Child Protection Information Management System

2018 Child Protection Case Management Information and Data Analysis

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Table of Contents

Child Protection Information Management System Task Force

2018 Report and Analysis

Introduction

Child Protection is defined as prevention and response to protection risks facing children, including abuse, exploitation and/ or neglect. Within the framework of refugee protection, child protection also aims at ensuring that all children access services and that durable solutions in the child's best interests are identified.

Child Protection Case Management is rooted in the theoretical framework of Social Work. In Social Work, Case Management is defined as a method of providing services to a client whereby the service provider assesses the needs of the client and arranges, coordinates, monitors and advocates for multiple services to be provided to the client to meet her/his needs. The aim of Case Management is to establish a relationship in order to better understand the needs of a client, ensure access to assistance so that the client can heal from experiences by building on their strengths.

Child Protection Case Management include services in which the child's experiences, needs, rights and best interests are at the center of a case management relationship that serves as a space for healing and empowerment. The individual case manager aims at building a meaningful relationship with the child and the family that promotes the child's emotional and physical safety, builds trust, improves the care and protection of the child and helps to build upon the child and family's resilience in line with the child's best interests.

The 2018 Annual Child Protection Information Management System (CPIMS) Report covers Child Protection data generated from member agencies of the Child Protection Information Management System Task Force (CPIMS TF) in Jordan between January to December 2018. Those agencies include IMC, UNHCR, JRF, TdHL, NHF and IRC; UNICEF has a technical advisory role to the Task Force.

When analyzing the CPIMS TF data it is important to highlight that the figures and trends do not represent the prevalence of child protection concerns or number of children facing these concerns in Jordan (or among refugee populations), as the trends are based on children identified, referred and accessing services by CPIMS TF members, which is often in line with the specific projects implemented by the case management agencies.

As an example, a child labour project based in one governorate may result in high numbers of children with 'child labour' as a primary concern in that location reflected within the CPIMS. Likewise, the size of a project and the resources dedicated may impact on the overall figures. However, despite these factors, the CPIMS is seen as a valuable tool and a best practice to record and store child protection case management data, and to provide a basis for trend analysis that can help inform practice, guide service provision and assist coordination in order to improve the prevention and response to child protection issues.

1. Overview of the CPIMS Task Force

The CPIMS is a web-based case management tool and database designed to capture, store, process and manage child protection services data in order to facilitate monitoring and evaluation of child protection interventions, and to facilitate effective case management for individual vulnerable children.

The CPIMS should: provide access to accurate, timely and reliable aggregate level child protection data; facilitate record keeping and information management on individual cases of child protection; track vulnerable children to ensure continuity of care and protection; and facilitate appropriate information sharing between stakeholders and service providers in the best interest of the child.

In 2018, in Jordan out of the six agencies providing Child Protection Case Management services and using a version of the CPIMS, three agencies (IMC, TDH, IRC) used a version of CPIMS known as *CPIMS+*, a module of the software *Primero*, which is an open source software platform for humanitarian and development protection programs. Whilst the other three agencies (UNHCR, JRF and NHF) used the UNHCR RAIS based CPIMS. The six named agencies formed the CPIMS TF in Jordan in 2018.[1]

The CPIMS in Jordan was developed in 2015 and is built on the agreed upon interagency Child Protection Case Management forms, most significantly the Best Interest Assessment (BIA). Within the BIA, case managers are required to identify the protection concerns facing the individual child they are working with. During 2018, the structure of the protection concern categorization was altered to better reflect types of cases identified and serviced through child protection case management. These changes are briefly outlined later in this report.

Within the humanitarian response in Jordan, case management services are focused on supporting the most vulnerable and high-risk refugee children as well as other vulnerable children within the community. Case management services are not intended to support all children with problems or address systemic issues (e.g. limited access to education), but rather to protect children experiencing or at risk of physical, sexual, emotional or psychological harm.

Services are provided through a community-based approach and include Syrian refugees as well as vulnerable children from the host community and other nationalities.

[1] The CPIMS Taskforce members have signed an Information Sharing Protocol and Data Protection Protocol which govern the use of the system and the ways in which data is used and shared maintaining confidentiality principles. The Taskforce is chaired by UNHCR and IMC, with technical support from UNICEF

2. Prioritization and Vulnerability Criteria

As agreed by the Jordan CPIMS TF members, in an effort to more accurately capture and analyze child protection risks facing refugee and other vulnerable children, the structure of recording protection concerns changed mid-way through 2018.

Prior to July 2018, the categorization of protection concerns was based on three main concerns: child at risk, unaccompanied child or separated child. Within 'child at risk' the case manager could choose one or more protection concerns depending on the child's situation (e.g. child labor, child marriage, SGBV, etc.).

Case managers could also previously select concerns that have now been re-classified as being 'specific needs' as opposed to protection concerns. For example: child with a disability, child with a medical need, child with no access to education. Since the agreed upon CPIMS changes took place, these types of concerns are now classified as *needs* of the child, distinctive from *protection concerns* that would be considered to include risks such as violence, abuse, neglect or exploitation.

Whilst previously a Child Protection case could have been opened on the basis on a child having a specific need, it was agreed through the CPIMS TF that such cases will be referred to a service provider to address the specific needs of the child, however, the child may not require full Child Protection Case Management. This approach is more in line with the global understanding and definition of Child Protection case management being a service provided only to children at risk of violence, abuse, neglect or exploitation.

Therefore, on 1st July 2018 the CPIMS in Jordan was updated to reflect three different categories: primary protection concern, other protection concern/s and specific need/s. A case manager can now select only one primary protection concern to reflect the main concern facing the child, which is seen as the primary reason for opening the child protection case and providing case management services. Within the 'other' protection concern category, the case manager can select as many other protection concerns the child is facing, which would be considered as secondary to the primary protection concern. Within the 'specific needs' category, the case manager can select one or more specific needs of the child.[2]

The new structure of protection concern and specific need categorization now allows for data analysis that can show the primary protection concern for each child as a number that equals the overall number of children receiving case management services. Previously, the number of protection concerns outnumbered the number of children receiving a service, making analysis of the 'actual' primary protection concerns difficult to reflect. Now, the primary protection concern for every child receiving child protection case management services can be clearly determined.

As per agreement amongst CPIMS TF member agencies, protection concerns and specific needs are primarily taken from the global UNHCR 'Standardized Specific Needs Codes', with some additional concerns being added as agreed by the Jordan CPIMS TF members in order to reflect specific concerns facing children in Jordan for which child protection case management services are being provided. An example of this is the protection concern 'child forcibly separated at reception area'. This is to reflect a child who is involuntarily separated from their family by authorities in Jordan and placed at the Azraq Camp reception area against the child's best interests.

[2] See Annex 1: Classification of Child Protection concerns of the CPIMS TF in Jordan.

Based on needs assessments and prioritization exercises, the CPIMS TF has reviewed its vulnerability criteria in 2018, and has defined the below list of Child Protection concerns which require Case Management services. An important element to understand in relation to the new structure of protection concern categorization is that a child protection case can only be opened if there is a primary protection concern present. If there is no protection concern identified, a case will not be opened. However, a referral to a relevant service provider is made (e.g. health service, education service, disability service etc.).

Primary Protection Concerns and CPIMS Vulnerability Criteria:

- Child Marriage/ Child parent
- Children in Conflict with the Law and those without legal documentation
- Children formerly associated with armed forces or armed groups
- Children engaged in Child Labour and/or its worst forms
- Children who have witnessed or experienced torture and/or trauma
- Children witnessing violence, or experiencing violence, abuse, neglect or exploitation
- Child survivors of SGBV
- Children at risk or marginalized by the community
- Children at risk of refoulement
- Children held in detention
- Children who are (or are at risk of becoming) unaccompanied or separated from their parents or other family members (this includes children in institutional or foster care arrangements)
- Children displaying psychological distress due to a protection incident
- Children experiencing custodial conflict
- Children in need for a durable solution due to a protection concern
- Other complex Child Protection concerns

Additional specific needs are identified and addressed as part of the Case Management service provision. This may include children who dropped out of school or children with special education needs, children with physical or intellectual impairments who have limited access to care or services, children who have showed signs of malnutrition, children with severe medical or mental health conditions in need of specialized care and support, as well as children in need for tracing or family reunification.

3. 2018 Child Protection Data and Trend Analysis

3.1 Refugee Population - Facts in Jordan

According to UNHCR, as of 31 December 2018, Jordan hosted a total of **761,000 refugees** were registered with UNHCR, including over 670,000 Syrian refugees, 67,000 Iraqi refugees as well as 14,000 refugees from Yemen as well as 5,800 refugees from Sudan and 800 from Somalia. 48.4% of all registered refugees are children (below the age of 18 years) and a small percentage (4.4%) of the refugee population includes older adults (60+).

The vast majority (83.4%) of the refugee population in Jordan live in the urban or rural areas in Amman, Irbid, Mafraq, and 16.6% live in the three main refugee camps, namely Zaatari Camp, Azraq Camp as well as the Emirati Jordanian Camp (EJC).

While Jordan is not a signatory to the 1951 Refugee Convention and its related 1967 Protocol, it is a signatory of other relevant Conventions, including the Convention on the Rights of the Child (signed 1990 and ratified 1991) as well as the CEDAW (signed 1980 and ratified 1992).[3]

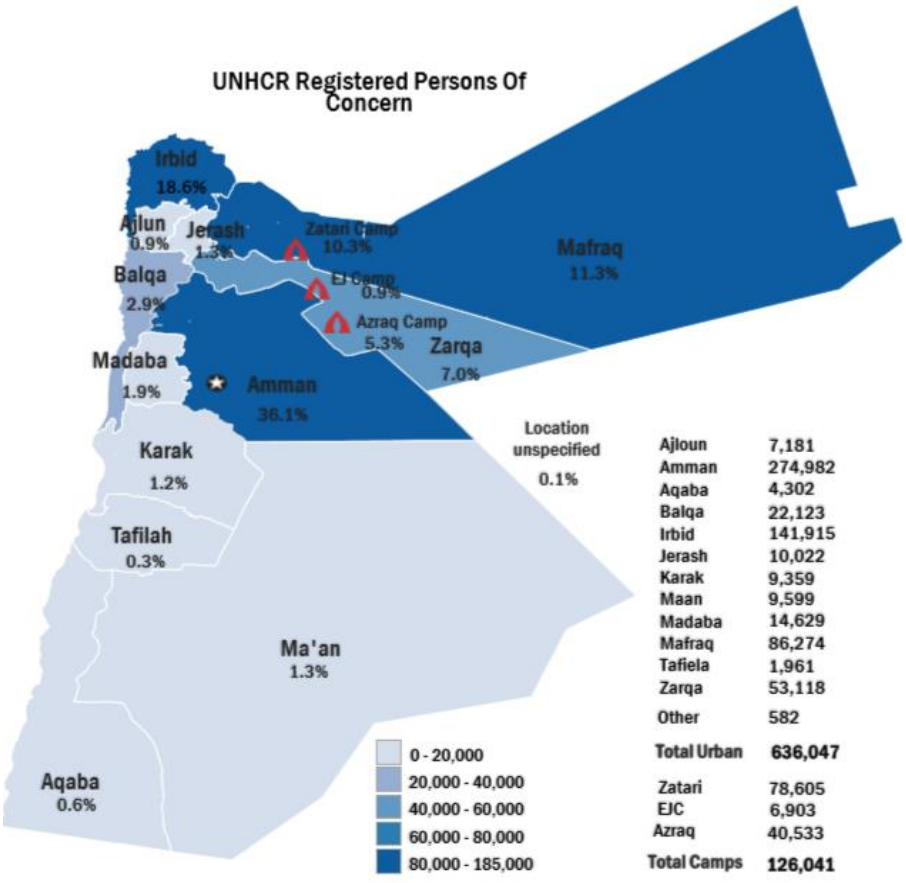


Figure 1: UNHCR External Statistical Report December 2018 - Jordan Refugee population

[3] In addition, Jordan signed several other international instruments, see: https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=88&Lang=EN

3.2 Demographics on Child Protection data

In **2018**, members of the CPIMS TF provided Child Protection Case Management services to a total of **6,746 children**. This is an increase from 5113 cases in 2017, and 4328 cases in 2016.

