights monitors in the field including NGO partner staff plus 560 UN police officers. Preparation of bimonthly reports (the Global Horizontal Note) and other reports to the Security Council are joint responsibilities of UNICEF and the UNMISS child protection unit. Responsibility for the MRM database was due to be transferred from UNICEF to UNMISS in November 2012.

There was a consensus among UN and NGO interviewees that good progress had been made in implementing the MRM, the database is being populated and many more partners are providing verified reports of violations since UNICEF began promoting multi-agency collection. There is now capacity to generate reports and monitor trends in violations. There is also a much more comprehensive understanding of how violations link together than in 2009, when the first action plan was launched, which focused principally on recruitment violations. To strengthen the responding part of the MRM through more efficient referral pathways, UNICEF has mapped out services available to children who are survivors of grave violations, in cooperation with the CP sub-cluster. To a certain extent this has encouraged engagement of partners who might otherwise be concerned about an overemphasis on monitoring

⁴⁰ For example, information on missing children has been entered into the section for separated and unaccompanied children; information in the database does not tally with numbers on the ground due to delays in the transmission of paper forms to Juba; there are discrepancies in data entry (on names, villages etc.); and reunifications have not been registered in the database. In addition, almost 200 children enrolled in the database are over age 18 and would normally be closed as cases.

without follow-up care for survivors of violations. Information is also being used by the protection cluster to good effect for resource mobilization.⁴¹ The action plan includes a statement that the SPLA will become eligible for de-listing from the annexes to the Reports on Children and Armed Conflict of the Secretary-General upon UN verification that the recruitment and use of children has ceased and that all children associated with the SPLA's armed forces have been released.

While the MRM has many positive aspects, there was a consensus among UNICEF CP staff, UNMISS and NGO partners that there is considerable under-reporting on certain violations and that it could be used more effectively as a pivotal point for advocacy. One UN interviewee suggested that more effective joint work involving UNMISS, UNICEF, International Organization for Migration, OCHA and UNHCR would make it more powerful as an advocacy instrument and in pooling information. Another aspect that was raised was the regularity of country task force meetings. This had improved in 2012, after the task force met only twice in 2011, but it remained ad hoc. The technical working group was established and addresses many issues but it is not authorized to take final decisions.

Although under-reporting on the MRM is likely, respondents believe that it effectively reflects trends. Bringing verified and unverified incidents together, the number of boys and girls⁴² affected by killing and maiming incidents fell in the January-December 2012 period compared to January-December 2011 (see table 6).

	Boys		Girls	
	Jan-Dec 2011	Jan-Dec 2012	Jan-Dec 2011	Jan-Dec 2012
Killing	39	23	30	9
Maiming	28	26	27	10

Reporting also showed a dramatic fall in recruitment between 2011 and 2012, and there was consensus across interviews that recruitment had, indeed, fallen dramatically (see table 7).

	Boys		Girls	
	Jan-Dec 2011	Jan-Dec 2012	Jan-Dec 2011	Jan-Dec 2012
Recruitment	927	242	4	0

Sexual violence had only been recorded against girls, and reporting fell between 2011 and 2012 (see table 8). UNICEF CP staff believed that much more evidence could be gathered on sexual violence.

	Boys		Girls	
	Jan-Dec 2011	Jan-Dec 2012	Jan-Dec 2011	Jan-Dec 2012
Sexual violence	0	0	15	8

The abduction of children has been a major issue, so numbers over time are significant, as is evidenced by the MRM statistics. However, reported incidents fell during this period (see table 9).

⁴¹ Examples include the use of MRM data for actions under the Consolidated Appeals Process.

⁴² Ages and other personal characteristics were not recorded in reports.

Table 9. Verified and Unverified Incidents of Abduction Recorded by the MRM				
	Boys		Girls	
	Jan-Dec 2011	Jan-Dec 2012	Jan-Dec 2011	Jan-Dec 2012
Abduction	216	7	173	15

Occupation of schools has also been a serious issue, hampering children's access to education. Reported incidents (verified and unverified) fell from 39 in 2011 to 17 in 2012, and this was widely considered to be an accurate reflection of the situation. Incidents of the denial of humanitarian access were falling up to August 2012 but rose overall to 127 by the end of 2012, an increase of 58 per cent over the previous year (UNICEF, 2013a). Humanitarian access issues related to a combination of factors including armed groups closing areas, issues of seasonal roads making access more difficult in wet seasons, airstrip closures and landmines, including some newly laid mines.

These data have been used to continue pressing for prevention of recruitment to the SPLA since the action plan was instituted in 2012. This has been considered to be effective, and there was a consensus across respondents that the SPLA is no longer actively recruiting children but that some children are still associated with the SPLA in some remote barracks. Data have also been used to successfully lobby against the SPLA occupation of schools. In 2012, 21 out of 25 schools that had been occupied had been vacated, allowing more than 8,000 children to resume their education – a very significant achievement (UNICEF, 2012).

3.2.3 IR 4.4: Child Protection Sub-cluster

UNICEF's objective in the Child Protection **Multi-Year Work Plan 2012-13**, as in the previous plan, was to support the capacity development of the child protection sub-cluster and the CPWG. The sub-cluster has 30 active members at national level, of which half are national and half are international organizations. UNICEF and Save the Children serve as the sub-cluster lead. Ten states have CPWGs, with 95 member organizations. At state level the Ministry of Social Development serve as chair.

Strong outcomes were observed from UNICEF's leadership of the sub-cluster:

- Several sub-cluster partners at national and subnational levels reported that capacity-building had been effective, especially in relation to the MRM, multi-day training on CP in emergencies and CFS.
- Sub-cluster partners felt that UNICEF had been effective in providing technical leadership at both national and state levels, including timely provision of technical guidance. One partner observed that they often receive technical guidance from UNICEF before they receive it through their own internal channels, and that UNICEF had made a special effort to induct a new staff member into the sub-cluster.
- UNICEF had invested considerable staff time into developing instruments for joint use among sub-cluster members; one example was reducing the tracing registration form from an unwieldy 29 pages down to 9.
- Sub-cluster members believed that UNICEF is very present and easily accessible.

Two weaknesses were identified:

- Vertical linkages in CPWGs from the states to the national level of the sub-cluster were considered weak (by the UNICEF CP team), and overall the sub-cluster is stronger at national level than state level (according to an OCHA staff member).
- In Unity state the CPWG was felt to be overly dependent on UNICEF's input and presence to ensure that meetings take place and minutes are taken. It was also felt that the CPWG tended to serve as a forum for information exchange rather than strategic thinking. However, UNICEF

reports that this is not the case in all states and that the CPWGs in Western, Eastern and Central Equatoria states and in Jonglei are effective in terms of coordination and joint action.

The CPWG in Central Equatoria state raised some aspects of CPIE that it considered to be less effective, including joint assessments and some technical areas, such as understanding trafficking; systems for foster care; cross-border work with separated children from Sudan and Kenya; children living on the street; substance abuse; and child labour.

In terms of staffing, at central level UNICEF has a full time sub-cluster lead at the P4 level (but not yet recruited at the time of the field work). However, staff in the states said they were stretched thin in providing sufficient support for development of the working groups.

3.2.4 IR 5.1: Reintegration of Children Associated with Armed Forces and Armed Groups

Within the action plans, UNICEF intended to support the release and reintegration of 1,500 children associated with armed forces and armed groups, including the 447 who had already benefited up to 2011. As already noted, in 2009 this component shifted towards livelihoods, following a review that found many ex-CAAFAG were returning to the barracks after demobilization due to a lack of livelihood options.

UNICEF and UNMISS have worked together to secure the release of children from the SPLA, and a further 94 were released between January and June 2012. This number is just 6% of the target of 1,500 children. All released children are provided with reintegration support through UNICEF and operational partners, especially VSF-Suisse. The reintegration component achieved strong outcomes. All children in the VSF-Suisse project have remained with families, none of the pilot group of 39 returned to the barracks over a 14-month monitoring period, and all are in some form of education or training and expressed satisfaction with the support they have received.

In terms of the release component and implementation of the action plan, significant achievements have been made mainly through the child protection unit established within the SPLA. Its respondent was clear that most outcomes are a direct result of the close collaboration with UNICEF and the fact that technical staff were placed within the CP unit to work directly alongside the SPLA. Each state has field teams focused on child protection and a technical committee that supports internal discipline and accountability. There has been a shift in thinking towards recognition that violations are not just recruitment but include, for example, occupation of schools. A total of 17,000 troops have been trained on childrens' rights and child protection procedures.

On reintegration, the VSF-Suisse project is based on restocking agro-pastoralist families,⁴³ which include children released from the armed forces/armed groups, with five small ruminants (goats or sheep). The focus is on empowering the reintegrated children, training them in the care of animals, making linkages to community-based animal health workers and providing them with a start-up food supply, consisting of cereal and groundnuts. Parallel efforts have been made to engage the mothers of these children in increasing agricultural production through provision of seeds, tools and land.

VSF-Suisse aims to reach 900 children with livelihood activities, 300 from each of three states – Northern Bahr el Ghazal, Warrap and Unity. Half were to be ex-CAAFAG and half other conflict-affected children. In 2012 the VSF-Suisse project had received 151 ex-CAAFAG referred by UNICEF, following release from the SPLA. The evaluation team visited Leer county (Unity state), where the project had worked with 239 children, 117 ex-CAAFAG and 122 vulnerable children. Of these, 127 were girls. Additional reintegration activities include provision of vocational skills training for youths, support to school enrolment and provision of agricultural support (seeds, tools and extension) to further improve household food security, incomes and dietary diversity.

⁴³ Pastoralism remains a critical component of the economy in South Sudan, which has the fourth largest livestock herd in Africa. The livelihoods of more than 80% of the population are dependent on livestock (IRIN, 2013), so supporting agro-pastoralism will continue to be relevant for many years despite growing urbanization.

Based on monitoring of the first group of 39 ex-CAAFAG boys over the 14 months of the project, the restocking project has been effective as a livelihoods strategy. Beneficiaries view it as an important contribution to their future even though they suffered a 65% loss of livestock due to an epidemic. The high mortality resulted from lack of timely supply of vaccines from the Ministry of Animal Resources and Fisheries to contain the epidemic. The numbers of livestock have gradually recovered and in August 2012, the whole group had 204 goats/sheep compared to the original 195. The loss of livestock had not been even across the group. In August 2012, the hardest-hit beneficiary had only one goat remaining, while one boy had reached nine animals. One exceptionally fortunate or gifted beneficiary (outside the original group of 39) had achieved 25 goats and had exchanged goats for food and school fees. Around 60% of families were also receiving one to three cups of milk (250-750 mls) a day from the goats, thus improving nutrition and dietary diversity. All children were reported to be either in vocational training or school. Of those in school, the majority are in the accelerated learning programme as they are over-age for primary education.

Six group discussions were held with girls and boys of different ages who had received goats or sheep for restocking. All of them ranked the livelihood support as the most useful activity, compared to the activities of support to formal education, food aid, non-food items (NFIs) or tree planting. The children commented that "goats are useful because they can be exchanged to pay for school fees or for cows (and provide bride wealth) ... they can provide milk for consumption and manure for farming... male goats can be slaughtered and provide food ... they also make us realize that we are important in the family and the community and keep us busy ... and we are not so overworked as we were by the big people in the barracks". The children claimed they had chosen to go to the barracks because of economic hardship and alcohol abuse by parents and/or physical violence in the home.

Most children in the focus groups informed the evaluation team that they had been trained in basic care of the goats and how to consult animal health workers (who the project had trained separately) for assistance. More than three quarters had chosen to invest in deworming (68 US cents) and had also paid (\$1.13) for treatment but there were problems with access to drugs. Nevertheless, all expressed satisfaction with the project. Through complementary projects, VSF-Suisse is working to establish and strengthen private veterinary pharmacies in the project area to promote a sustainable supply of veterinary drugs and equipment.

One key point raised is that project adjustments are needed for urban areas. VSF-Suisse felt that projects for peri-urban and urban areas should be linked to marketing and the local value chain, such as milk collection centres, chickens or peanut butter production. Beneficiaries are not so dispersed in these areas, making value-chain projects more feasible. Government representatives also believed that children needed a period in an interim care centre, away from the armed forces, before reintegration with families to adjust psychologically to the change.

3.2.5 IR 5.2: Mine Risk Education

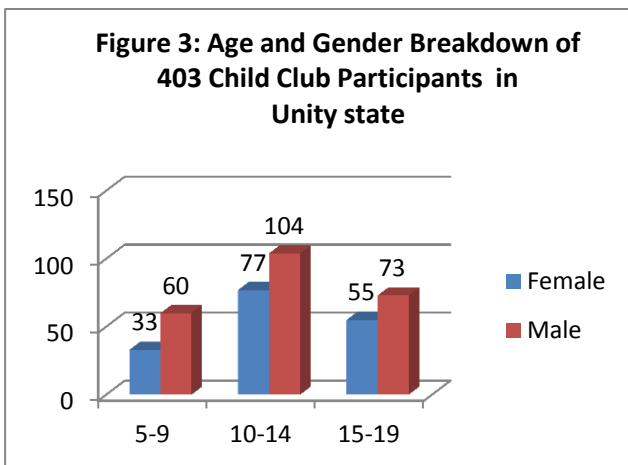
The aim for 2010/2011 and 2012/2013 was to reach 350,000 children with MRE in collaboration with the UNICEF education section. Awareness-raising was planned by supporting training for teachers and local partners on MRE standards and supporting trained teachers and peer educators to increase MRE awareness.

UNICEF reached 185,430 beneficiaries with MRE between January and June 2012, making 124% of target. A knowledge, attitudes and practices survey, essential for assessing the outcomes of MRE, had been planned for 2012 but had not been completed at the time of data collection. In relation to how much MRE is valued by beneficiaries, children in focus groups in Northern Bahr el Ghazal and Central Equatoria states specifically mentioned its usefulness.

3.2.6 Psychosocial Interventions

Providing psychosocial interventions was included in the country programme for 2012/2013 with the aim of establishing safe places to protect children affected by the conflict from physical harm and

psychosocial distress. It was also to help them continue learning during and immediately after conflict and displacement. Structured, appropriate and supportive activities such as sports and recreation are intended to provide a sense of “normalcy, dignity and hope” (IASC, 2007). Psychosocial interventions include CFS and children’s clubs, as well as child protection committees.⁴⁴



Psychosocial interventions, especially CFS, have reached significant numbers of children. However, there had been no assessment of mental health and psychosocial issues, overall objectives were not clearly defined and selection criteria were not clearly stated, so it was not evident whether they were reaching the children most in need of psychosocial support. There were also very limited age- and sex-disaggregated data (addressed in section 3.4.1) on beneficiaries.⁴⁵ Nor was there evidence of a clear phase-out strategy (addressed in section 3.6). Finally, the possible linkage to the SSDP regarding efforts to build a national identity that respects and promotes ethnic and cultural diversity and youth empowerment was not referenced in proposals (GOSS, 2012).

UNICEF aimed to reach 7,500 children with psychosocial interventions from January to December 2012 and reports having reached 22,238 over the period of January to June 2012, or almost 300% of target in a six-month period. The CFS were highly valued by children in focus groups. Across 16 focus groups with girls and boys in psychosocial projects, children especially valued sports and recreation activities. They also recognized the contribution to protection from GBV and the greater awareness gained by mine risk education. However, in one CFS children drew attention to the physical conditions, including broken glass in sports areas, no latrine and insufficient sports and recreational equipment. Children also called for (a) more work with adults to address parental alcohol use and how it relates to domestic violence and abuse, (b) more efforts to address rape, especially in ending impunity, and (c) more awareness-raising on HIV.

Boys, both younger and older, in Leer county and Yida camp, Unity state and in Northern Bahr el Ghazal reported that sports, games and group discussions are helpful in occupying time positively, making new friends, learning skills and avoiding negative behaviours such as stealing. Boys of mixed ages in Northern Bahr el Ghazal also felt that MRE had been useful. However, they felt that several issues had not been adequately addressed: parental consumption of alcohol, excessive time spent in grazing cattle (Leer) and HIV and AIDS.

The girls in the same locations, also both younger and older, said that awareness raising on early and forced marriage was useful and effective in making children think, and it was also helpful that parents were educated not to discriminate against girls in education. However, they felt that more work was needed on rape,⁴⁶ including on addressing impunity, and on HIV and AIDS and parental use of alcohol. Two girls’ groups also complained that the organizers assume that football is only for boys so they are not given a chance to try.

Overall, the activities ranked as most useful by 7 of the 16 groups were sports (football, volleyball) (four girls’ groups, three boys’ groups); child rights awareness raising (one boys’ group, two girls’ groups); skills training for livelihoods (one girls’ group); leisure activities such as dance, singing, drumming (one group,

⁴⁴ However, some of the Save the Children children’s clubs were funded under a different project.

⁴⁵ This could refer to vulnerability to violence, to engagement with armed groups or to other criteria depending on the specific objectives of the CFS.

⁴⁶ They did not outline details about the nature of rape.

younger girls); access to formal education (one group); receiving NFIs (one group); and life skills awareness raising, including health and HIV (one group).

There is very limited data on the age and sex of children engaged in psychosocial activities. Information from Save the Children on membership of 403 children in children's clubs⁴⁷ (mostly in schools) in Unity state is shown in figure 3. It shows that there are more boys than girls (59% boys) and that the majority are in the younger adolescent age group (5-9 years, 23%; 10-14 years, 45%, and 15-19 years, 32%). The age breakdown between the sexes is very similar. MARF had also registered breakdown by sex, although not age, and it found 55% of children in CFS were boys.

3.2.7 Gender-based Violence

There was no intermediate result on GBV specifically, but the CCCs call for ensuring that effective leadership is established for GBV and preventing and addressing GBV against children and women. There is also an expectation that sex-disaggregated data will be collected for planning and monitoring. Within the contingency plan for July-December 2012, activities included participation in the GBV sub-cluster and agreement on common assessment tools and management of the database.

UNICEF has been an active member of the GBV sub-cluster but is not co-lead in South Sudan, and leadership has been weak overall. However, on an institutional level, UNICEF is introducing or sustaining five mutually reinforcing measures for longer term strengthening of the GBV response. UNICEF has also been effective in supporting an innovative project aimed at preventing GBV through women's peacekeeping teams, while other community projects (CP committees and children's clubs) have helped to delay early marriage. On knowledge management, the lack of sex-disaggregated data remains a problem.

More specifically, on institutional approaches to GBV, UNICEF is introducing a large-scale project aimed at implementing and advancing social norms-based approaches to prevention of and response to sexual violence against women and girls affected by conflict and disaster. This project will pilot a toolkit to guide prevention efforts that target social norms related to sexual violence and comprehensive community-based response. Other initiatives include (a) a communication programme promoting positive traditional practices and denouncing harmful practices, including early and forced marriage; (b) incorporating GBV into the Justice for Children Strategy to challenge impunity and address anomalies in the way GBV is treated within customary and codified law; (c) introducing a new GBV specialist post into the CP team; (d) continuing to be an active partner in the GBV sub-cluster and the Jonglei task force on GBV; and (e) continuing to support some gender and child desks at police stations.

There have been some valuable outcomes and innovative experience with UNICEF-supported work on GBV at community and state level. The Women's Peacekeeping Teams trained by Nonviolent Peaceforce in Central and Western Equatoria states have been empowered to challenge situations they consider to be risky for women and girls. For example, they called for a meeting with commanders of Ugandan forces near the border with Democratic Republic of the Congo inside South Sudan and asked them to ensure that girls were kept safe. They made an agreement to directly report incidents to commanders so offenders could be sanctioned. They also talked directly to groups of girls to explain the risks and encourage them to keep their distance from troops, including the African Union forces. The intervention had not yet been evaluated at the time of data collection, but the numbers were growing: Nonviolent Peaceforce had trained 20 groups with 140 women in 5 counties of Central Equatoria and 3 groups in Western Equatoria by August 2012.

Another community-level approach is children's 'defensive clubs' in Yei town. Promoted by IPCS, they provide a space where children can report incidents and receive support from children and adults to talk to family members about delaying marriage and address other protection issues. Other CFS and CP

⁴⁷ Children's clubs were in Save the Children's proposal to UNICEF but some may have been funded by a different project.

committees were doing similar work. There are no available statistics on the number of marriages delayed in this way, but IPCS has some case examples.

Finally, UNICEF has supported gender and child desks in police stations, for example through IPCS in Yei. During key informant interviews the police reported that the desks receive cases of domestic violence and sexual assault including rape. They also respond to separated children, including separations resulting from population movements and emergencies. However, they cited a number of concerns: (a) they need more training on child and human rights; (b) their team had been reduced from four officers to two as there was not sufficient 'motivation' to stay with the team when other opportunities arose; and (c) they have very limited access to transportation to investigate cases. These issues demonstrate the importance of strengthening transitional and long-term systems that also have the capacity to respond to child protection in emergencies. In programmatic terms, strengthening the gender and child desks is being addressed within the justice for children programme and there was no capacity to analyse them in greater depth within the current case study.

Regarding approaches to GBV taken across the sub-cluster, one member questioned the assessment that the emphasis has tended to be on response rather than prevention. This is a valid concern, and analysing the standard operating procedures for GBV, the survivor-centred approach does emphasize response rather than prevention. However, there is no pillar on prevention within the GBV sub-cluster work plan. Prevention should be regarded on at least two levels: direct prevention through community-level action (such as the examples cited above) and indirect prevention through legal action taken by survivors, which reduces impunity and acts as a deterrent to perpetrators. On the latter, IRC, UNFPA and UNMISS respondents all argued that providing effective and responsive health and psychosocial services is essential for survivors to report GBV, and only when they receive these services at an adequate level, including confidentiality, will they be willing to consider legal action. UNFPA agreed that more emphasis is needed on prevention.

A sub-cluster member also raised the question of the lack of distinction between the needs of children and those of women. The language about women tends to be paternalistic, and the interpretation of GBV often excludes the male perspective. The standard operating procedures provide specific approaches for responding to children and there are some (limited) examples of child-focused GBV approaches in South Sudan, although they are principally aimed at preventing or delaying early marriage. However, approaches to prevention and response could be more clearly developed in terms of age and gender. Excluding the male perspective was also a concern for IRC and for women in the centre it has established in Yida camp. Women called for more engagement of men in debates on domestic violence, and IRC had developed training materials for a nascent project of inviting men to awareness-raising sessions.

3.3 Effectiveness of Strategies Used

The review of effectiveness analyses which types of strategies and interventions have been most and least successful and the factors that contribute to success or gaps. In the context of phasing, consideration is given to how far preparedness helped to enhance protection programming during the crisis phase and whether opportunities were identified during the response and early recovery phases to strengthen systems longer term.

Principal strategies related to child protection in emergencies in the country programme plans for 2009-2012 (UNICEF, 2009) and 2012-2013 (UNICEF, 2011b) are:

- Upstream development approaches through data collection and evidence-building and community, adolescent and youth participation in planning CP interventions
- Area-based approach to programming including piloting birth registration (12 states) and reduction in early marriage (3 states), bringing the sectors together in joint work
- Emergency preparedness and early warning to respond to new emergencies coupled with investment in early recovery programming as communities shift away from emergencies

- Mainstreaming gender issues in all sectoral programmes
- Systematic capacity strengthening.