Over the past three years, an increase in CP CM services provided by CPIMS TF agencies has been observed. This increase might result from an increased use of the CPIMS as a case management system and increasing number of agencies joining the TF and the system.

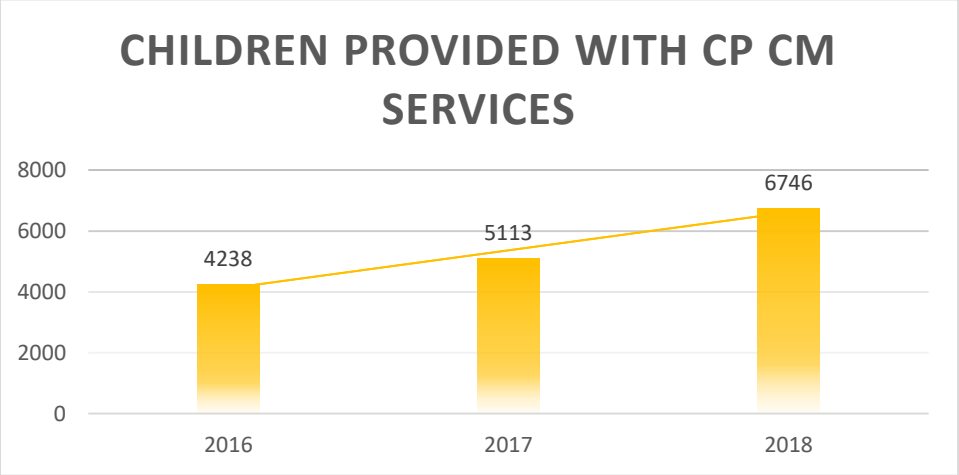
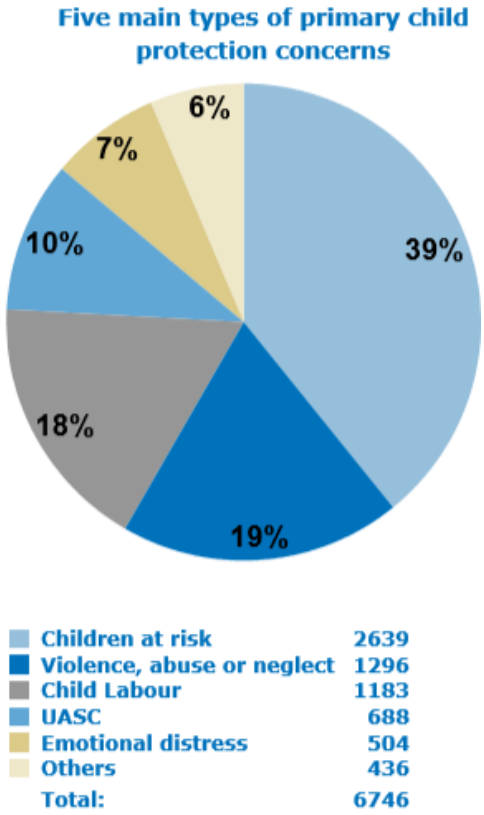


Figure 2: Trends in overall CPIMS TF case load

As outlined, data shows that given the changes in the CP concerns classification, the 2018 data includes the previously (Jan-June 2018) used classification of CP risks (Children-at-Risk or UASC) while the data after July 2018 captured more specific information on the protection risks facing refugee children in Jordan. The main CP risks outlined include:



- **Children at risk** (39%), including those at risk of child marriage, (at risk of being married as well as those who are already married underage and have children);[4] children at risk of being in conflict with the law; child carer[5] as well as those out of school;
- **Children exposed to violence, abuse and/ or neglect** (19%); including physical, sexual and emotional violence by family members as well as from perpetrators outside the family)
- **Child labour (18%):** children at risk of child labour including worst forms of child labour[6]
- **Unaccompanied and separated children (10%)**[7], including child-headed households, children who are in foster or institutional care as well as those under kinship care;

[4] For the purpose of application of this risk, the legality of the marriage in the country of residence or country of origin is not relevant. For instance, even if in a given country marriage is permitted by law at age 13, the child would still be considered a “child spouse”. UNHCR defines "child marriage” as the union of two persons at least one of whom is under 18 years of age.

[5] Child who is not an unaccompanied child and who has assumed responsibility as head of household. For example, a child who still lives with parents, but have taken on the role of caring for them (and possible siblings) due to the fact that the parents are ill, disabled, etc.

[6] See UNHCR Guidance on Specific Needs Codes, 2013. Person below the age of 18 who is engaged in the worst forms of child labour, which include all forms of slavery or practices similar slavery (such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict); the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

[7] An unaccompanied child is a child who has been separated from both parents and other relatives and is not being cared for by an adult who, by law or custom, is responsible for doing so. A separated child is a child who is

- **Children that are exposed to high levels of emotional distress** (7%) (children that based on their protection risks need specific psychosocial interventions)
- **Other child protection concerns (7%),** including children who witnessed traumatic events, violence of others, lack of documentation, face custodial conflicts or are otherwise at risk and lack access to their rights in accordance with the Convention on the Rights of the Child (UNCRC).

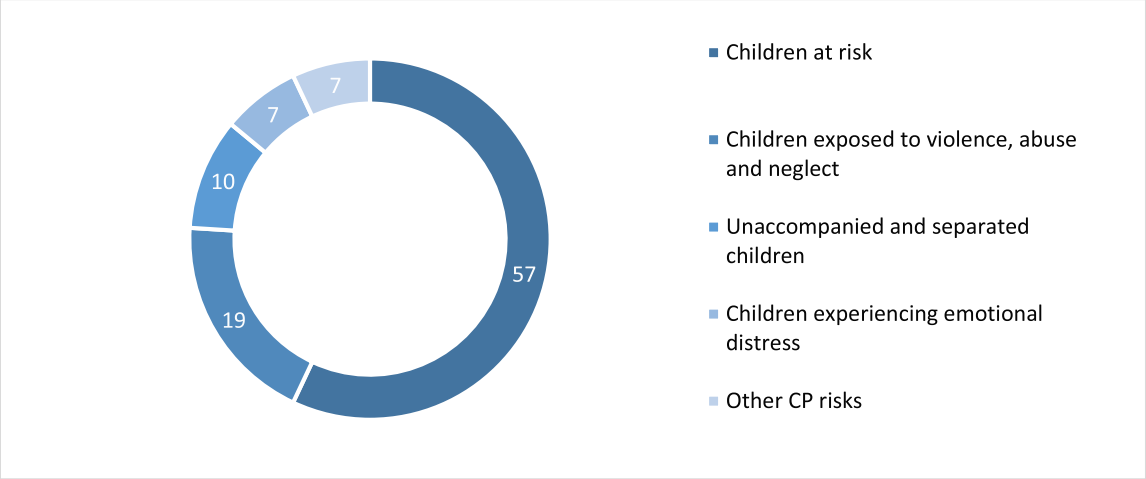


Figure 3: Main Child Protection concerns reported in %

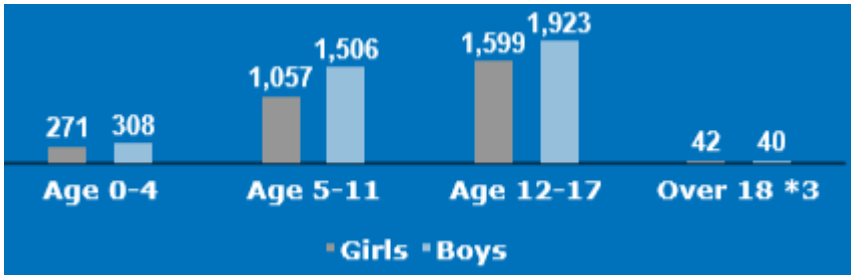
Children at risk, in the first half year, it included all child protection concerns apart from unaccompanied or separated children. Information from Reception Centers, partners, community outreach as well as official marriage registration data shows a high prevalence of child marriages issued in Jordan. The reasons for limited numbers of child marriages documented in the CPIMS and hence not showing as one of the main protection concerns identified, is related to fact that not all children at risk of child marriage would require initiation of full case management services.

3.2.1 Age and sex related trends

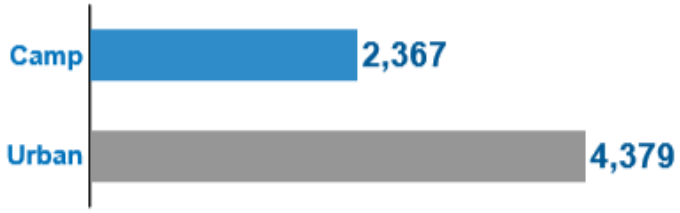
Out of the total of **6,746 BIAs undertaken for children at risk, 44% are girls and 56% are boys**. The larger number of male cases reflects the large case load of children exposed to child labour in both, urban and camp areas. Similarly, several CPIMS TF member agencies have dedicated projects that target this Child Protection concern (see separate and more detailed analysis on child labour).

separated from both parents and his/her legal or customary primary caregiver, but not necessarily from other relatives. This may, therefore, include boys and girls accompanied by other adult family members.

With regards to the age groups, most children at risk provided with case management are in the adolescent age group of 12-17 years, followed by the 5-11-year old children.



3.2.2 Geographical coverage



While only 16% of refugees in Jordan live in camp settlements, case management services where disproportionally provided in camp settings with some 35% of all CP CM services provided to children living in camps.

Several reasons can be identified for the high reporting and identification of child protection risks, including the close and easier access to service providers in the camps which allows children of different ages to approach for help and assistance, and encourages residents identifying child rights or protection violations to report incidents. The large number of service providers with various outreach and awareness activities to inform about services, programs and child protection risks can be named as a driver for stronger identification and reporting. Camp populations who are in close vicinity and have easy access to service providers seem to be better informed of ongoing services and have been encouraged and empowered to approach aid and child protection agencies. The density of services in the camp is much higher than in urban areas where services are often located long distances to the population of concern and can often only be accessed by paying for transportation. Those are concerning obstacles regarding access to services for the largely urban refugee population in Jordan.

Highest caseloads are documented in Irbid, Azraq and Zaatari Camps as well as Amman governorate (see graph below).

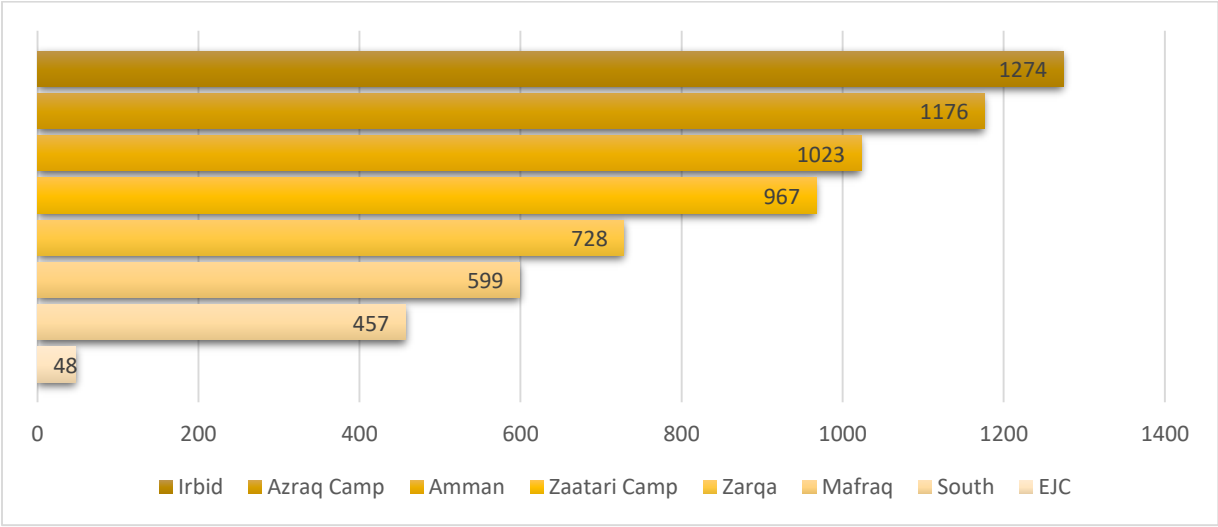


Figure 4: 2018 CPIMS caseload by geographic area

Protection concerns by geographical area reveal a significant difference in the types of cases reported in the different locations.

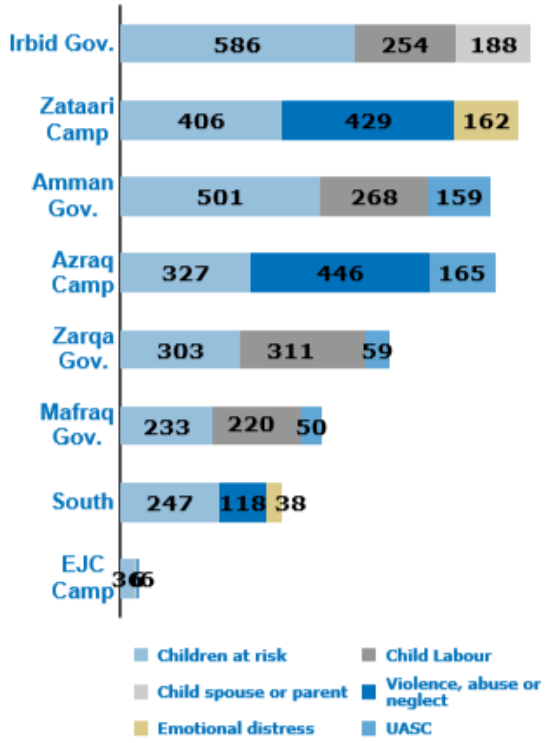


Figure 5: Three main CP risks by geographical location

Urban areas

Irbid governorate

Irbid displays highest numbers of child protection cases documented, with the majority of cases reported being children at risk (as per Jan – June 2018 classification), child labour as well as child marriage cases. UASC and children experiencing or at risk of violence, exploitation and abuse do not fall in the most reported categories. However, several agencies provide case management services for children exposed to child labour in Irbid based on which this trend is explainable.

Amman governorate

Similar to Irbid, Amman is one of the largest refugee hosting cities in Jordan. Following the 'child at risk' category, the second highest reported child protection concern is children exposed to child labour. While urban areas display a similar protection case load compared to the camps, amongst the urban locations, Amman shows a comparatively higher identification and registration of children as separated or unaccompanied from parents or caregivers. Most children separated from caregivers include separated children (82%) while 18% of those receiving case management live without any parental or family support and are hence considered unaccompanied children (see 3.3.8).

Zarqa governorate

Child labor is the most identified protection concern amongst child protection cases identified and provided with services in Zarqa. Similar number of the broad 'child at risk' category was identified, followed by a smaller number of unaccompanied or separated children as the third most commonly identified concern.

Mafraq

Mafraq hosts one of the largest numbers of refugees as it is bordering with Southern Syria governorates. The main protection concern identified and responded to in Mafraq following the children at risk category is child labour which is in line with the overall trend in the urban areas. A considerably smaller number of unaccompanied or separated children and those displaying high levels of emotional distress has been identified.

Southern Jordan

In line with the overall limited number of refugees living and registered in the South of Jordan (3.4%), fewer child protection cases are reported in the Southern governorates covering Karak, Maan, Tafileh and Aqabah. However, child protection cases in the South show high numbers of children exposed to violence, abuse and neglect as well as a considerably large number of children with high levels of emotional distress. In fact, the Southern governorates show emotional distress as the third highest child protection risk. When reviewing the cases in more detail, the CPIMS TF analysis showed that child protection concerns are often severe cases, and lack of services, outreach and information in the South has aggravated existing child protection concerns. Further support and a targeted response shall be recommended based on this assessment.

Camps

Azraq Camp

Azraq Camp in the Northeast of Jordan displays the highest number of reported cases of violence, abuse and neglect cases with high levels of complexities. Children have either been exposed to violence or abuse in the family environment or by community members, including at school. There are a significantly higher number of unaccompanied or separated children than in other areas in the Kingdom, with the largest number reported. Given the specific project of IRC present in Azraq Camp in 2018, this trend needs to be analyzed within this context. Until the end of 2018, Azraq Camp had a Reception Area managed by IRC for unaccompanied children or those in need for temporary physical protection referred by protection actors or national authorities.

Zaatari Camp

Zaatari Camp shows similar trends to the Azraq child protection environment with the main child protection concern identified being violence, abuse and neglect. Children at risk (again noting that from Jan – June 2018 this included all risks including child marriage, child labor, emotional distress) was the second highest category. Children experiencing emotional distress was the third highest category of children identified and responded to in Zaatari Camp. Unlike Azraq Camp, unaccompanied and separated children numbers were not within the three main concerns identified.

As mentioned above, the higher number of violence, abuse and neglect cases in both camps might be attributed to the fact that camps have established strong outreach and referral mechanisms, actors are easy to reach and are accessible to persons of concern to UNHCR as well as to partner agencies. A direct link between the camp environment resulting in higher number of violence, abuse and neglect cases can however not be clearly concluded as outreach and access in urban areas is not as easy and children, community members as well as partners might be less aware of existing cases of child abuse.

EJC

The Emirati – Jordanian Camp is a small camp located in Zarqa governorate managed and administered by the Emirati Red Crescent as well as the Government of Jordan through the SRAD (Syrian Refugee Affairs Directorate). Only one dedicated child protection actor is present in EJC, Terre Des Hommes Lausanne. However, not all services were documented on the CPIMS and hence only a small percentage of the overall case load of TDHL for 2018 was documented. The main category of cases in EJC includes children at risk (including child marriage), followed by children exposed to violence, abuse and neglect. Traditional gender norms and lack of opportunities have been seen to be one of the main drivers of child marriage in EJC. Limited number of actors providing spaces for children to positively develop and engage in recreational activities as well as gaps in coordination mechanisms between the few organizations present have been some of the assessed reasons for a considerably high number of complex child protection cases, including adolescents reporting severe psychosocial distress.

3.2.3 Nationalities of children

The majority (94%) of children provided with Case Management services documented in the CPIMS are of Syrian nationality, followed by Jordanian children, Iraqi, Yemeni, Sudanese, Somali and children of other nationalities. This represents a comparatively larger Syrian child protection case load than those of other nationalities given that only 88% are Syrians. Several reasons can be associated with this trend. Firstly, several CPIMS member agencies have a programmatic focus on child labour and school dropout as well as child marriage – which is a protection concern less prevalent amongst children of other nationalities than Syrian. Secondly, the limited identification and outreach to children of other nationalities than Syrian has been identified as a challenge at the CPIMS analysis meeting and was listed as an area of programmatic improvement for the upcoming reporting period.

Analyzing the particular protection risks facing children of other nationalities, data shows that 'non-Syrian' children are showing comparatively higher numbers of violence, abuse and neglect while other protection risks, such as child labour and child marriage are not as prominently reported.

3.3 Child Protection Concerns and Challenges

Given that for the first half of 2018 only three main options could reflect the primary concern (child at risk, unaccompanied child, separated child) within the CPIMS documentation system, it is to be expected that the majority of cases fall under the category of 'child at risk'. Therefore, this category is the main category reported in all locations. As outlined above the 'child at risk' category was used in the CPIMS until mid-2018 when the CPIMS TF members agreed to a new categorization to ensure enhanced data and information analysis through the CPIMS. Children at risk could have included children exposed to child marriage, child parents, children exposed to child labour, children exposed to violence as well as those with emotional distress, etc. (for more details see Annex 1 on the CPIMS Jordan classification tool – all categories starting with CR would have been included in this category).

The below child protection concerns do not cover all identified protection concerns but focus on the most identified and reported concerns to CPIMS TF member agencies.

3.3.1 Violence, abuse or neglect

The core focus of child protection is to protect children from violence, abuse, neglect and exploitation through a series of prevention and response activities. Violence and abuse of children is defined as a deliberate act of ill treatment or an omission that can harm or is likely to cause harm to a child's safety, well-being, dignity and development. Out of the 6,746 child protection cases documented in the CPIMS, 2,370 cases (from July to December 2018) include cases of violence, abuse and neglect.