3.3.1 Upstream Development Approaches and Knowledge Management

UNICEF has successfully influenced policy development supported by research (see section 3.1.3) and by the strategy of placing a technical adviser within the armed forces (SPLA). However, managing administrative data to support policy development has been less effective, with the exception of the MRM.

Since 2010 a UNICEF CP specialist has been providing technical support within the child protection unit of the SPLA (also established in 2010). This has proved very effective in developing close working relations between the UN and the SPLA and implanting child protection issues into the disarmament, demobilization and reintegration process. The CP specialist facilitated the development of the revised action plan, promoted the concept that objectives are broader than preventing recruitment and strengthened SPLA ownership of the plan. The specialist is currently facilitating implementation of the action plan and training of SPLA armed forces personnel through a further seven child protection units across the country. This means that SPLA commanders are training their own forces not to recruit children and to respect children's rights to protection (ReliefWeb, 2013).

The CP section intends to extend such placements to the MoGCSW and the Ministry of Justice, with the aim of influencing policy development. Advocacy on child-sensitive budgeting has also yielded positive results, with an increase in some budget lines. Advocacy to promote comprehensive child protection systems and birth registration systems has also been effective.

In terms of data to support policy development, the strongest system is the MRM, and those data have been used effectively in advocacy. This has especially been the case in preventing recruitment and occupation of schools (see section 3.2.2) even though there is considerable under-reporting on certain violations such as sexual violence. However, there was consensus on the poor quality of CPIMS data, which has not been sufficiently reliable to provide a foundation for planning or advocacy (see section 3.2.1). Humanitarian Performance Monitoring has been introduced and has improved beneficiary data against targets but is not disaggregating data by sex or age group, including data from CFS, which should be relatively easy to collect. Thus it is also not supporting planning, monitoring and advocacy. This latter system is likely to improve with introduction of the Monitoring Results for Equity System (MoRES) in 2013.

Data management is an essential area for effective policy development and requires strengthening. But experience from other countries suggests that at least one dedicated IMS staff member is required within the child protection section.

However, some respondents expressed the view that the demands of UNICEF's bureaucratic processes leave limited time and space to think strategically and politically about key areas for advocacy. One respondent also raised questions about the extent to which UNICEF headquarters has grasped key moments in South Sudan's history, as reflected in the fact that there was no high-level visit at the time of independence. That moment could have provided an opportunity to highlight children's rights in the world's newest country.

3.3.2 Area-based Approaches to Programming

Area-based programming has two distinct elements:

- (a) Strengthening UNICEF's own programming, including coordination between sectors, which has been found to be very effective, though some areas need further investment
- (b) Strengthening comprehensive formal and less formal systems for child protection.

UNICEF launched the systems mapping process by state in late 2012; as of March 2013 it was ongoing and not ready for assessment of progress. As a separate exercise, Columbia University analysed the functioning of systems in emergencies. The preliminary results, in August 2012 (Columbia, 2012),⁴⁸ highlighted the following issues:

- Systems are decentralized, and there is a disconnect between the national CP system and each state's system. This makes the dissemination of policies and standards problematic. In addition, oversight and accountability are extremely weak.
- Coordination appears to have improved as result of mechanisms established for emergencies. However, questions were raised about the sustainability of these mechanisms beyond emergencies and about the vast amount of time that staff have to invest in multiple layers of coordination meetings.
- Concern was expressed that accountability seemed to be oriented towards donors more than towards children and the community.
- The MoGCSW appeared to be very dependent on the UN, especially UNICEF, and not sustainable in its own right.
- National civil society groups lack funding, which limits their development.

3.3.3 Emergency Preparedness, Response and Early Recovery

UNICEF's work in CP preparedness has been extensive. UNICEF has led the sub-cluster in addressing most of the actions in the CCCs and has also established stand-by teams through partner staff and community groups, which is aimed at ensuring rapid response by each state. Staff have been trained in Upper Nile (35 staff of Government and NGOs) and in Unity, where the teams had already been deployed for IDTR. Community-level groups have been provided with bicycles and motorbikes.

The country programme as a whole aims to identify areas/communities as being in emergency or recovery mode and to respond accordingly. It is not clear whether criteria already exist to define areas by emergency or recovery status, but states differ considerably, as do counties within states. The strategy is appropriate and could help with prioritizing actions, but counties may need to be more clearly delineated.

3.3.4 Mainstreaming Gender in all Sectors

Mainstreaming gender issues within CP has strongly emphasized issues of early and forced marriage through the collaboration with communication for development and in CFSs. GBV is also being addressed through the extensive work on justice for children. Most importantly, the Child Act (whose drafting UNICEF supported extensively) clearly encourages gender equality.

In programme terms, three points have emerged on gender issues. First, it appears that girls are under-represented in projects directly reaching children, such as CFS (although data are limited; see section 3.2.6). Second, girls felt that gender stereotypes influenced their activities. Third, there has been limited emphasis on working with men and boys to raise awareness on gender-based and domestic violence.

3.3.5 Systematic Capacity Strengthening

Links to universities have been effective in establishing social work and rule-of-law training for key government staff. A social work course was established in partnership with Juba University, training 170 social workers in two rounds, each lasting three months. A further phase is planned through Juba University, with links to Makerere (Uganda) and Nairobi (Kenya) universities. The MoGCSW felt this was very positive. Respondents expressed concerns on three aspects: (a) staff turnover has diminished the

⁴⁸ Final report was not available at the time of writing in March 2013.

impact; (b) staff do not always get the support to implement their training in practice; and (c) women were under-represented.⁴⁹ Nevertheless, the course was considered to be well organized and to have presented valuable material, and there was an appeal for it to be repeated. There was no before/after assessment of the learning and application of the material.

Support has also been provided to the Law Faculty for training on rule of law for justice professionals. Multiple shorter trainings have been provided to NGOs on child rights and child protection. Respondents recognized the need for repeat trainings and for consistent follow-up given the context of relatively low overall capacity.

3.4 Quality and Efficiency of Programming

The analysis of the quality and efficiency of programming reviews programme components against national and international quality standards, identifying which standards were met or not met; funding allocations across different phases and interventions; cost-related efficiencies and inefficiencies; and innovations that have contributed to CP response.

3.4.1 Standards in Programming

Programme performance is reviewed against the *Minimum Standards for Child Protection in Humanitarian Action* (CPWG, 2012) considering each key area: unaccompanied and separated children; physical violence and harmful practices; children associated with armed forces or armed groups; and child-friendly spaces, as a psychosocial measure. Only the summary conclusions are presented here; the issues raised are further explored in the conclusions and recommendations.

It is important to note that UNICEF has begun rolling out training on the *Minimum Standards*, which were published in 2012, so it may be expected that performance in the future will more closely align to them.

Unaccompanied and separated children: In terms of preparedness, UNICEF and partners fulfilled all key actions of ensuring that a policy had been adopted on children without adequate parental care; standard operating procedures for IDTR; establishing a CPMIS and standardized forms; training social workers and NGO staff; and identifying programme partners. On response, quality is more diffuse (see section 3.2.1).

Physical violence, sexual violence and harmful practices: Preparedness actions in the *Minimum Standards* include investigation of how families view different forms of violence, strategies to prevent common forms of violence (including reducing the risks of collecting firewood and water) and community mediation. Some aspects of physical violence and GBV have been addressed in this way, but not as a comprehensive CP or GBV sub-cluster strategy. Nonviolent Peaceforce's work in the prevention of violence has come closest to fulfilling the *Minimum Standards*.

Child-friendly spaces: From partner reports and focus group discussions with children from CFS, areas that were strongest in relation to the Standards were (a) recruitment and training of volunteers from the community; (b) provision of sports and recreation and satisfaction of the right to play; and (c) links with education and promotion of school attendance.

Weaker areas are (a) providing programmes and schedules of relevant activities and services for different sexes and age groups,⁵⁰ including parents where appropriate; (b) physical conditions of some child-friendly spaces, including WASH facilities; (c) ensuring inclusion of all groups, including children with disabilities and ethnic or religious minorities; and (d) having a plan for phase-out or transition.

⁴⁹ In the limited time available the evaluation team was unable to get further detail on these points but they have been cited for follow up in phase II.

⁵⁰ For example, health and hygiene education, information on available humanitarian support/services, HIV/AIDS awareness, engaging parents in addressing alcohol use and abuse, engaging men and boys in discussions on domestic violence and GBV etc.

The evaluators identified three further issues on CFS:

- (a) The specific objectives of most child-friendly spaces were not clearly defined, so entry criteria were also poorly defined. While UNICEF's CP section informed the evaluation team that they intended to respond to children coping with psychological distress who had been directly affected by displacement following conflict/violence or other disasters, this was not always clear in the project proposals. This question is addressed in the conclusions and recommendations.
- (b) Beneficiary data were not disaggregated by sex and age. A simple standardized system across CP sub-cluster partners should allow for collection of sex- and age-disaggregated attendance data, not just registration data. In this way it would be possible to monitor which groups of children use the CFS at specific days and times, and which groups drop out. This information could be used to review with children and adolescents what they most/least value.
- (c) There were extreme differences in budget levels for projects with similar objectives and planned beneficiary numbers (addressed in section 3.4.3).

Children affected by armed forces and armed groups: Preparedness and response for CAAFAG has been guided by the Paris Principles and correspond closely to the *Minimum Standards*. However, more joint strategic thinking is required on how to strengthen community-based early warning/early action systems on prevention of recruitment by armed groups. This can draw on experiences of sub-cluster members.

3.4.2 Funding Allocations Across Phases and Components

In reviewing the adequacy of funding allocations across phases and intervention types, the principal question is whether allocations were adequate and balanced.

Funding allocations were found to be adequate, and no major imbalances were identified, with a minor caveat on the geographical allocation of funds in multi-year plans. Additional funds were successfully raised for CP crises as they emerged, demonstrating a responsiveness to phasing. Problems identified were that sub-cluster partners have found it difficult to raise funds, limiting the overall work of the CP sub-cluster, while GBV has been underfunded across sub-cluster partners. In addition, slow disbursement of funds reduced the capacity to implement programmes.

Budget allocations to emergency interventions were 76% of the total CP budget. Of the total for emergencies, 57% was allocated to intermediate result 4, for CPiE and cluster coordination (IDTR, CFS, child protection networks, MRM, sub-cluster), followed by 19% to intermediate result 5, covering children in armed conflict (release and reintegration of children associated with armed forces and groups and MRE). The remainder of the budget was spent on longer term programmes: 9% on development work in policy, legislation and systems, 8% on birth registration and 7% on justice for children. This leaves relatively limited funding for systems development.

Neither the UNICEF team nor partners raised any questions about the adequacy of funding for specific intervention types for CPiE; the main issue was that inflation, at over 50% against the South Sudanese pound (one partner claimed around 80% at one point), had made it difficult to achieve targets. The feeling was that UNICEF had not given sufficient recognition to this severe constraint.

By the third quarter of 2012, UNICEF had successfully mobilized more than 50% of the two-year budget (see table 10). Half of the total funding was raised through 'other resources emergency', which earmarks funds to specific projects within a specific time frame. However, no respondent referenced this as a limitation.

Funding Type	Budget (\$)	Funds available		Gap
		Funds	% of total available	
Regular resources	1,020,000	1,243,020	12%	(223,020)
Other resources	7,001,040	4,061,879	38%	2,939,161
Other resources – emergency	11,364,794	5,294,876	50%	6,069,918
Total	19,385,834	10,559	100%	8,786,059

Source: Presentation to the CPIE evaluation team, August 2012

In the multi-year budget for 2011/2012, allocations did not correspond to the incidence of child protection violations by geography. Jonglei, with the highest incidence of inter-communal violence, was in seventh place of 10 states in amount of funding received. However, actual funding, as opposed to planned allocations, were likely to be different by the end of the period, given that allocations from the Central Emergency Relief Fund (CERF) included \$1 million specifically for Jonglei state.