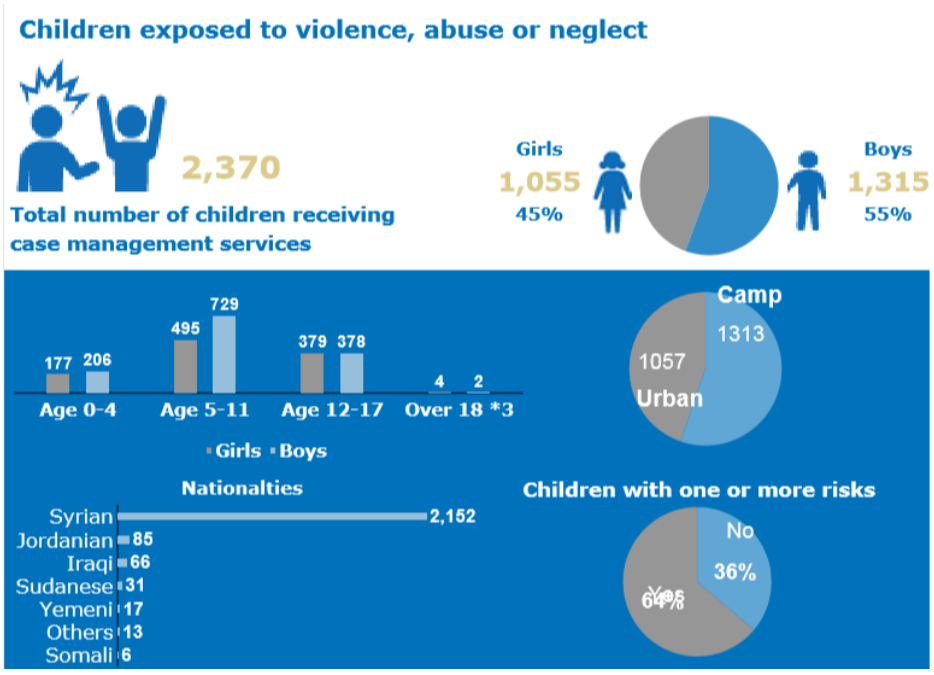


Figure 6: Children exposed to violence, abuse and neglect supported with case management services in 2018

The 2018 data analysis shows that the main categories of abuse include physical, emotional and sexual violence. Girls and boys are similarly affected by violence and neglect with slightly higher numbers of boys reported. The data shows that boys between 5-11 are particularly exposed to violence, abuse and neglect.

The majority of cases, include physical maltreatment by parents (use of violent physical force which can cause actual or likely physical Injury or suffering, such as hitting, shaking, burning, torture, etc.); violence in schools by teachers or peers, neglect by parents as well as emotional abuse of children (includes

humiliating and degrading treatment, such as bad name calling, constant criticism, belittling, persistent shaming, solitary confinement, isolation, etc.).

Neglect is defined as failing to provide for a child and to ensure their right to safety and development. This may include lack of provision of care, lack of provision of basic services and rights, leaving a child alone at home, exposing the child to an unsafe or unhygienic environment. Neglect – while very common in humanitarian settings – is sometimes difficult to identify by child protection or non-specialized service providers which is why cases can be under-reported and actions might be taken with delay.

The most notable trend is the high number of violence and neglect cases in camps compared to urban areas. The difference is significant in that the category is the highest in each of the camps and is one of the lowest reported risks in each of the urban areas. Feedback from the camp-based staff indicates that many of the cases include children exposed to neglect. The reason why more neglect cases are identified in the camps compared to urban areas is an aspect that may need deeper assessment and analysis. Additionally, in order to identify clear numbers of cases of neglect as opposed to violence or abuse, the category would need to be split in two: 'neglect' as a concern on its own, and 'violence and abuse' as a separate category of child protection risk. This category split would be in line with recent global guidance to disaggregate neglect by type in case management systems, revising the CPIMS as needed.[8] As this has been identified as a potential positive change to assist with obtaining a richer data analysis, the proposal to split the categories is currently under discussion within the CPIMS task force in Jordan.

In addition, the current means of data reporting does not support being able to make an assessment to identify the exact location and perpetrator of violence. Information on violence identified in schools or communal places, including spaces humanitarian assistance is not easily able to be found. It would therefore be suggested to include more detailed information within the CPIMS on the location the violence took place as well as on the perpetrator.

Challenges

The cultural norms and traditional beliefs have long accepted physical violence as a form of punitive action against children as the only way to raise children. A broader understanding of the negative impact of children being beaten or emotionally abused has only recently been more generally accepted and came into force after the issuance of the family protection law that forbids any violence or abuse against children and made it punishable by law. Mandatory reporting requirements to national law enforcement agencies as well as related interventions are however not always desired by the population which may result in challenges maintaining trust with the child and supportive family members. Large-scale parenting programs that are tailored to teach and train parents non-violent communication, child rights and aim at changing behavioral norms have been supported by a variety of agencies in the country. Despite those efforts, child disciplining through the use of physical punishments or verbal abuses still remain as concerns that are reported by children.

While the CPIMS TF has not systematically documented the perpetrator of violence against children, through the analysis, the majority of children reporting exposure to violence are abused by family members, mainly fathers or other male family members as well as the primary caregiver, including mothers, grandparents or other family members. Amongst single-headed households, it was also

[8] The Alliance for Child Protection in Humanitarian Action (2018). Child Neglect in Humanitarian Settings: Literature review and recommendations for strengthening prevention and response.

identified that the burden to provide for the children within the household as a single parent can easily lead to an increase of the use of violence against children.

A large number of children have been exposed to forms of school violence including by teachers and peers. In the educational context, mainly in public schools, violence has been used as a form of punitive measure to discipline pupils for making noise, lack concentration, talking to other students in class or lack of knowledge, amongst others. Reporting lines to the MOE have been established to report against any form of violence at schools by MOE staff, however, channels and impact have yet to be improved. Often, children change schools following individual incidents of violence which adds to the disruption refugee children face with regards to education. Violence amongst peers has also seen an increase in reporting over the last year whereby Syrian and refugee children of other nationalities complain about being physically, verbally and at times sexually assaulted by school peers for being a refugee, or of other nationality, race or colour.

The legal system in Jordan requires strict mandatory reporting procedures for cases of violence or abuse against children.[9] However, children and other survivors of violence within the family, such as mothers, etc. are often reluctant to report as the investigative procedures require them to face the perpetrator or they do not trust in the positive impact of reporting. Perpetrators of family violence are usually required to sign a pledge to ensure the safety of his/her child and are then reunified with their family. Also, survivors of violence are often punished by placing them in an administrative detention or in institutionalized care arrangements while the perpetrator remains at home or undergoing legal procedures.

3.3.2 Sexual and gender-based violence against children

Data on sexual violence has been recorded under different categories and systems as GBV responders use the GBVIMS to document cases of child survivors of SGBV. Hence, CPIMS data only includes a limited number of cases identified by agencies working in Jordan and does not reflect on the prevalence of SGBV against children in Jordan.

In discussion with the SGBV SWG co-chairs, in mid-2018 separate classification of SGBV data was introduced to the CPIMS in Jordan. Previously, data on child survivors of SGBV could have been reported under the general violence category.

Girls are disproportionally affected by SGBV with girls aged 12-17 years at particular risk of SGBV. It is worth noting that while the majority of the 12-17-year-old survivors include largely girls at risk, the younger age groups show a higher percentage of boys (5-11 years) being exposed to SGBV. Despite girls being more affected overall, within the CPIMS data, the proportion of males is significantly higher than expected in comparison to the GBVIMS data in Jordan, which found that 96.8% of survivors of SGBV are females in 2018.

When analyzing the data more concretely, it shows that the largest number of child survivors of SGBV are classified as sexual assault against the child, as well as cases of forced marriage which also explains the

[9] See National SOPs on Family Violence:.http://ncfa.org.jo:85/NCFA/sites/default/files/Publications/sops.pdf.

higher number of the 12-17-year-old girls being disproportionally affected. Other SGBV concerns include physical assault, emotional/ psychological abuse and rape.

While overall around two thirds of all SGBV cases documented on the CPIMS live in urban areas, cases of children exposed in camps are disproportionally affected. The CPIMS data also shows that over 80% of children reporting SGBV have additional protection risks, including legal and physical protection needs, child labour, etc. Hence, cases show high complexity when SGBV occurs alongside other risks.

Perpetrators may often come from within the family but also include males external to the family where particularly girls and young boys may face SGBV incidents during their daily routines and activities around schools and the neighborhood or at the working place which has been particularly observed for boys exposed to child labour.

Challenges

Even though legislation and official policies provide for prosecution and punishment of perpetrators of SGBV, in practice, implementation of repressive reactions as well as the protection of women affected presents challenges. Some survivors of SGBV have reported that in practice traditional approaches lacking a survivor-centered approach were often applied, including by pressing for mediation with the perpetrator and his family. Against this background, and in view of a fear of stigma and violent reactions, sexual violence is likely to be significantly under-reported.

Limited application of global SGBV standards such as applying a survivor-centered approach or child-centered case management is one of the most challenging issues to address in the context given the strict mandatory reporting requirements in Jordan. Those require immediate reporting of SGBV incidents against children to the Family Protection Department who in close cooperation with MOSD and involved case management agencies support the cases through the available legal system. However, girls reporting having had boyfriends or who seem otherwise not to be conforming with traditional gender norms may face administrative detention or lack of proper access to safe shelters, when a safe shelter is needed due to the protection concerns arising. During the investigation, girls or boys are placed within police detention cells or are brought to Reception Areas in the camps based on their exposure to potential honour killing crimes, or other repercussions from the family. In some cases, challenges were identified in assisting children exposed to SGBV with access to safe shelters, as age groups and eligibility criteria do not always seem to match the needs of the different risk profiles, i.e. girls pregnant from extramarital or traditional *Urfi* marriage relationships. For the latter, this has also resulted in the separation of their new-born for extended periods of time until reunification could occur after often complex legal interventions and advocacy. In light of the Jordanian legislation that predicts the potential of honour killing risks against the mother and the new-born, children are placed in institutional care until the risks have been resolved and the mother – if she wishes to do so – is reunited with the child. However, in some cases in the past this assumed risk lacked proper risk assessment, resulting in extended separation and lack of mother care for children born out of wedlock. This is clearly not in line with children's rights outlined in the UNCRC[10] as well as the principle of the best interests of the child enshrined in it. While the legislation does not per se require a separation, administrative and bureaucratic procedures seem to place challenges for the comprehensive and proper assessment of children's best interests by national authorities.

[10] Signed by the Government of Jordan in 1990.

3.3.3 Children separated from parents or caregivers

Given the lack of parental or family support, unaccompanied or separated children face heightened exposure to protection risks and display complex needs, including alternative care, cross-border reunification and durable solutions. During 2018, case management agencies supported 785 children who were either separated or unaccompanied.

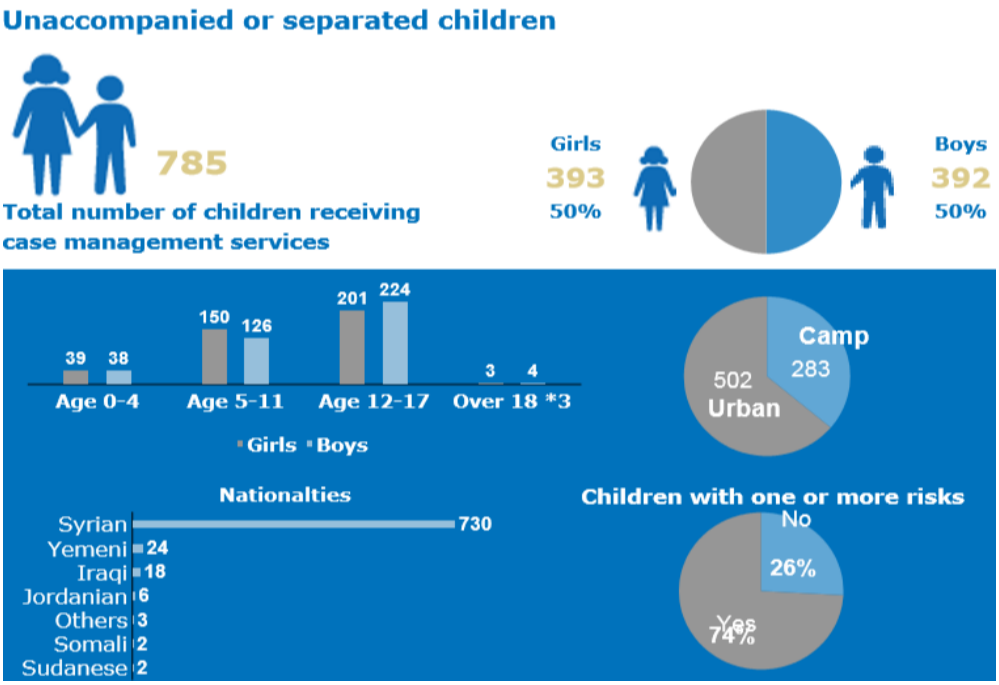


Figure 7: UASC supported with case management services in 2018

Unaccompanied children

Unaccompanied children are children who have been separated from both parents and other relatives and are not being cared for by an adult who, by law or custom, is responsible for doing so. Given their heightened exposure to risks and their need for family reunification or care arrangements, unaccompanied children receive specific case management services often accompanied with a Best Interests Determination, outlining long-term solutions for the unaccompanied child.

As shown in figure 9, and most likely based on the fact that IRC managed a dedicated unaccompanied children reception facility in Azraq, the vast majority of unaccompanied children were identified in Azraq Camp. Those most likely included children who were caught in urban areas for lack of proof of registration in urban areas, engagement in child labour activities and who were therefore detained by the Jordanian authorities and brought to the Reception Area of Azraq Camp. Others have been placed at the Reception Area due to family violence that they were exposed to and given their profiles no other solution was found. Some of the children include married girls who have not been regularized in urban areas to live with their husbands and have been caught by law enforcement actors in urban areas without an approval to reside in the urban host community. Most of those children have family members living in urban areas in Amman, Irbid or Mafraq. Advocacy has been undertaken by Azraq Camp protection staff to ensure those children are reunified as early as possible and with consideration to their best interests. This is also supported by the fact that 75% of all unaccompanied children reported additional protection concerns,

mainly child labour, abuse and neglect as well as exposure to SGBV, lack of legal documentation, child marriage, family conflict and witnessing of violence as well as detention in country of asylum.

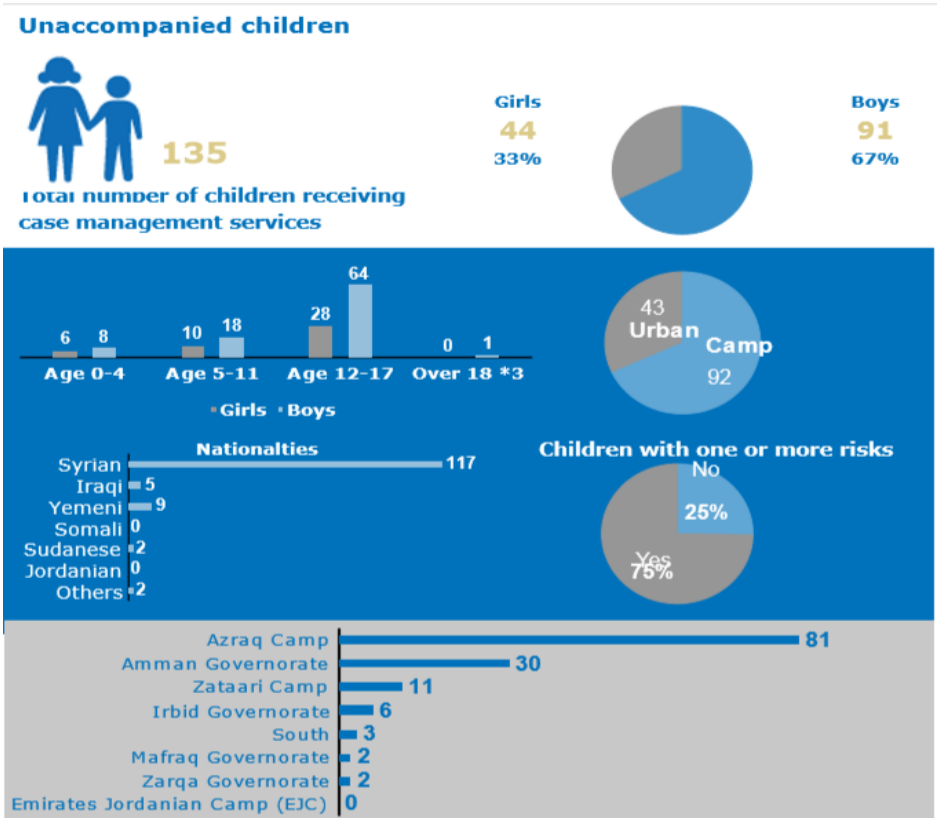


Figure 8: unaccompanied children provided with case management services in 2018

Amman also shows a high prevalence of unaccompanied children provided with case management services through CPIMS TF member agencies. Reasons for the majority of cases being located in Amman may be influenced by a number of factors, including the profile of these children, with many of them being adolescent males. They may seek work and housing in Amman or seek to live with or close to other single males. While the majority of the current unaccompanied children identified through UNHCR ProGres as well as the CPIMS TF members include adolescent boys in the age groups 15-17 years, some unaccompanied girls have been identified who either live as the head of a child-headed household with other adolescent siblings alone in Amman and are supported by extended family members who are not considered their primary caregivers. In addition, case management agencies supported an unaccompanied 17-year-old girl living in a community housing (such as the orphan and widow's association). In camps, some siblings have been left unaccompanied due to previous family violence or based on the death or return of parents to their country of origin or third country. As camps have a functioning system of foster family-based care, those children live within those care arrangements until durable solutions are found.

A new profile of cases that emerged in 2018 are Yemeni adolescent males, and whilst the overall number is relatively low with nine cases, this is a notable profile out of the total number of unaccompanied children. A common situation for these young males is that their families send them to Jordan from Yemen for their safety, advising that they are at risk of conscription to armed forces or armed groups in Yemen in areas of violent conflict. The children generally enter via the airport and have some contacts here in

Jordan, either friends or extended family members. These boys often face other protection risks such as exposure to child labor, exploitation and emotional distress. Generally, they are not accessing education and they require safe and stable care arrangements to be identified.

A total of 785 unaccompanied and separated children were provided with child-centered case management services of which both – girls and boys – are equally affected. The vast majority is of Syrian nationality with very few refugees of other nationalities (see figure 8).

Separated children

A total number of 567 separated children were supported by CPIMS TF member agencies in 2018. Separated children include children who are separated from both parents and his/her legal or customary primary caregiver, but not necessarily from other relatives. This may, therefore, include boys and girls accompanied by other adult family members. It is notable, given the profile of separated children, that nine years into the Syrian refugee crisis and response in Jordan, a considerable number of separated children are still being identified as new cases. In most locations where case management services are provided, being separated from parents is amongst the main five primary protection concerns. Compared to the statistics for unaccompanied children (see Figure 9), the vast majority of separated children are registered in urban areas. Numbers are particularly high in Irbid and Amman, with over a 50% of all cases being identified in those locations. The majority of cases are identified at UNCHR registration sites given the regular updating of asylum-seeker certificates.

With regards to age groups, it is also worth noting that while most unaccompanied children were boys within the age group of 12-17-year-old, separated children show a much more diverse profile. The largest group of separated children include girls between 5-17 but in relatively similar numbers to separated boys in the same age groups. 75% of all separated children display additional other protection concerns including child marriage, child labour, violence and neglect, emotional distress, exposure to custody conflict.

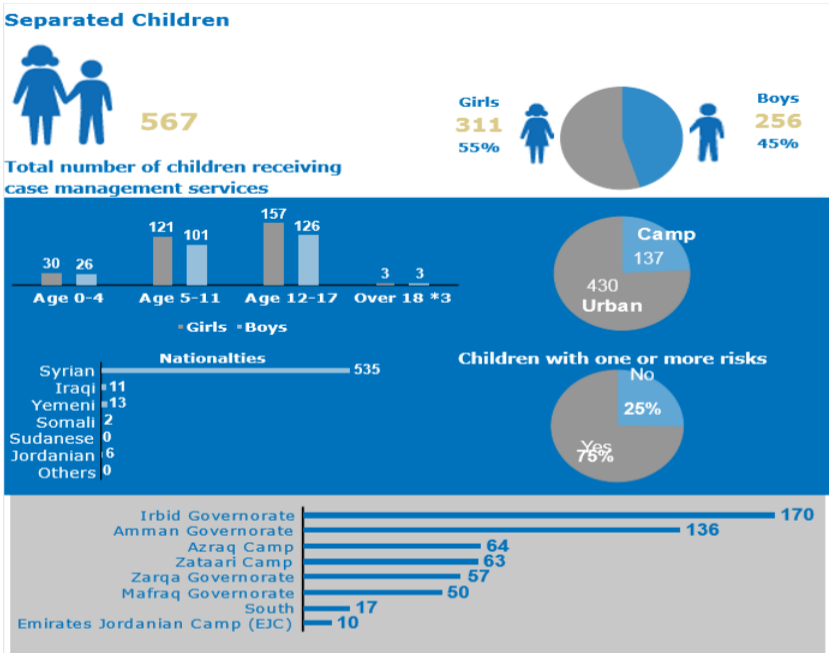


Figure 9: Separated children supported with case management services in 2018

Causes of separation have changed over time. Early in the refugee crisis in Jordan, a large number of children were separated from parents or caregivers during the flight and as a result of the unrest. However, given a specific focus of child protection programs on family tracing and reunification, by 2018 most separated children were assessed and linked to relevant services aiming at ending their separation and finding a durable solution. In the later years of the Syrian refugee crisis in Jordan, the main reasons for separation are through other circumstances, including return of caregivers to Syria, Yemen, Sudan or other countries of origin; strategic family separation as a coping mechanism for financial means; death or divorce of caregivers leading to children being placed with extended family members e.g. grandparents.