UNICEF CP section had also successfully raised funds through CERF, demonstrating a responsiveness to fundraising and allocation to CP crises. For child protection in population movements in Upper Nile and Unity, UNICEF mobilized \$600,000 from the CERF rapid response budget in the second half of 2012 and \$1 million in March 2012 through the under-funded emergencies window for violence and child abduction in Jonglei state.

Funding disbursement was reported as a more serious issue in programming than budget allocations, in that most operational partners reported that delays in disbursement caused problems in start-up and during project implementation. One example is a serious outbreak of violence in Jonglei in January 2012 for which the PCAs were only finalized in March/April,⁵¹ delaying the response to the crisis. However, partner failure to liquidate disbursements in a timely fashion frequently results in disbursement delays. Other delays resulted from the need for some international NGO partners to consult their head offices before approving proposals. According to partners and UNICEF staff, time was also taken up by adjusting proposals based on staff comments.

In terms of funding NGO partners within the sub-cluster, UNICEF has assisted national NGO partners to develop proposals for inclusion in the Consolidated Appeals Process, but only four were funded in 2012. UNICEF has also lobbied to secure funding for national and international sub-cluster partners from the Common Humanitarian Fund as international NGOs also faced obstacles in securing funding for CPIE.

3.4.3 Cost Efficiencies and Inefficiencies

Cost effectiveness cannot be reviewed in a short evaluation as it would require detailed analysis of each project. However, it appears that costs vary considerably between projects with similar objectives, regardless of project quality or longer term outcomes for children. For example, Save the Children planned to reach 150 children in IDTR and 1,000 in CFS, plus provide training for 220 adult staff, volunteers and ministry personnel with a budget of \$600,000. By contrast, MARF planned to reach 50 children in IDTR and 1,050 in CFS plus provide training for adults in MRE and child protection messaging at a budget of approximately \$24,500. Clearly, it was more expensive for Save the Children to operate in South Sudan due to the costs of international staff, requiring investments in housing, logistics and security, which were minimal for MARF. In addition, Save the Children conducted training with ministry personnel, while MARF did not. However, the striking difference would justify a more detailed cost-effectiveness analysis in the future.

Costs for the VSF-Suisse project to reintegrate ex-CAAFAG and vulnerable children were calculated at \$883 per beneficiary, with some inputs continuing over two years for individual children. The total project,

⁵¹ Interview with UNICEF staff member.

aiming to reach 900 children, had a cost of \$795,551. While this is a large sum per capita, the project included considerable inputs, as each child received five goats/sheep, a three-month food ration, seeds, tools, extension support, reunification costs, follow-up by social workers and placements in school or vocational training. As noted, the project has achieved significant sustainable outcomes.

3.5 Connectedness and Coordination

This section addresses the extent to which UNICEF met commitments to coordination (sub-cluster and otherwise) and how well the protection programme coordinated with other sectors.

Coordination: UNICEF has been effective in CP sub-cluster coordination at central level but less effective at state level (see section 3.2.3). In terms of GBV, coordination has been strong at central than decentralized level. The MHPSS working group was established at the beginning of the third quarter 2012 so it was too early to assess effectiveness. The CP section has been effective at coordinating with other UNICEF sectors.

The GBV sub-cluster in South Sudan was initiated in April 2010, led by UNFPA. One issue is that the Ministry of Gender, Child and Social Welfare has yet to demonstrate strong commitment to sub-cluster goals and to nominate a high-level representative. At state level leadership on GBV is less clear in institutional terms, with only two GBV capacity promoters per state, and they tend to have other roles and limited time. Despite these constraints, some states have been active. NGB state has a sub-cluster focused on strengthening health systems and addressing impunity, while Jonglei, where rates of GBV are very high, has a GBV task force.

UNICEF has been an active member of the GBV sub-cluster at national level. Major achievements include providing basic training on tools/guidelines to sub-cluster members, advocacy for a GBV policy (currently in draft form), a monthly 4Ws matrix⁵² and provision of direct support to emergency flashpoints, This included pre-positioned post-exposure prophylaxis kits and establishment of an emergency response team. However, UNFPA recognized that the teams were weak and needed further training, which was backed by UNICEF regional staff. The GBV IMS had not been instituted by the last quarter of 2012 although UNFPA was recruiting a staff member for that purpose.

Coordination between UNICEF sectors: UNICEF CP has coordinated very effectively with other sectors, especially at central planning level, having defined the areas of coordination when the country programme document was drafted.

Specifically, communication for development and CP launched a campaign on harmful practices in 2012, based on the results of a knowledge, attitudes, practices survey. Although it is too early to assess the results, respondents felt it was a positive strategy. With the education sector, CP has developed shared objectives on MHPSS, which can be seen across both work plans. Both sectors felt that joint work in Jonglei had been particularly effective where CFS and temporary learning spaces had been established together. The two sectors have established a modality for focusing more on child protection in the first three weeks, after which education is introduced. Education and CP have also collaborated effectively on advocacy to eliminate the military occupation of schools, and the MRM has been especially important in that light (see section 3.2.2).

There is an unusual degree of linkage between WASH and child protection because the lack of water points in South Sudan leads children and women to move seasonally, putting them at risk of abduction, rape and other protection violations, especially in Jonglei. However, that collaboration has not yet resulted in a comprehensive risk mapping exercise leading to a large-scale strategy for WASH/protection collaboration (which was proposed by WASH). On a more basic level, there has been extensive collaboration on distribution of girls' and women's dignity kits, and most CP projects mentioned providing such kits.

⁵² Mapping of who (which partners), what (activities), where (areas covered) and when (time periods). The tool is intended to support effective coordination and avoid duplication.

The principal form of collaboration with the health sector is on early birth registration. The two sectors have collaborated on advocacy with the Government to establish a birth registration system, bringing the civil and vital registration teams together with health to promote free birth certification.

3.6 Scaling up and Sustainability

The question is the extent to which UNICEF has developed partnerships to scale up in various stages of emergencies and whether there are well-conceived strategies for expansion and phase-out of programmes or projects.

Scaling up: Scaling up through partnerships has been extremely difficult due to the shortage of experienced partners and the broad geographical scale of the programme, which operates across six states plus Western Equatoria. Nevertheless a large number of partnerships have been managed, totalling 37 agreements between 2010 and May 2012, most of which related to emergencies.⁵³ Of these, 24 UNICEF agreements were small-scale funding agreements with national NGOs and 13 were PCAs with international NGOs. Based on these agreements, approximately \$5.3 million was disbursed to non-governmental partners during the period,⁵⁴ of which the largest percentage was channelled through international NGOs. It is difficult to calculate the value of PCAs as many were in South Sudanese pounds and the rate of inflation erodes the value very quickly. However, nine international NGOs appear to have received funds of \$100,000 to \$500,000 and three between \$500,000 and \$1 million. The majority of national NGOs (16 of 24) received below \$40,000. To follow up and monitor multiple small-scale agreements requires sufficient field-based staff, and both UNICEF field staff and partners felt the numbers were inadequate for effective monitoring. This constraint inevitably limited the capacity to scale up response during crises.

An additional issue arose as a result of the shortage of partners and field-based staff. UNHCR expressed concern that UNICEF had no staff presence in Yida camp, despite the scale of CP issues, and tended to fund the same partners as UNHCR, creating some confusion rather than strengthening response. The issue had arisen as UNICEF felt that UNHCR viewed refugee response, including CPIE, as largely its responsibility. However, this was resolved positively with a letter of agreement between UNHCR and UNICEF in late 2012, which led UNICEF to recruit an emergency CP consultant to support all CP partners in the camps. On a separate point, UNHCR recognized UNICEF's effectiveness in rapidly scaling up the response to separated children in the early stages of the refugee movement into Yida camp by funding Ministry of Social Development staff to stay at the camp and undertake IDTR work.

Sustainability: Respondents generally felt that the emergency responses were sustainable. The development of livelihood capacities among ex-CAAFAG provided sustainable results for children remaining with families and in school; IDTR is seen as sustainable, depending on the issues that resulted in separation; and the increased awareness that has resulted from MRE is sustainable, especially when backed with continuous media messages. The programme components most vulnerable in terms of sustainability and the lack of a phase-out strategy are child-friendly spaces and community-based child protection networks.

In Leer county, for example, there was no evidence of a phase-out strategy nor of efforts to link CFS and/or CP networks to permanent structures such as religious or state organizations, or to accelerated learning programmes. Ideally, the CP sub-cluster would develop joint guidelines on scaling up psychosocial services, the components of which should be sustained into the recovery phase, and how to link those components to longer term structures. If components are intended to be short term only, following the *Minimum Standards*, beneficiary populations should be made aware of that.⁵⁵

⁵³ Calculated from partner agreements; see annex 5.

⁵⁴ Total from partner agreements, but this may be an underestimate due to the rapid changes in exchange rates. See annex 5.

⁵⁵ There are good examples of Minimum Standards for Protective Spaces used in other countries, such as Pakistan, that could help with analysis of which components should be phased out and which should be sustained in recovery.

3.7 Cross-cutting Issues

Issues addressed in this section include how far projects addressed gender equality and the empowerment of girls and women and whether the distinct vulnerabilities and capacities of girls and boys (including adolescents) were identified and addressed. This includes the extent to which data were collected and disaggregated by sex, age, disability and ethnic/religious minority.

Efforts towards gender equality and the empowerment of girls and women have been variable. As noted, the Nonviolent Peaceforce project has explicitly worked to empower women and girls and has achieved results, but it is exceptional in the strength of its focus towards that end (see section 3.2.7). Other projects have focused on developing life skills and empowering children and youth but less specifically on girls and women. The country programme document and operational plans provide limited evidence of efforts to distinguish between the distinct vulnerabilities and capacities of girls and boys by age. As already observed, age- and sex-disaggregated data collection, monitoring and analysis are weak in most (but not all) projects.

In terms of reaching the most vulnerable, VSF-Suisse developed criteria to identify vulnerable individuals⁵⁶ and followed through on those criteria in project implementation. Nonviolent Peaceforce defined vulnerability in relation to violence, particularly at community level rather than individual level,⁵⁷ and designed the project in that light. Most projects had not defined vulnerability, nor was there evidence of outreach to include people who were hard to reach.

In terms of participation, among 20 focus groups in which children were specifically asked about participation in planning the approach or activities, 16 groups said they had not been. Participants in four activities (one by ACDF, two by MARF and one by Samaritan's Purse) said they had been asked about which activities would be most useful. Overall, this appears to be an aspect that needs attention.

⁵⁶ Criteria for the poorest: (a) no livestock; (b) woman-headed household with school-going children; (c) parents with chronic disease/disability; (d) weak kinship connections; (e) children whose parents are in prison or children who have lost both parents.

⁵⁷ Vulnerability to recruitment by armed groups, entry into the sex trade, perpetuating family and communal violence.

4. CONCLUSIONS

The CPIE programme in South Sudan has shown a mixed performance with some outcome targets being achieved or exceeded (mine risk education, family tracing and reunification, reintegration of released children) while the release of children was underachieved. Additionally, the programme was weak on addressing gender based violence and although psychosocial targets were exceeded, there were issues about the quality of services. However, it should be recognised that these achievements have been reached in spite of very weak service delivery capacity (nascent state institutions and weak civil society capacity).

1. Several successes were identified, as well as gaps in programming.

Four key successes and one innovative and promising programme approach were identified.