Cultural norms and the legal framework in Jordan have also been a major driver for family separation as mothers are unable to maintain custody of their children if they remarry after divorce. This has resulted in a considerable number of children who have lived with their mother for a short time and then were placed under the care arrangement of a grandmother or other relative given the divorce of the child's parents. This separation stands in clear contrast with the best interests of the child and seems to be undertaken systematically without considering all factors to assess the best solution and care arrangement for the child, i.e. the views of the child are not considered and even if mothers would like to keep the custody for their children, they are by law unable to do so. This has not only resulted in the separation of children from parents but has led to considerable emotional distress faced by children.

Forcibly separated children

Particular concerns were identified by child protection agencies with regards to the practice of separating children found working in urban areas, or for having no urban registration, or those with specific risk profiles and allocating them to the Azraq Camp reception area managed by IRC for unaccompanied children. Or children with family members registered in Azraq Camp, authorities requested their registration with family members in Azraq for those children whose parents were not regularized in urban areas. This has resulted in a considerable length of time children were separated from their biological parents residing in urban areas. However, joint efforts by the different stakeholders involved, including UNICEF, IRC and UNHCR, most children were reunified with parents in urban areas or with other family members in Azraq Camp.

Challenges

While child protection agencies have focused on reunification of unaccompanied or separated children with their parents or other family members, separation due to return of caregivers to unsafe countries of origin, onwards travel of parents/ caregivers to third countries or reunification restrictions to third countries resulted in delays in reunification procedures and longer-term separation of children from their families.

In addition, partners who have worked on identifying alternative care for refugee children have faced difficulties in mobilizing the community to place children under community-based alternative care. This has led to serious challenges and often resulted in multiple placement for children under different foster families. Given the challenges faced in identifying suitable longer-term foster families as well as limited adherence to child protection standards and principles (Do No Harm, Best Interests Principle), existing projects on community-based alternative care were terminated to ensure that children's best interests are at the core of the case management and that no further harm is caused to the child.

Jordan has a list of child care institutions that are used as a last resort for complex cases of unaccompanied children or those who have been separated from abusive parents and when seen in their best interests. All care institutions are MOSD run facilities with integrated psychosocial, mental health and other recreational activities for children. Children should also access schools and educational support through the care institution who often transport children to schools they are enrolled in. However, similarly to safe shelters, care institutions also follow specific age and gender specific criteria which has left the child protection providers with limited options for children of adolescent age.

Similarly, parents without official marriage certification may face separation from their child at birth and lack of access to birth registration procedures. In an extreme case, the lack of marriage certificate by two non-Syrian refugees registered with UNHCR, a child remained separated from his biological parents for six years before being finally reunified with the family as well as his siblings.

3.3.4 Child labour

Child labour is a growing child protection concern for Jordanian as well as for refugee children, with Syrian children disproportionally affected. Child labor[11] continues to be one of the main protection concerns facing refugee children in Jordan, both within camp and urban settings, being one of the five main primary protection concerns in all locations. However, given the nature of the camp situation, the majority of children at risk or engaged in child labour have been identified in urban areas, with Mafraq, Irbid and Zarqa seeing the highest number of cases. During the data analysis meeting, it was shared that child protection teams noted an increase in cases following outreach and awareness sessions, with the commencement of school holidays, as well as in some cases when financial assistance for refugee families was cut.

In relation to age and gender, out of all cases where child labor is the primary protection concern, 64% are boys within the age groups of 12-17-year-old.

The main sectors children are found working include wholesale and retail trade and repair of motor vehicles; agriculture; construction and manufacturing; services sector in urban areas such as restaurants, shops and street sales and domestic work for girls. Children are exposed to a variety of physical risks, including exposure to dust, fumes, loud noises, vibrations, extremely cold or hot temperatures as well as dangerous tools and heavy lifting. Other risks include exploitation, and risks of violence and harassment in the workplace. Root causes are seen in economic hardship, cultural perceptions, customs and traditions as well as longer term education drop out and institutional factors and gaps in the legal and policy framework.

[11] Person below the age of 18 who is engaged in forms of child labour other than the worst forms, such as work that is likely to be hazardous or to interfere with his/her education, or to be harmful to his/her health or physical, mental, spiritual, moral or social development. UNICEF defines child labour as work that exceeds a minimum number of hours, depending on the age of a child and on the type of work. Such work is considered harmful to the child: ages 5-11: at least one hour of economic labour or 28 hours of domestic labour per week; ages 12-14: at least 14 hours of economic labour or 28 hours of domestic labour per week; ages 15-17: at least 43 hours of economic or domestic work per week.

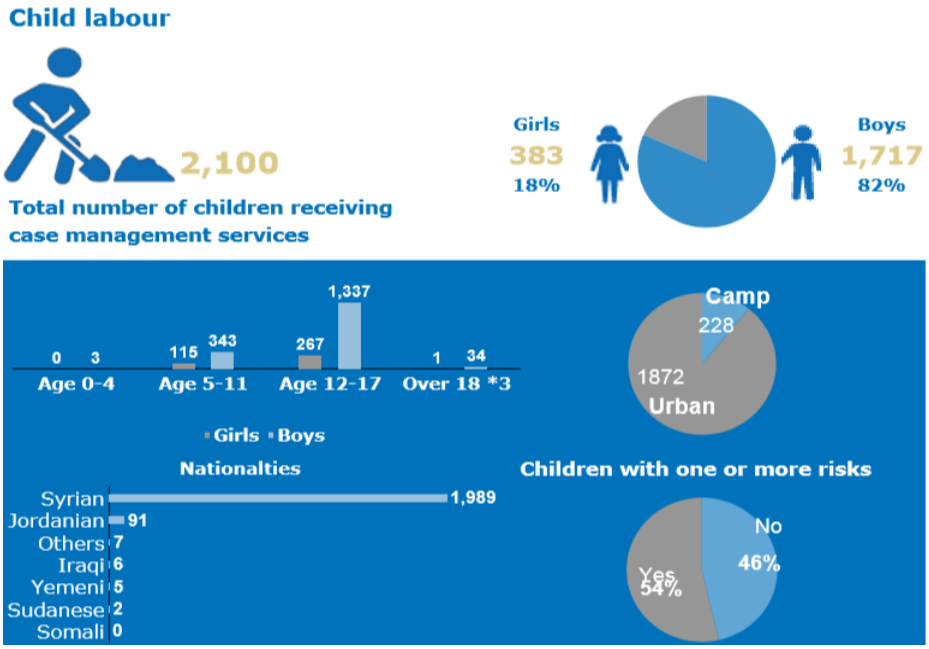


Figure 10: Children exposed to child labour supported with case management services in 2018

Worst forms of child labour[12] have been identified in much smaller numbers. More cases may certainly exist and identifying children at risk is seen a priority for specialized agencies. Training on identification and classification is also suggested to ensure case managers are well able to classify cases properly and immediate response is provided. However, while there might not be a clear trend in worst cases of child labour, TDHL showed that the majority of children identified as being engaged in child labor are exposed to hazardous situations and hence could qualify as worst forms of child labour as their engagement in these activities is negatively impacting the child's physical and emotional well-being.

Challenges

Noting that the CPIMS does not precisely reflect prevalence, child labor is seen to be one of the most common protection concerns facing children in Jordan. It is also one of the most difficult concerns to address with children and caregivers given the lack of viable and/or perceived alternatives for parents or caregivers. Given the lack of livelihoods opportunities for adults, and the high levels of poverty amongst refugee populations in Jordan, child labor continues to be a coping mechanism relied on by many families.

Economic constraints and depletion of resources as well as high level of school dropout resulting from a variety of factors are some of the main reasons for child labour being a wide spread phenomenon, particularly within sections of the community that are less privileged. However, cultural values and norms also result in an acceptance of children being involved in labour activities at young age.

[12] Person below the age of 18 who is engaged in the worst forms of child labour, which include all forms of slavery or practices similar slavery (such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict); the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

Employers in certain sectors are not deterred from employing children, and the application of penalties for these employers is weak. Child labor is particularly prevalent within the agricultural industry. Practical challenges exist such as lack of access to children who are working on farms for long hours most of the week. One of the main challenges of the Jordan context is the criminalization of children engaged in child labour activities that results in placing children into Reception Centers or 'begging centers' that are operated by MOSD to address the concern, which however, goes in hand with a separation from primary caregivers.

A large focus and a number of agencies have dedicated programs responding to children exposed to child labour. However, concerns arise to the limited data on child labour country-wide with several national actors being involved, including MOL, MOSD,

In relation to child labor**,** focus is needed in urban areas as much as it is in camps, noting that in the past child labor campaigns have focused heavily on the camp context, specifically Zaatari camp. Nevertheless, sector wide including through the Child Protection Sub Working Group in Jordan, child labor remains at the forefront of priorities. The need for this to continue is evidenced by the number of children engaged in child labor identified through IMC's child protection case management services.

Cash-based interventions are reported by child protection case management staff as being an effective, and sometimes the only intervention that will reduce a child's exposure to child labor. However, cash is not available to all beneficiaries in need, additionally it is not seen as being a sustainable response. Linkages to education continue to be challenging for refugee children in Jordan, particularly those who have missed many years of school. This leads children and families to see labor as being a preferable choice in order to meet basic needs, and due to the lack of perceived future opportunities available through education.

3.3.5 Child marriage

Child marriage is one of the major Child Protection and GBV concerns identified in Jordan. However, as outlined above, children with legal marriage certificates who have not reported addition concerns, including intimate partner violence or denial of resources, may not wish to receive or require case management services, hence the numbers reflected on the CPIMS Case Management are not in line with the known context on child marriage in Jordan as well as data shown on other data information management tools such as the GBV IMS as well as UNHCR ProGres data.

Child marriage is considered the marriage (whether legally documented or conducted through traditional *Urfi* marriage) and includes child spouses below 18 years as well as child parents. Child marriage is considered a form of gender-based violence given the lack of legal consent and maturity to take an informed decision of the marriage as well as the detrimental health and development impact child marriage has on children.

While the legal age of marriage in Jordan is 18 years, exceptions for children 15 and above are applied widely particularly in the refugee context. Most cases have been documented in Irbid, Zarqa, Mafraq and Jerash. Numbers are arguably lower than expected overall given that child marriage is generally seen and communicated as being a phenomenon in Jordan amongst Syrian refugees especially.