- (a) The shift towards economic interventions and livelihoods with adolescents reintegrating from the armed forces and armed groups was successful. In spite of disease that afflicted the animals distributed, the beneficiaries were satisfied, had not returned to the barracks (as previously) and were in some form of education. The specific type of livelihoods support was suitable for agro-pastoralist communities,⁵⁸ and other options have been identified for peri-urban and urban communities.
- (b) IDTR has been very effective at a local level, and 1,194 children were reunified in 2012, despite various problems with the centralized case management system (see section 3.2.1).
- (c) The MRM has made good progress and has been effective in collecting data on violations. It is beginning to demonstrate trends and to be useful in advocacy, especially in removing armed forces from occupied schools (forces vacated 21 of 25 schools, providing places for 8,000 children) and drastically reducing the recruitment of children, despite under-reporting. Advocacy was also effective in promoting establishment of a child protection unit (and decentralized CP units) within the SPLA. The action plan provided the framework for the release of children from the armed forces and prevention of recruitment.
- (d) The CP sub-cluster has been effective in sharing technical approaches and developing joint tools at central level, and some child protection working groups have also been effective at state level.

The unarmed civilian peacekeeping approach in Central and Western Equatoria is a promising practice, although still in the relatively early stages and not yet the subject of a full evaluation. It has directly promoted prevention of violence and recruitment and supported women's empowerment to address gender-based violence against girls and women.

No major gaps in programming were identified, but the emphasis of some aspects of programming was weak in relation to the protection issues identified. These weaknesses are:

- Efforts to prevent recruitment of adolescents to armed groups and violence (including GBV) overall has been relatively weak compared to the response to violence and recruitment, particularly for girls. Prevention is clearly articulated in the CP strategy and CCCs and is extremely important in the context of the violence being perpetrated by armed groups in inter-communal conflict. Lessons could be learned from an unarmed civilian peacekeeping approach as well as from the police gender and child desks tackling impunity. It should be noted that communication for development work on harmful practices is clearly aimed at prevention.
- Programming in GBV and support to leadership through the sub-cluster has been relatively weak relative to the vast scale of sexual violence against women and girls and other forms of GBV,

⁵⁸ These skills are likely to be relevant for many years to come given the dependence of the South Sudanese economy on livestock.

such as early and forced marriage. The evaluation strongly endorses plans to strengthen programming in this area and makes further recommendations to complement those plans.

- In psychosocial projects, especially child-friendly spaces, addressing parental use of alcohol and its relationship with domestic violence was considered to be a gap by children across focus groups. This corresponds to the conclusions of studies in other countries showing that the great majority of perpetrators of violence are relatives or persons known to the survivor, even in the context of conflict (CPC Learning Network, 2013). However, work in this area would need to be much broader than CPIE, involving other sectors including health (on information/education campaigns) and justice (in demonstrating the links between alcohol use and risk of domestic violence).
- In relation to separated children, there was limited reference to inclusion of children in institutions in IDTR, although at least one institution was being established in response to children sleeping on the streets and there are likely to be more.⁵⁹

2. The theory of change (how change is brought about) is not yet fully articulated.

The programme is appropriately closely aligned to the global Child Protection Strategy and the South Sudan Development Programme. The programme is contributing to the UNDAF outcome 'violence is reduced and community security improves' as well as 'key service delivery systems are in place'. However, the approaches to bring that change about have not yet been fully articulated. The SSDP has defined a number of important aspects for tackling the causes of the conflict, and these may serve as the foundation of a theory of change, particularly (a) the imperative to bring about cultural change in respect of the need to carry arms and communities' abilities to solve their own conflicts, and (b) the role of adolescents and youth in that change. These aspects are also likely to be addressed in the future education/protection peacebuilding programme that will promote social cohesion.

3. Psychosocial programming, specifically CFS, is extremely important as a child protection resource, but it has not yet reached some quality standards.

Child-friendly spaces are an essential resource and focus for child protection services and responses. Children have valued them highly, particularly the sports and recreational activities and awareness-raising on protection rights, including GBV, and on mine risk education. Importantly, they have also promoted school attendance. However, practice is weak against some of the quality standards in terms of phasing out and sustainability (addressed in recommendations). There was no evidence of a clear policy on informing beneficiaries of the duration of the project from the beginning to avoid unrealistic expectations or on identifying which components could be sustainable and through which institution.

4. The child protection sub-cluster has been weaker at state level than central level.

The vertical linkages between the CPWGs and the CP sub-cluster have been weak. At state level the CPWG has also been weak in terms of strategic thinking about child protection (as opposed to providing a forum for information exchange). In Unity state, at least, there was considerable dependence on UNICEF and a risk that the sub-cluster might not be sustainable if UNICEF did not provide direct support to convening and taking minutes.

5. Strong progress has been made in knowledge management through research but less so with regard to administrative data (especially in case management through the CPIMS), and sex/age-disaggregated data collection is weak.

The evaluation has shown that research was well used in planning programme approaches (section 3.1.3) but that administrative data systems were weak, especially the CPIMS (section 3.2.1). The MRM

⁵⁹ Based on experience in previous emergencies, separated children drive the establishment of institutions and, once opened, they are difficult to phase out.

was the most effective example of a data system. Throughout projects, disaggregation of data by sex and age was weak, making it difficult to tailor responses to the specific protection needs of different groups of children and adolescents. MoRES will be introduced in 2013 and should help to ensure greater inclusion of vulnerable groups and more effective data disaggregation.

6. UNICEF had addressed most of the preparedness actions in the CCCs, resulting in effective action in some areas, especially tracing and reunification.

Addressing most of the preparedness actions had improved response in some aspects. For example, the staff of the Ministry of Social Development in Unity state who had been trained in IDTR were able to rapidly undertake tracing and reunification in the Yida camp following a large population movement. Similarly, partners trained in IDTR were able to undertake tracing and reunification in many locations across the country and were responsible for the reunification statistics.

7. Some components of longer term systems-strengthening improved the capacity to respond.

The development of the Child Act was fundamental in providing a framework for response to children affected by armed conflict, as was the Policy for Children without Caregivers. Both were developed before independence and have facilitated clarity of aims and approach in emergencies. Longer term capacity building, thanks to a major investment in social work training through the University of Juba, was also felt to have had a positive impact on capacity, though there were some caveats and a need for ongoing investment. The course was not evaluated to determine the most effective follow-up in the future. However, the effects of system-strengthening were limited by the fact that only some components had been addressed,⁶⁰ rather than a comprehensive approach to the whole system. A systems-mapping process, the first step in comprehensive system-strengthening, was ready to be launched at the time of data collection.

8. Placing a child protection specialist within government institutions has been effective in strategy development and advocacy.

The CP specialist within the child protection unit in the SPLA was especially recognized as important in developing trust with UNICEF and in facilitating the disarmament, demobilization and reintegration policy and revised action plan.

9. The geographical focus of emergency programming has been well defined by state but not by county.

In the context of maximizing stretched resources and priority setting, it would be helpful to ensure that CPIE projects are focused on the counties with the greatest protection risks and issues. For example, within Unity state, the counties in the north that border Sudan have ongoing issues with the arrival of refugees, while the county visited for the case study is in a recovery phase, according to respondents. In recovery some programme components could be phased out to conserve resources.

10. The linkages between child protection and other UNICEF sectors (health, WASH, education) had been defined during planning, and some aspects could be further advanced.

The links between sectors were defined when the country programme was developed, a positive step. But some key aspects have yet to be developed, such as a more detailed analysis of the linkages between serious protection issues and the availability of water points, in the context of competition for water, which leads to cattle raiding, which in turn leads to extreme violence and an increased risk of abduction. In addition, it would be helpful to define the protection risks and procedures for children under 5 in the context of extreme food insecurity.

⁶⁰ Laws, policies and standards; services and service delivery mechanisms; human and fiscal resources; communication and advocacy; collaboration and coordination; and evidence and data for decision-making.

11. Some weaknesses have been identified in mainstreaming gender.

Mainstreaming gender requires ensuring that programme approaches promote gender equity and consider the specific needs and preferences of both girls and boys. Three weaknesses concerning this process were identified: (a) Girls appear to be under-represented in CFS (based on two sample groups) although this was difficult to demonstrate overall due to weak data; (b) there has been limited emphasis on engaging men and boys in addressing gender-based violence; and (c) gender stereotypes influence activities in child-friendly spaces.

12. Funding allocations were adequate overall but there were anomalies. Some similar projects had vastly different budgets, and disbursement delays constrained project implementation.

Two principal issues were identified in relation to funding. First, two projects with similar expectations of outcomes had vastly different budgets (see section 3.4.2). Though this clearly bears no relation to programme quality, the differences are so great that further analysis is important. Second, the slow disbursement of funds and long delays in approving proposals caused difficulties in project start-up and implementation.

5. RECOMMENDATIONS

For UNICEF Child Protection Section, South Sudan

1. Drawing on the strategic framework of the SSDP and the work of the forthcoming peacebuilding programme, develop a theory of change for how the programme contributes to the UNDAF outcomes.

The CPiE programme is contributing to these UNDAF outcomes: “violence is reduced and community security improves” and “key service delivery systems are in place”. These feed into the SSDP pillars of social and human development and conflict prevention and security. The CP section should clarify how programme components feed into the results chain, and specifically how CPiE interventions will contribute to reducing violence and improving community security. This should focus on the adolescent age group, especially boys, who are at greatest risk of engagement in violence. Clearly articulated, this will help to guide a greater emphasis on prevention (recommendation 7 and especially will reinforce the role of protective spaces, children’s clubs and child protection committees in bringing this change about.

Similarly, and as part of the systems mapping process, the CP section should define how existing emergency structures supported under the programme (especially CFS) can contribute to the establishment of longer term ‘key service delivery systems’ (see recommendation 8a).

2. Strengthen programming and coordination in gender-based violence.

Given the scale of GBV (sexual violence in addition to early and forced marriage), the evaluation endorses plans to strengthen GBV programming and coordination and proposes additional actions. Specifically:

- (a) Establish an intermediate result on GBV to ensure programme and results monitoring in this area.
- (b) Based on UNICEF’s commitments to preventing GBV and addressing women and children affected by it (CCC 5), strengthen collaboration with the leadership of the GBV sub-cluster. The aim should be to further develop strategic thinking on prevention and response (including for the known danger of rape of women in marketplaces and while collecting firewood), support UNFPA’s efforts at advocacy with the Government on developing and endorsing national policies and strategies on GBV, and support the provision of training to partners.
- (c) With the WASH sector, analyse the feasibility of conducting a comprehensive risk-mapping exercise on the lack of water points, which exposes children and women to protection violations, especially in Jonglei. The aim would be to develop a strategy for WASH/protection collaboration.
- (d) Review with the police the successes and challenges of the gender and child desks, identifying which aspects have been most and least successful and building on information in this case study. Analyse how they can be further strengthened to encourage reporting of violence, including GBV, and address impunity.
- (e) Evaluate the Nonviolent Peaceforce project to empower women through peacekeeping teams for prevention of GBV, with a view to extending the project.

3. Continue support to livelihoods in reintegration programmes and create other options to support children in peri-urban and urban communities.

The focus on livelihoods should be sustained and should continue to engage children released from armed forces/armed groups together with other vulnerable children. The animal restocking project is appropriate for agro-pastoralist communities, but different options focused on the urban value chain should be introduced for those in peri-urban and urban communities (see section 3.2.4). Ideally, it should

be possible to provide training and business start-up assistance at a lower cost per capita than the current programme (if livestock are not provided) in order to reach more children.

4. Evaluate the training programme for social workers with a view to continuing to train national and state staff.

Conduct an evaluation of the training course implemented by Juba University with those who were trained to determine (a) which aspects were most and least useful, (b) the breakdown of participants by sex, (c) whether participants' supervisors facilitated or impeded implementation of the course contents, (d) how the content of the course changed participants' practices, (e) what kind of follow-up is feasible (e.g. six-month refresher courses); (f) whether a community of practice could be established and (g) whether the course could be given accreditation.

5. Maintain a geographical focus on areas at greatest risk.

Continue to prioritize projects in the states most vulnerable to serious protection risks and classify counties as emergency or recovery areas based on clear criteria. Focus human and financial resources on the emergency areas and identify which components of projects could be phased out or should be sustained in recovery areas.

For UNICEF child protection section, as the sub-cluster lead, and partners in the sub-cluster at central and decentralized levels

6. Strengthen vertical linkages of the child protection sub-cluster,

Within the CP sub-cluster analyse how linkages with state-level CPWGs could be reinforced, considering the following options: (a) Have representation from CPWGs participate in meetings at central level (possibly on a six-monthly basis) to review progress with the CP sub-cluster plan and (b) invite CPWGs at state level to specify which CPiE areas they consider to be strengths and gaps in CP prevention and response, for consolidation and feedback from central level.

7. Strengthen efforts to prevent engagement with armed groups.

Identify the characteristics that make adolescents (mostly boys) vulnerable to involvement with armed groups and gangs, as well as the specific risks faced by girls and the unique reintegration needs of released women and girls. Drawing on the experiences of CP sub-cluster partners, consider how projects could strengthen activities to prevent recruitment, de-escalate violence and strengthen community cohesion.

8. Develop standards for child-friendly spaces and other protective spaces, drawing on those in the *Minimum Standards for Child Protection in Humanitarian Action*.

Based on review of the *Minimum Standards*, draw up standards for child-friendly spaces and protective spaces in South Sudan and have them approved by the CP sub-cluster. This should include consideration of:

- (a) Programmes of activities in protective spaces aimed at specific age and sex groups to address protection priorities by:
 - Engaging adults in discussions on the links between alcohol and violence, as part of broader health and justice programmes
 - Engaging men and boys in discussions on domestic violence and the impact on women and girls
 - Engaging adults in discussions on the risks of violations due to inadequate access to water or grazing, or issues about bride wealth
 - Building health and hygiene awareness including of HIV and how to prevent mother-to-child transmission

- Continuing to address awareness on GBV including early/forced marriage
- Providing referrals/linkages to education including accelerated learning programmes.

(b) Physical standards

- Standards on latrines and water sources
- Safety standards for the building and compound

(c) Sustainability or duration of CFS service

- Sustainability for services planned to be longer term by linking the protective space and CP network to a longer term structure and source of funding. Alternatively, defining the duration of the service and ensuring that users are aware that it is short term.
- Child and adult participation in planning and monitoring activities, services and the way in which protective spaces can be sustainable.

9. Strengthen system response to separated children and IDTR.

- (c) Review progress in implementing the measures recommended by the ESARO child protection specialist, including strengthened management of the database; decentralization of data entry to state level; further capacity-building; reconfiguration of the database; and review of the standard operating procedures in relation to international guidelines, including case management, IDTR and alternative care.

- (d) Determine whether unregistered children's centres are operating and take steps to ensure that separated children are not missed in IDTR and to prevent the development of large institutions. Take action based on the National Policy for Children without Caregivers.

10. Establish or strengthen knowledge management and data systems.

Establish or strengthen simple standardized systems to collect data within projects. They should include information disaggregated by age band, sex and inequity factors (disability and ethnic or religious groups).

11. Strengthen systems to aid the advance from emergency to recovery.

As part of the system mapping process, review which aspects of emergency systems could be used as an entry point to strengthen systems for the longer term. This should include, for example, whether the Child Protection sub Cluster, Child Protection Working Groups and GBV sub Cluster and GBV Working Groups in the states could provide the basis of longer term state-level child rights and child protection working groups, whether the CPIMS system could provide the basis for the longer term case management system and whether a participatory planning and monitoring system could be introduced with children and CP networks through protective spaces to ensure that services are primarily accountable to that constituency rather than to donors.

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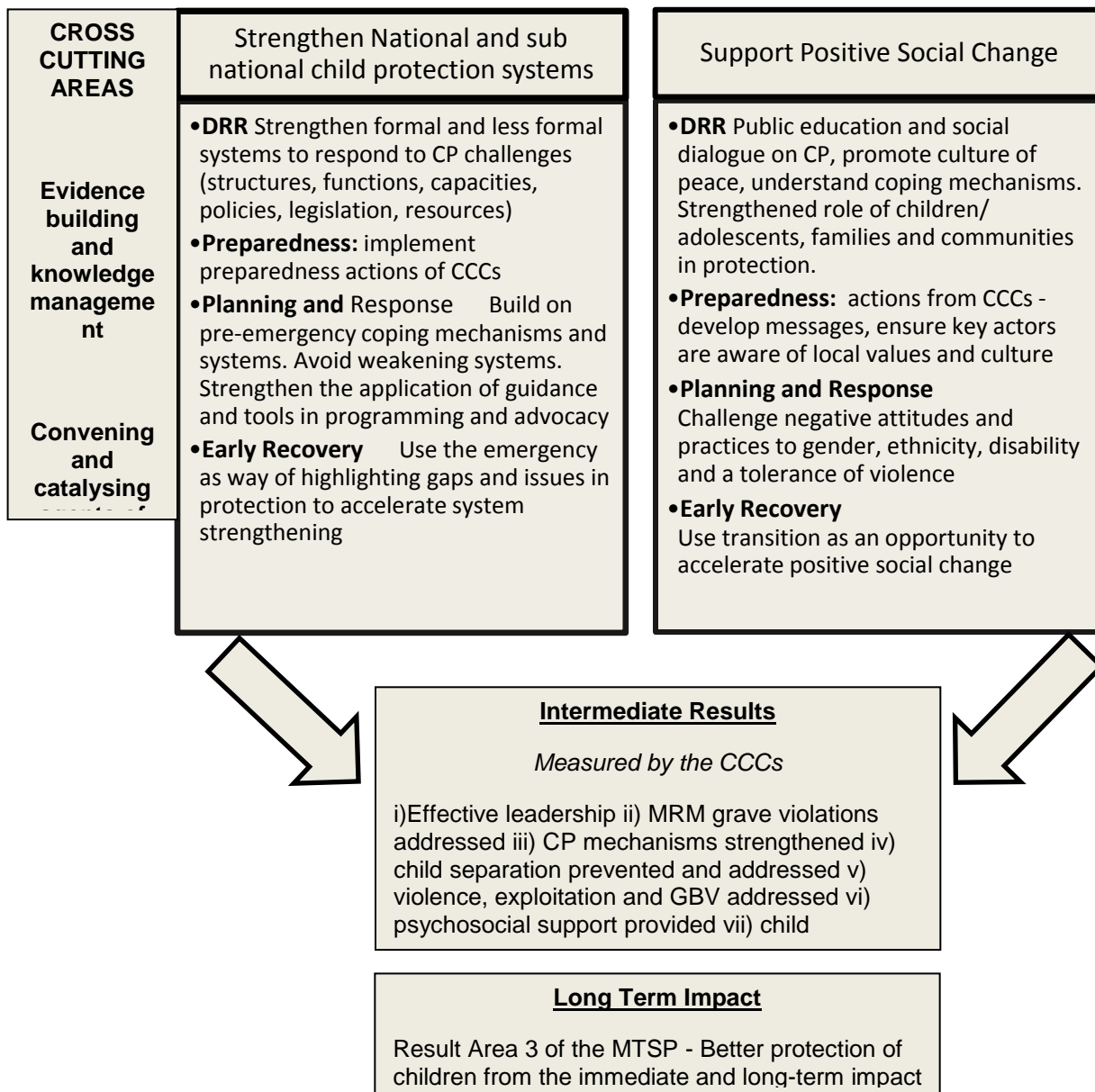
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ANNEX 1. EVALUATION FRAMEWORK

Figure 1: Theoretical Framework for Global Evaluation Child Protection in Emergencies



ANNEX 2. EVALUATION QUESTIONS

(USED AS THE BASIS FOR THE SOUTH SUDAN CASE STUDY based on the global evaluation TOR).

Evaluation questions and issues (organised as OECD/DAC evaluation criteria and cross-cutting issues) to be addressed by the evaluation are as follows:

Impact (long-term and/or intermediate results)

- What are the key results achieved by UNICEF child protection programmes in various emergency contexts (conflict and natural disaster) and in the key phases of preparedness, emergency relief,; response; and recovery To what extent were the intended results (impact/outcome level) results achieved? What are the key measures required to improve child protection results in the context of emergencies?

Relevance / Appropriateness

- What specific approaches and tools are used to undertake situation analysis and needs / capacity assessments before, during and after the conflict or natural disaster? How adequate is the information / analysis for programme development and monitoring and evaluation?
- How explicit was the programme design with respect to theory of change (how change comes about?) in various stages of the programme response? Was the design adapted to reflect changing contexts? What conclusions can be drawn about the need / importance to focus on and articulate programme theory / logic in programme design, including its adaptation at various stages?
- How relevant and responsive are UNICEF's emergency child protection programme strategies / interventions to the needs of the children and women affected by the emergency (conflict or natural disaster)?
- To what degree do child protection interventions through preparedness, early response and recovery phases build on existing systems and mechanisms (i.e. coordination mechanisms, and adapt to changing needs and context?

Effectiveness

The evaluation will examine key components of child protection programming in the context of emergencies using the CCCs as a reference and based on context specific needs and priorities and UNICEF's comparative advantage. Key questions include:

- How systematically has UNICEF engaged with national government and other partners in child protection related preparedness activities before the emergency and during early response and recovery phases? To what extent has UNICEF delivered on its commitments and targets to preparedness planning?
- How effective is UNICEF's child protection response in various emergency contexts? Which strategies / interventions are most successful? Which interventions are less successful? What factors contribute to success and or gaps?
- To what extent have UNICEF's country programmes succeeded in developing national capacities for child protection at central and decentralised levels (including the capacities of NGOs and civil society organisations)? What results have been achieved in capacity development? What conclusions can be drawn with respect to the effectiveness (including context specificity and sustainability) of the strategies and interventions used for national capacity development?
- How effective is UNICEF's advocacy and communication strategy with respect to child protection issues in emergencies?
- To what extent have emergency child protection interventions provided an opportunity to strengthen systems for protecting children (laws, policies and service provision)?

Efficiency

- To what extent do the child protection services meet expected quality standards? What factors have contributed to meeting quality standards? Where quality standards are not met, what are the key bottlenecks/constraints that need to be addressed in order to meet quality standards?
- How adequate was the funding allocated for child protection during various phases? How well were the funds utilised across various strategies and interventions? Were there any major imbalances (under or over allocations) that led to poor outcomes?
- Based on a basic analysis of cost data, what conclusions can be drawn regarding “value for money” and cost related efficiencies or inefficiencies in implementing child protection responses to emergencies.
- Is there any evidence of use of any innovation, device or otherwise, which contributed to the child protection response? What conclusions can be drawn regarding the utility and cost effectiveness of such innovations in similar contexts?

Connectedness / Coordination

- To what extent has UNICEF met its commitment to country level coordination (cluster and otherwise) in various phases of preparedness and emergency response, by engaging with key partners, including international and local organizations as well as government institutions?
- How effectively has UNICEF’s child protection programme coordinated with other sectors, notably with education, health, WASH, nutrition, ECD and HIV/AIDS during various phases?
- What conclusions can be drawn as to timeliness and synergy of UNICEF plans from preparedness to various response phases?

Sustainability and scaling up

- How systematically and effectively have partnerships (Governments, UN system, donors, INGOs, private sector, academics, media) been mobilized to contribute to programme expansion and scale up in various phases of an emergency?
- Are there clear, well-conceived strategies for expansion, scale up and phasing out of child protection programmes (as a whole or specific strategies and interventions)?