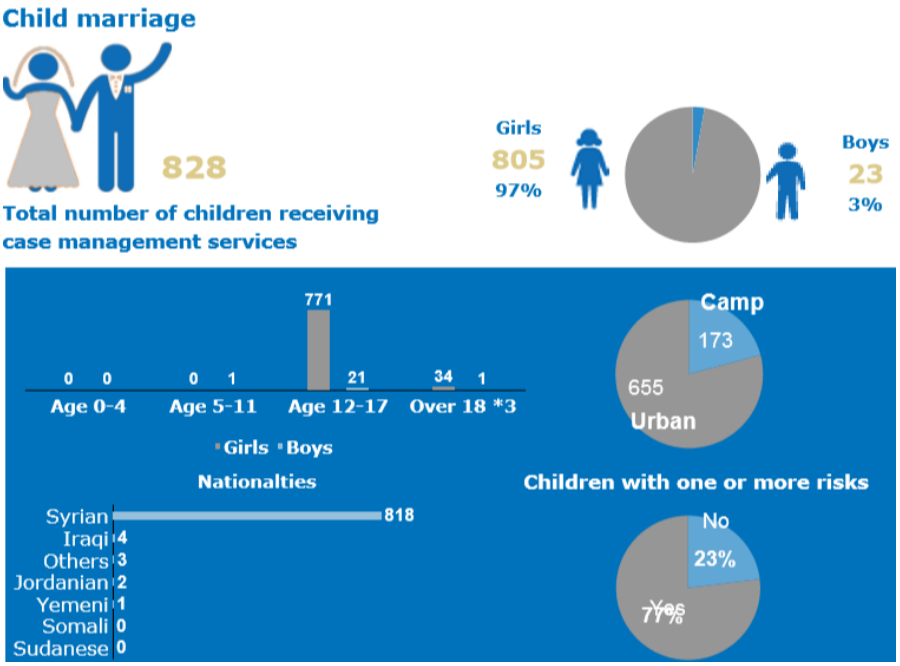


Figure 11: Children exposed to child marriage supported with case management services in 2018

The vast majority of children exposed are female (97%), with a significant number reported in the urban centers of Jordan. However, camp actors have also reported an increase in child marriage over time. Statistics of the civil registry departments in Zaatari Camps have shown that for 2018, 74% of all marriages issued in the camp have involved an under-age girl.[13] The data shows very clearly that child marriage is a concern amongst the Syrian refugee community with 99% of all children exposed to child marriage are of Syrian nationality.

Some of the reasons outlined by the community include traditional gender norms leading to widespread acceptance of child marriage within the community; concerns of parents over the protection of adolescent girls and economic hardship of families that results in girls being married at young age to have another family/ husband supporting her needs.

The number of child marriage cases documented in the CPIMS does not reflect the widespread trend, due to a change of case management prioritization that was agreed amongst case management agencies. While in previous years, all child marriage cases were referred to case management services even if the child and her family approached UNHCR for a split of files interview, in 2018, a decision was taken to undertake a rapid risk assessment[14] for children married under 18 years and if no additional risk or protection concern was identified, the child was split to her husband's case and no individual case management services were initiated if the child didn't wish to receive any. Hence, the number of married children for whom case management services were initiated and documented on the CPIMS has

[13] In 2017, 64% of all marriages involved at least one child under 18 years old.
[14] This assessment included age of the child and age gap to spouse, consent and willingness, relationship of the spouses, access to services and support, relationship to parents and in-laws, psychosocial well-being assessment, duration of marriage, legality of marriage certificate, etc.

decreased while the overall protection concern remained one of the most reported child protection and SGBV concerns in Jordan.

However, for any child of 15 and below, as well as those who face any concerns, including forced marriage, intimate partner violence, denial of resources, etc. case management services are provided. It is within this context that the majority of children reporting child marriage have also shared additional other protection concerns, including separation from and lack of access to parents, exposure to intimate partner violence, child labour, etc.

Challenges

While in 2018 Jordan introduced new instructions to judges who approve marriages involving children, child marriage remains a major child protection and SGBV concern in Jordan, particularly amongst the Syrian children.

The new instructions imply that all child marriage cases (where at least one of the couple is below 18 years old) should be referred to the Department of Minors within the Supreme Judge Department in Amman for further assessment and final approval. The instructions were issued to all Sharia Courts in Jordan and were effective as of April 2018. Sharia Courts were therein requested to prepare required paper work (including as assessment by the Family Reconciliation Office about the marriage) and to determine the legality of the marriage, health clearance, etc. which was then submitted to the Supreme Judge Department in Amman. Once approved at national level, the Sharia Courts were requested to formalize the marriage.

The instructions also included a course for newly married couples aimed at adding an additional safeguard to the process of issuance of marriage certificates for under-age couples. As a requirement to get the marriage approved, couples were requested to have passed the course (one day course for five hours) organized by the Sharia Courts or by any other section approved by the Supreme Judge. The course included information on the religious aspects of marriage according to the Sharia Law, information on the Civil Status Law and women's rights, and social and psychological aspects of marriage life. In addition, for females, a separate session on reproductive health was offered.

However, despite the new regulations and efforts to ensure safeguards are in place, the practice has proven to show different procedures and easy access to marriage certificates for under-age couples. This has led in turn to an extraordinary high number of child marriages amongst Syrian girls in Jordan. As part of a safety audit organized by the SGBV sector in Jordan, child marriage was raised as one of the most concerning and widespread GBV concerns amongst the refugee population. Child Protection and SGBV actors alike have suggested a focus on more behavior-change activities to prevent child marriage as well as more innovative approaches to prevent and respond to the risk of child marriage.

3.3.6 Children in conflict with the law

Under the CPIMS TF, a child in conflict with the law is understood as a child (below 18 years) who is or has been charged or convicted for an infringement of the law. Several Jordanian laws and regulations support the protection of children in Jordan, including refugee children, such as the personal status law on child alimony, custody and visitation rights, kinship as well as the Juvenile Law, Labour Law, the Penal Code, the Family Protection Law and Education Law. The 2014 Juvenile Law is currently under revision aimed at strengthening alternatives to detention for both refugee as well as Jordanian children.

The CPIMS TF data shows that the majority of children in conflict with the law included boys in the age group 12-17 years old. In line with the UNICEF/ NCFA Situation Analysis on Juvenile Justice, theft, unlawful labour as well as lack of legal documentation constitute some of the most common crimes committed by children. In addition, children also committed serious physical injuries offences against other humans or were detained for sexual assault offences. From the CPIMS data, children in conflict with the law is found as a secondary protection concern for children exposed to child labour as well as separated children.

Children in conflict with the law face high levels of stigmatization by the community as well as limited rehabilitation and social services after release from Juvenile Detention Centers (or Training and Rehabilitation Centers). Syrian children in conflict with the law have access to the same system as Jordanian children in conflict with the law. However, unlike Jordanian children, a Syrian child's entry point to the criminal justice system can also be through the Syrian Refugee Affairs Directorate (SRAD).

Since the onset of the Syria crisis, a number of Syrian children in contact with the law, including alleged child-offenders, have become forcibly separated from their families and placed in the Azraq camp reception center for unaccompanied children or those forcibly separated from caregivers. In most cases, these Syrian children were detained prior to their placement at Azraq Reception Center while living in urban settings with their parents. As highlighted in section 3.3.3, reasons for a child's forcible separation and placement at a Reception Center may include unlawful employment or as a result of failure to carry proper documentation. Reunification of these children with their families requires multiple levels of advocacy and can take months.[15]

Challenges

Critical child protection gaps for refugee child victims, witnesses, (alleged) offenders have been identified in both judicial and administrative processes. The majority of children in conflict with the law are in pre-trial detention with limited access to child protection and care services. Lack of comprehensive responsive, remedial and environmental building actions in the justice sector negatively impact the protection situation and vulnerability and may lead to delinquency and victimization. According to the juvenile law from 2014 and in line with the CRC, detention of children is the last resort and restorative approaches, including diversion should be assessed prior to placement in detention/ juvenile facilities. However, this is not always the case due limitations in implementing the law and stretched human resources of JPD.

Children in juvenile detention centers, or Training and Rehabilitation Centers (TRCs), in Jordan have access to educational, vocational and psychosocial services provided by MOSD. However, limited capacity to follow up has led to children having limited contact with parents living in urban areas of Jordan.

[15] Ibid.

Overall data, including disaggregated by age, sex and offense committed is difficult to obtain from relevant bodies, including MOJ and MOSD.

3.3.7 Child experiencing emotional distress

Children experiencing emotional distress has been a category supported since the onset of the Syria crisis as displacement contexts, previous trauma experienced in country of origin or in the current asylum context.

It should be noted that this category was newly added in July 2018 during the categorization exercise after it was discussed within the CPIMS taskforce that an appropriate category was missing for these cases. Previously, children with this profile were placed under the category of 'mental illness' (as a protection concern under the main category of 'child at risk'). As many of these children do not necessarily have a diagnosed mental health concern, it was seen as important to capture the concern more appropriately under a primary protection concern that would still allow for a case to be opened under the CPIMS, and case managed as needed under the new CPIMS protection concern structure.

This approach supports the fact that in contexts of forced displacement, children are exposed to traumatic events as well as high levels of daily stress. Without adequate support, many are likely to develop mental disorders.[16]

Since being added as a primary protection concern, children experiencing emotional distress has been identified as a common concern in all locations, particularly camps. The concern was in the main three concerns identified in Zaatari Camp and in the South.

Cases falling under this category are in general children who have been identified as being in need of psychosocial support services (PSS) due to their presentation and situation, however often without the presence of another significant protection concern. This protection concern category also captures children who display challenging or concerning behaviours, including aggressive, violent, sexualized or sexually abusive behaviours. Children may also be displaying physical symptoms such as enuresis, requiring further assessment and support where an organic cause has been ruled out.

Children experiencing emotional distress often have other protection concerns associated, sometimes as the cause that leads to emotional distress. As such, the services and response mechanisms for these children are important, with specialized service required in some cases.

Challenges

Children experiencing emotional distress, in particular high levels of distress, often require a therapeutic intervention, that is most effective when the child's living environment is stable and nurturing. In cases where children do not have stability or a fully supportive living environment, therapeutic intervention will often be challenging to implement with success.

Additionally, not all child protection case management agencies provide therapeutic counselling as a service. These agencies refer children to other service providers, sometimes a fellow child protection case management agency. This has led to an increased demand on an already stretched service within

[16] UNHCR Emergency Handbook https://emergency.unhcr.org/entry/251463/child-protection

the agency providing counselling. CPIMS TF agencies are therefore recommended to include some level of PSS service provision, ideally with a counselling component.

Children experiencing certain types of protection concerns are highly recommended for therapeutic intervention, for example child survivors of SGBV, and cases where the child's emotional distress is impacting on their daily functioning. Sexual assault counselling is a specialized form of counselling, similarly counseling and intervention for children with sexualized or sexually abusive behaviors generally requires some specialization. This specialization is difficult to locate within the current operational context within Jordan.