Cross-cutting issues (including equity, participation, M&E)

- How effectively have the child protection programmes integrated UNICEF’s commitment to gender equality and the empowerment of girls and women, and what results have been achieved in relation to these commitments? More specifically:
 - a) to what extent have the distinct needs, vulnerabilities and capacities of girls and boys (including adolescents) been identified and addressed in child protection programme design and implementation?
 - b) to what extent are sex and age-disaggregated data collected, monitored, and analysed for gender equality to inform child protection programme design and implementation?
 - c) to what degree have UNICEF supported programmes improved the ability of women, girls and boys to participate effectively in the design, delivery and monitoring of UNICEF interventions at all levels?
 - d) have women, girls, and boys of all ages been enabled to play a greater role in preparedness, prediction and prevention of violence in situations of conflict or natural disaster?
- How has the distinct impact of conflict or natural disaster on boys/girls, men/women, from abduction and recruitment into armed groups, to devastation of livelihood opportunities, been taken into consideration and integrated into the design and implementation of emergency child protection interventions?
- How relevant and adequate are data collection/management (including disaggregation by gender, vulnerabilities), monitoring and evaluation, including their use for policy and other decisions, during different phases of emergency response?

In addition to the above questions (which will be applied for the evaluation case study countries), the evaluation will respond to the following questions, which relate to the **regional and HQ roles and performance**.

- To what extent has UNICEF's global and regional advocacy for emergency child protection and related interventions contributed to increased funding allocations to emergency preparedness and response?
- To what extent have guidance and support from regional and HQ offices to country offices contributed to a timely and adequate response to child protection concerns in emergencies, before, during and after a conflict or natural disaster?
- Are strategy papers, guidance documents, technical notes (including those related to equity) that have been developed in recent years adequate and utilized? What are the areas where additional guidance and support is needed?

ANNEX 3. INTERVIEWS CONDUCTED

Fatuma Ibrahim	Chief Child Protection
Karin Ulin	Child Protection Sub Cluster Coordinator (Interim)
Shanti Kaphle	Programme Officer, Juba Programme
William Kollie	Child Protection Specialist
Gertrude Mubiru	GBV Specialist
Solla Asea	Child Protection Specialist, Justice for Children
Alfred Mutito	Psychosocial Support Consultant
Brown Kanyangi	Programme Officer, Family Tracing and Reunification, Regional Office ESARO
Diana Surur	Child Protection Officer, Mines Risk Education
Johan Edler	Emergency Specialist, Unity State
Johannes Tobe	Programme Assistant, Unity State
Andrew Musyoki	Nutrition Consultant, Unity State
Gabriel Gatluak	Communication for Development Specialist, Unity State
Jean Claude Misenga	Programme Officer, Education/Child Protection, Unity/Upper Nile/Jonglei States
Joyce Mutiso	Programme Officer, Education/Child Protection, NBEG/Warrap
Grace Kyeyune	Chief of Field Office for Greater Equatoria
Sunil VERMA	Communication for Development Specialist
Ken Maskall	Chief Wash Programme
Dr Daniel Ngemera	Immunization Specialist
Alessia Turco	Emergency Specialist
Narelle Albrecht	Red R Secondment, Education and Peace Building Programme – UNICEF
Jess Shaver	Education Cluster Coordinator (based at UNICEF)
Cephus Diggs	MRM program (seconded to SPLA)
Tessa Rintala	Consultant, Communication for Development

UN Agencies

Theodore Rectenwald	Senior Human Rights Officer, UNMISS, Juba
Irena Angelova	Human Rights Officer, UN Mission in the Republic of South Sudan
Hazel de Wet	Chief, Child Protection, UNMISS, Juba
Ghanesh Aryal	Child Protection Officer UMISS NBEG
Ravindran Velusamy	Field Officer, Protection, UNMISS Bentiu, UNHCR
Kwame Dhanena	Acting Coordinator Unity State, UNMISS
Erasmus Migyikra	Child Protection Officer, UNMISS
Norbert Niyodusenga	Recovery, Reintegration and Peacebuilding, Resident Coordinator's Support Office
Anastasie Nyirigira	Team Leader, Reintegration, Recovery and Peacebuilding , Resident Coordinator's Support Office
Mary Lokoyome Lupai	Gender Officer, UNFPA
Carolyn Akello	Protection Officer, UNHCR
Simon Kwol Mabek	Programme Administrator, UNHCR
Sara Lindvall	Community Services Officer, UNHCR, Juba
Michael Kreeft	Protection Focal Point, OHCA

South Sudan Government

Innocent Lazarus Latjor	State Minister of Gender and Child Welfare, Unity State
Peter Marak	Director General, Ministry of Gender and Social Welfare Unity State
Matthew Ngen	Director of Education, Leer County
	Police Officers, Leer County
	Chiefs Court in the presence of the Sultan and 16 Chiefs
Angelo Sebit	Head of Justice for Children Section at Ministry of Justice
Ker Wel Deng	Acting Director Ministry of Gender and Social Welfare NBEG

Joseph Madut	Acting Director General Ministry of Gender and Social Welfare NBEG
Francis Ngong Makak	Deputy Director Ministry of Gender and Social Welfare NBEG
Celina Peter	Director for Child Welfare, Ministry of Gender, Child and Social Welfare

Brig. Gen. Chaplain Khamis Edwards-Head of SPLA Child Protection
 Lt. Col. Nhial Ayel Tiel- Deputy Head of SPLA Child Protection
 1st Lt. Nataline Moses- SPLA Child Protection Legal Adviser
 Lt. Col. Thamas Tut Nyuoy Kueth-Head of Human Right Unit of the Directorate of Military Justice
 Maj. Regina Sebastio- Secretary for SPLA Child Protection Unit

NGOs

Govedi Kennedy	Programme Manager, Education and Child Protection, Save the Children
Dieu Gabriel Gatliah	Project Officer, Child Protection, Save the Children
Chol Ngut Khor	Project Officer, Child Protection, Save the Children
Oliver Filler	ERP, Monitoring, Evaluation and Accountability, Save the Children
Susan Morrisson	Child Protection Technical Advisor, Save the Children
Phoebe McKinney	Senior Manager, SIDA projects, Save the Children
Martin Barasa	Programme Manager, Unity State, VSF Suisse
Garawe Chan	Project Officer, VSF -Suisse, Leer County
Cathy Mavenjina	Team Leader, Non Violence Peace Force
Conor Lucas-Roberts	Area Coordinator, Samaritan's Purse
Hellen Kulul	Project Officer, IRC, Yida Camp
Chloe Druesne	Confident Children out of Conflict
Elodie Magnier	Tracing Delegate, ICRC, Juba
Wal Jack Gatkuoth	Relief and Rehabilitation Director
Francis Kabui	Home of Grace and Strength (HOGAS)
Santino Deng Deng	Director MARF
Oiol Achok Dut	Child Protection Coordinator MARF
Jamilla El Abdellaoui	ICLA Project Coordinator, Protection Cluster Coordinator Aweil NRC
Kolli Harriet	GBV Coordinator, American Refugee Council, NBEG
Kiryn Lanning	Researcher, Columbia Group for Children in Adversity

Daniel M Lizzul Military Justice Advisor , US Military Training and Advisory Team

Elodie Magnier	Tracing Delegate, ICRC South Sudan
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Reference Group

Tiffany Easthom	Country Director, Nonviolent Peace Force
Audrey Bollier	Child Protection Technical Advisor, Save the Children
Dr. Davis Ikiror	Program Coordinator –Sudan, VSF Suisse
David Martin	Project Officer VFS, Suisse
Angelina Alal	Child Protection Advisor, Plan International
Gale Emmanuel	Executive Director, IPCS
Loga Abel	Programme Coordinator, IPCS
Giovanni Rizzo	Protection Coordinator, InterSOS

Focus Groups Held

Women of Women's League in Leer Country – 12 women
 + Additional groups held by Research Assistants

Training for Research Assistants

Joan Alice Yunus	Project Assistant, Non Violence Peace Force
Richael Samia Solomon	National Protection Officer, Non Violence Peace Force
Ochira Patrick	M and E Officer, JSI
Kiden Harriet	Child Protection Officer, IPCS

Rachel Gitari	Gender Coordination, SCA
Clement Kojokole	Program Manager, SCA
Tabitha Kide	Research Assistant
Eliaba Damundu	Research Assistant
Kain Ulin	Child Protection Officer, UNICEF
Loga Abel	IPCS

ANNEX 4. FOCUS GROUP PROTOCOL

EVALUATION OF UNICEF PROGRAMMES TO PROTECT CHILDREN IN EMERGENCIES

ORIENTATION FOR PARTNERS ON PREPARING FOCUS/ACTIVITY GROUPS

We are very grateful to your organisation for participating in the Evaluation of UNICEF Programmes to Protect Children in Emergencies. The Evaluation is aimed at ensuring that UNICEF programmes are as relevant and useful as possible to children and adolescents affected by emergencies.

This set of notes is intended as a guide to preparing the visit of the Evaluation Team.

We hope that you will be able to help the evaluation in three ways: a) Organising Focus/Activity Groups with adolescents – to be planned in advance of the visit. You will be informed by UNICEF staff in country how many and which groups to prepare. You will agree on the date/time together with UNICEF staff. b) Organizing a meeting of project staff with the Evaluation Team that will take place at the same time as the Focus/Activity Group and c) Providing key documentation prepared in advance to give to the team.

1. FOCUS /ACTIVITY GROUPS

We will be holding Focus/Activity Groups with the adolescent age group – girls and boys – in view of the fact that this age group is most at risk of key protection issues: gender based violence, trafficking, child labour and recruitment. In addition, we will be meeting with members of child protection committees (or similar) and with some groups of women.

We are calling them Focus/Activity Groups as they will be participatory and engage the participants in activities, as opposed to a more traditional focus group.

SIZE OF FOCUS/ACTIVITY GROUPS

All Focus/Activity Groups will have 10 participants only. In all cases boys and girls will be separated – so there will be 10 boys or 10 girls in each group.

LENGTH OF GROUP

Group activities will last 1.5-2 hours. We will provide drinks/snacks during that time.

VENUE FOR GROUP

Please could you try to select a venue that has space to move around and to divide into two subgroups. But it should also have sufficient privacy that the group can work without being disturbed by other members of the community. In particular, we should try to ensure that groups are not watched by others or that others try to join the group.

TIMING OF THE GROUP

Please ensure that the timing of the group is outside of school hours. We do not want to take children out of school for the group.

SELECTION OF PARTICIPANTS

This is where we most need your help.

We want to ensure that group participants are representative of all project participants. To do that, we request that you randomly select adolescents to participate in groups from the whole beneficiary list.

Please divide the whole beneficiary list by:

- Adolescents **girls** aged 11-14 and 15-17
- Adolescents **boys** aged 11-14 and 15-17

Then randomly select groups of 10 in each category. To do that you could put all the names in a box, shake them up and select 10.

Or if you have a very long list of names (such as 200 in each group) you can divide the total number in each subgroup by 10 (the number you need) and then select names on multiples. For example, with a list of 200 divided by 10, you would select every 20th child.

REQUESTING PARTICIPATION

Each participant should be contacted in advance of the session to ask whether they are willing and interested in participating. It may be wise to contact one additional child from each age group so that if some do not turn up on the day, numbers will not be badly affected.

Please explain in simple language that the purpose is to listen to their views on how best to ensure that they are protected from harm in emergencies and that we also want to talk about the programme they are participating in. We aim to use the information to make sure that the way we work with young people in the future is as helpful as possible to all children and young people when they are displaced from home or have had to live through a flood or similar situation.

They should be told that the exercises they will do are aimed to be enjoyable and interesting and that we are very keen to hear what they think. But that nobody should feel *obliged* to participate.

Please share with them the points on the consent form below:

- That they have been randomly selected to participate – so they do not wonder ‘why me?’
- We will not name the individuals that participated in the group and no photos will be taken so they will not be identified. Their comments are confidential.
- The group will last no more than 1.5-2 hours
- There will only be girls or boys present (they will not be mixed)
- If there is anything that concerns them about the group, they can talk to the facilitators at the end of the session and they will be invited to evaluate what they liked/didn’t like and what they found useful so we can learn for the future.

All exercises and work will all be in their own local language.

Their parents should also agree to their participation. We have attached a simple consent form for both child and parent to sign (we would be grateful if you could translate the form into the local language).

Finally, we would be grateful if a member of staff who knows the programme participants could be available in case a child gets upset. We hope this will not happen as we are not asking children about their individual experiences of harm but we would prefer to be prepared.

2. VISIT TO THE PROJECT

While the Focus /Activity group is being held, we would also be grateful for time to talk to staff of the project about its aims, how it functions, what works well and what has worked less well. We will need about 1 hour of your time for this.

3. PROJECT DOCUMENTATION

We would be very grateful if you could prepare any project documentation in advance of the meeting. That means proposals, reports, monitoring data:

- Numbers of children entering/leaving the project (by age/sex, period of participation and type of activity)
- Any information available on hard-to-reach children in the project (children with disabilities or from minority groups)
- Progress against project indicators

WE MUCH APPRECIATE ALL YOUR HELP

EVALUATION OF UNICEF PROGRAMMES TO PROTECT CHILDREN IN EMERGENCIES

AGREEMENT TO PARTICIPATE IN FOCUS/ACTIVITY GROUP

I agree to participate in the focus/activity group to discuss how best to protect children and young people from harm in emergencies. I understand we will also talk about the programme I am involved in.

I understand that the aim is to help to ensure that programmes in the future are as useful as possible to children and young people in a situation of emergency response or recovery after emergencies.

I also understand that:

- I have been randomly selected to participate (*please explain the idea of 'random'*)
- The group should be interesting and enjoyable
- I am not obliged to participate
- No photos will be taken
- It will last no more than 1.5-2 hours
- There will only be girls or boys present (they will not be mixed)
- My name will never be used in the report so nobody will know what I said (except for other children in the group)
- If I am not happy about anything I will be able to say so in confidence to one of the staff
- I will be able to say what I thought of the session at the end (evaluation)

Name:

Signed by

Date

Parent's signature

Date

FOCUS GROUP EXERCISES

The moderator explains that the purpose of the group is to understand more about the programme that they are participating in. The kinds of activities they are involved in and whether the programme is useful to them.

Then explain that we will be doing a number of exercises to find out. We hope participants will find them interesting and enjoyable but if anyone feels uncomfortable at any time they are free to leave the session. Tell them that we will not be writing anyone's name down and we will never tell anyone what each child said. But we will be writing down many of their comments/ideas – so that their valuable ideas are not lost.

How will the information be used? We will be writing a report that includes their ideas plus the ideas of many other children and young people. The report will be used to help to advise on ways to help other children and young people who have to (live in camps, are affected by complex emergency etc.)

INTRODUCTIONS

The Facilitator and Co-Facilitator introduce themselves and then invite the group participants to introduce themselves. The ideal is to use a fun exercise to this.

EXERCISE 1 – PROGRAMME ACTIVITIES

What Activities you have done at this centre? What is most useful to you? (warm up exercise and practicing ranking)

- What activities have you done in this centre/programme?

List of the activities participants they have done on cards – either in written and/or objects or in picture form. If the group uses objects, please make a brief note of what each object represents.

Then get the participants to group smaller activities together to make big areas of activities – about 5 in total.

Put the activities in order of those that are most **useful** to you – stick them in order on the wall/ or on the ground. The Facilitator and Co-Facilitator ask:

- Why have you chosen the top activities? What makes them particularly useful?
- Why is the bottom ranked activity least useful?

Record all comments and responses, including any points about body language during the exercise.

- We have come up with different activities that are most and least useful. Why do you think that may be?

The Co-Facilitator records responses.

- Did you participate in **planning any of the activities?**

To the whole group, the Facilitator asks whether any of the children were asked about which activities they wanted to do? Or how those activities were planned?

The Co-Facilitator records responses.

- Are there any activities you are **not doing but would like to do?**
- Then thanks them and says we will come back to these. We will leave them on the wall/ground.

EXERCISE 2: TYPES OF RISKS/DANGERS WE FACE LIVING HERE

The Facilitator explains that we are going to consider the kinds of risks/dangers to your personal safety that you face living here.

Discuss first what we mean by risks/ dangers to your safety i.e. the risk of getting hurt in some way, abused, exploited or separated from your family.

- a) **List of risks/dangers on cards** – in pictures or words. Facilitator has large sheet made up as below
- b) Then ask the group to **think specifically about any risks/dangers from other people?** The group produces around 5-6.
- c) While the group is doing the ranking, the Facilitator and Co Facilitator prompt each sub group by asking **why they have chosen to rank each risk** in that way. And then record everything that is said verbatim.
- d) Then ask **whether the programme you are in has done anything about each risk/danger.** If so, what has it done?

At the end, the group comes back together and the Facilitator and Co Facilitator ask of the sub groups 'did anyone answer more than before' to the questions? If yes, then ask:

- **Who or what made that aspect of your life change for the better?**

Then the Facilitator and Co Facilitator ask:

- **Has the programme been involved in any of these changes? If yes, how?**

And finally ask whether you, the Facilitator, can keep the individual sheets – nobody has recorded their name.

ANNEX 5. PARTNER MONITORING

Tool 31.7.2012

S/N	Partner	Operation areas (County)	Beneficiaries (Children)	Supplies	Cash	Validity	Status as of May 2012
2	VSF Suisse	NBEG, Warrap and Unity	920		U\$328,134.24 & SSP971,042.90	October 2010 to October 2012	Active PCA
3	SCiSS	Jonglei	1,000	0	SSP1,080,089 & U\$101,545	December 2010 to April 2012	PCA expired, discussing a new PCA
4	SCiSS	Unity, NBG and WBG	6,220.00	0.00	1,509.06	July 1 2011 to October 2012	Active PCA (Extended)
5	TOCH	Tonj east, Tonj North, Tonj South, Gongria west & Gongria East, Warrap State	2565	SSP 21,184	SSP 237,400	February 2012 to February 2013	Active PCA
6	DON BOSCO	Wau, Western Bahr el Ghazal (covering WBEG & Warrap)	250	SSP 29,756	SSP 229,220	March 2012 to March 2013	Active PCA
7	ACDF	All 5 States of NBEG		0	SSP66,940	June 2012 to November 2012	Active PCA
8	UCDC	Raja, Jur River Counties	5,000	0	SSP 58,000	June 2011 to December 2011	SSFA expired, no new SSFA submitted

9	TCDT - Twic Community Development Team	Twic County		0	SSP59,010	15 May 2012 to 15 November 2012	Active PCA
10	MARF - Malualbuoth Anyar Recovery Foundation	All 5 counties in NBeG		0	SSP 59,000	15 July 2012 to 15 January 2013	Active PCA
11	NP	WES and CES	4,925 direct & 60,00 indirect	Two vehicles	SSP 2,344,176	March 2011 to Feb 2013	Active PCA
12	IPCS	CES	4273	0	SSP 774,215.52	May 2011 to May 2013	Active PCA (Extended)
13	MAG	EES and Jonglei	30000	One Vehicle	SSP 375,506	November 2010 to Feb 2012	PCA expired, no new PCA submitted
14	CHAD	Akoka & Melut Cpunties, Uper Nile	200	0	SSP 59,600	June 2011 to December 2012	SSFA completed. Finalizing a new small PCA.
15	CHORM	Upper Nile			SSP 53,650	June 2011 to November 2011	SSFA completed. Finalizing a new small PCA.
16	MMTT	Malakal town & Maiwut counties			SSP 42,700		SSFA completed. Finalizing a new small PCA.
17	WERD	Baliet & Melut, Upper Nile	240	0	SSP 57,970	May 2011 to Octoer 2011	SSFA completed. Finalizing a new small PCA.

18	ADO	all the seven payams of Abiemnho m County;	890	0	SSP 53,840	Septebmer 2011 to february 2012	SSFA expired, discussing a new one
19	HRS	Rubkona county	300	SSP 4,340	SSP 57,800	Sept 2011 to 30 October 2012	Active PCA (Extended)
20	DMT	Leer and Mayiendit counties, Unity	1150		SSP 58,330	November 2011 to April 2012	SSFA expired. New SSFA to be discussed upon liquidation
21	NYASA	Bor South & Duk Counties, Jonglei	4,300	0	SSP 55,640	September 2011 to 30 Spet 2012	Active PCA. (Extended)
22	CASI	Ayod County, Jonglei State.	4,650	0	SSP 57,950	October 2011 to April 2012	SSFA expired. New SSFA to be discussed upon liquidation
23	HOGAS	Rubkona county	6200	0	SSP 53,915	May 2012 to November 2012	Active SSFA
24	INTERSOS	Pi- Bor	924	SSP 26,000	SSP 399,291.90	April 2012 to Sept 2012	Active PCA
25	SCA	TTI & UNHCR Way Station	6040	0	SSP 48,700	May 2012 to October 2012	Active SSFA
26	Plan International	Central and East Equatoria	400	0	SSP 496,000	August 2010 to June 2012	PCA Expired
28	NP	Pariang, Mayom & Abiemnon Counties	5,783 direct & 57,830 indirect	SSP39,000	SSP 943,292	August 2012 tp July 2013	Active PCA
29	WVI	Greater Tonj & Gongrial Counties, Warrap state	10080	SSP 32,000	SSP355,160	November 2011 to July 2012	PCA Expired

30	Samaritan Purse	Yida Refugee Camp	1000	SSP 68,480	SSP 320,683	May 2012 to October 2012	Active PCA
31	WVI	Renk, Meluk in Upper Nile & Pigi, Fangak in Jonglei	20800	SSP 425,620	SSP 2,397,447	May 2012 to April 2013	New PCA submitted and under review
	SSWOCCO	Pigi County, Upper Nile	Direct: 272 & Indirect: 2,506	0	SSP 56,850	August 2012 to March 2013	Active SSFA
	MCCCCAG	Maiwut County, Upper Nile	Direct: 350 & Indirect: 7,500	SSP2,330	SSP 54,050	May 2012 to October 2012	Active PCA
32	Voice For Change (VFC)	CES-In three schools within Munuki and Malakia and surrounding communities	300 girls 300 boys	0	SSP 146,183.40	May 2012 to April 2013	Active PCA
33	NHDF	Jonglei-Twic East, Bor and Pibor counties	3000 girls, 2004 boys	SSP 28,000	SSP 257,121.00	August 2012 to August 2013	New PCA submitted and under review
34	SWA	Bentiu Rubkona county	415 girls 520 boys	650	SSP 56,972.15	May 2012 to January 2013	Active SSFA
35	CAO - Children Aid Organisation	Rumbek East, Rumbek Centre, Lake State		0	SSP63,400	15 July 2012 to 15 Jan 2013	Active PCA
	Kajojeji Human Rights Community awareness (KHRCAP)	Koajojeji County, CES	direct: 1,000 & indirect: 2,000	0	SSP33,950	July 2012 to Dec 2012	Active SSFA
	CDOT	Torit & Ikotos Counties, EES	Direct: 3,566 & Indirect: 10,000	0	SSP221,618	Sept 2011 to Sept 2012	Active PCA