3.3.8 Children with disabilities exposed to protection risks

While children with disabilities are not a standard category within the Jordan-based CPIMS vulnerability criteria unless they have been exposed to a protection concern, all child protection programs aim at ensuring that children with disabilities have equal access to services. The main type of disabilities identified within the cases on the CPIMS include speech impairment, physical disabilities, visual impairment (including blindness), hearing impairment (deafness) as well as well as intellectual disability.

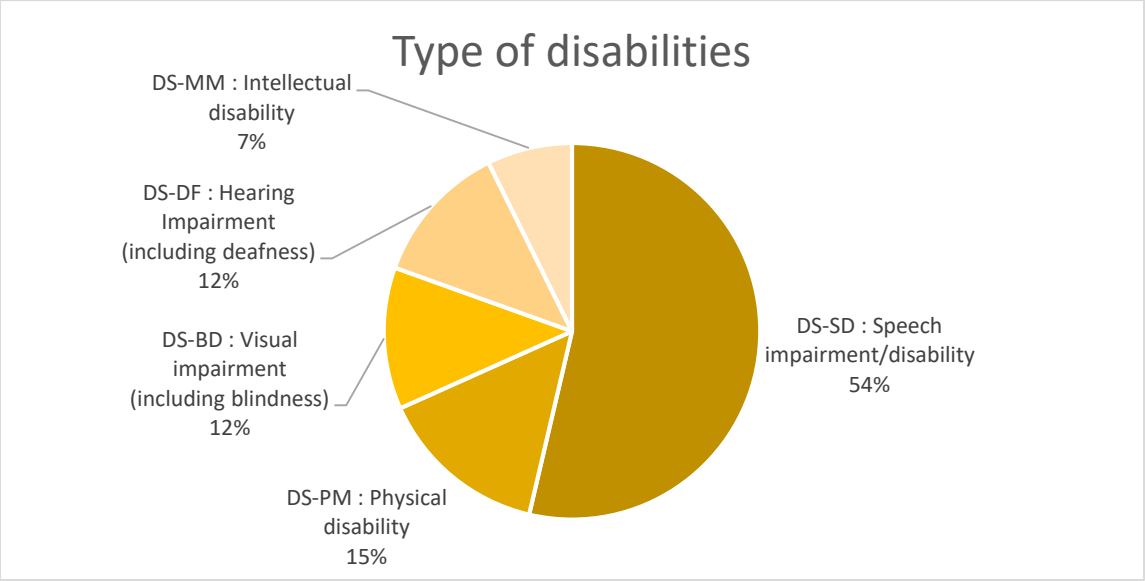


Figure 12: Main types of disabilities identified for children supported with case management services

Based on child protection case management data, children with disabilities have been exposed to protection risks that are considered severe forms of protection concerns, such as violence, abuse and neglect, child labour and SGBV. The data shows that 62% of all children identified with disabilities have been exposed to severe protection risks, namely violence, abuse or neglect, as well as other child protection concerns, including child labour as well as SGBV.

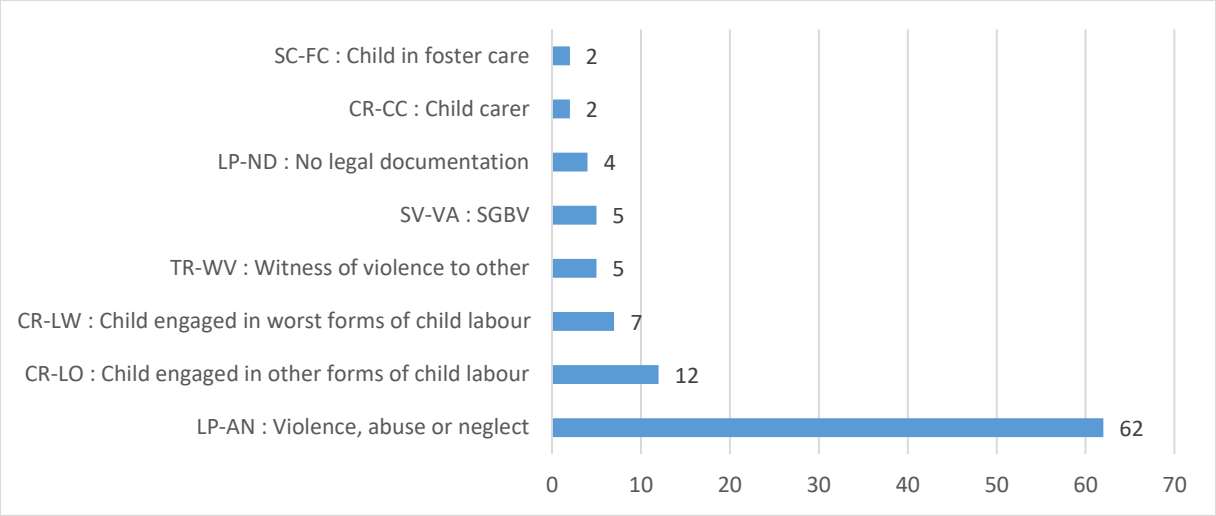


Figure 13: Protection risks of children with disability (in %)

Challenges

Children with disability have limited access to services and are often not properly identified due to gaps in capacity of parents, caregivers, community members as well as staff of national and international NGOs to properly identify and respond to the risks they are exposed to. The community, including parents of refugee children with disabilities, has a limited understanding and knowledge of the needs and care for children with disabilities, particularly those with intellectual disabilities. Cases have been identified where children were tide to beds, windows or other furniture to ensure they would not leave the house or pose a threat against themselves or others in the family.

Parents and community members require targeted capacity building support on how to properly take care of children with disabilities to ensure they are included in existing activities and have equal access to services. Particularly in urban areas and southern governorates of Jordan, children with limited mobility face challenges in participating in social and community life. Existing child protection, psychosocial support, health and nutrition services or educational activities in centers generally do not take needs and rights of children with disabilities into consideration when programming and planning their activities. Similarly, children with disabilities should be supported in accessing justice and protection services.

4. Response and Service Provision

All CPIMS TF member agencies provide child protection case management services including the full case management cycle from registration with the agency and trust building, assessment, setting a case plan in agreement with the child and the caregiver (where possible) as well as the follow up of the implementation of the plan until the case could be closed.

All agencies under the CPIMS TF ensure to align with a child-centered case management approach following the social work model of intervention (see introduction). Service provision includes access to assistance (cash, NFIs, shelter, medical and educational as well as psychosocial support) and to support the child to heal from experiences and to empower the child by building on its strengths.

The overall goal in child protection case management is to establish a relationship with the child and family that promotes the child's emotional and physical safety, builds trust, improves the care and protection of the child and helps to build upon the child and family's resilience – all in line with the child's best interests. However, the different agencies have varying profiles and are at times providing specialized services. A snapshot of the services is listed below:

Agency	Services Provided	Geographical Coverage
UNHCR	• Case management services for all child protection concerns • BIA/BID; • Durable solutions for UAC • BID panel supervision • Urgent cash grants for child protection • Referrals for monthly cash grants • Liaison with SRAD, FPD, JPD on specific cases	All governorates in Jordan
IMC	• Child protection case management for all children at risk including UASC, (exception of Azraq UASC) • Child protection case management for child survivors • BIA/BID • Child protection counselling and support groups • Cash for child protection in urban areas	Azraq Camp Za'atari camp Irbid, Mafraq, Jerash (covering Ajloun), Zarqa, Amman (covering Madaba), Balqa South (Karak covering all Southern governorates)
IRC	• Case management for UASC, including the operation of a reception area in Azraq camp for unaccompanied children	Azraq Camp (UASC only)
NHF	• Child protection case management including child survivors • Group, individual and family counselling • Foster family component for UASC	Amman
JRF	• Child protection case management for all children at risk	Amman, Zarqa, Mafraq, Karak, Ma'an
TDH	• Child protection case management with a focus on access to education, child marriage and child labor	Irbid, Mafraq, Jerash, Amman, Zarqa, EJC (for part of the year)

5. Challenges and Recommendation

A number of challenges have been outlined within the sections concerning specific child protection risks facing refugee children in Jordan. The below list aims at listing the challenges and to provide concrete recommendations at programmatic level to strengthen the protection of refugee children in Jordan.

Level	Challenge/ Gap	Recommendation
National systems strengthening and capacity development	• Systematic assessment of children's best interests shows different levels of ensuring children's views and opinions are considered	• Support line ministries to strengthen the social workforce in Jordan, including the assessment of child protection risks, interviewing and assessment skills for social workers/ behavioral monitors; • Ensure appropriate capacity (education and number of staffing) placed in national social work and law enforcement entities in line with global Child Protection standards; • Ensure a child-rights based is applied for all agencies working on child protection encompassing governmental and non-governmental actors
	• The Child Protection Law and amended Juvenile Law are not yet adopted which results in challenges with regards to the application of the principles of best interests, participation, non-discrimination	• Support the government by targeted capacity development and funding to ensure Child Protection programming addresses this gap; • Make better use of CPIMS TF related data and analysis in order to strengthen advocacy efforts aiming at implementing child protection law;
	• Limited implementation and roll-out of national SOPs leading to lack of clarity on procedures amongst Child Protection service providers	• Stronger roll-out as well as training and awareness of national SOPs while ensuring the best interests of the child is considered comprehensively, including taking the view of children into consideration; • Support the national coordination and leadership role to ensure the process is implemented by all actors; • Ensuring that mandatory reporting considers the best interests of the child is clearly mentioned, including within the national SOPs
	• Ensure national responsibility on alternative care procedures for unaccompanied children and those separated due to family violence or other severe protection concerns and illness/ death of caregivers; • Unaccompanied refugee children do not consistently receive appropriate care services through the community which has resulted in institutionalization of children	• Enhancing national capacities of line ministries to strengthen alternative care procedures and options including community-based alternative care for refugee children through a comprehensive foster/ mentor family program within the refugee community;

	• Case managers do not always have the required level of educational background to work on Child Protection	• Ensure that international NGOs are in line with global standards when performing child protection case management by ensuring competency framework on CP is acknowledged and implemented by all actors; • Ensure internal capacity building of child protection actors; • Enhanced focus on child protection within the Social Work curriculum; • Enhance the coordination with universities (social work and social science departments) in order to provide voluntary/internship opportunity within the child protection programs • Advocating for a focus on family violence as a component of the social work curriculum in Jordan.
Child Protection Response	**Capacity and Standards**	
	• While there are case management services available, limitations in additional services for complex child protection cases in remote areas has been identified, including child-friendly spaces, access to recreational psychosocial and vocational activities; etc. • Case management	• Ensure funding to extend child protection related support services in South, North, EJC and other under-served areas in Jordan, including the aforementioned activities
	• Limited outreach to children in remote areas or from marginalized groups; • Children with disabilities have limited access to service providers given their restricted mobility and limited community inclusion	• Targeted outreach activities in urban centers with high refugee and host community density; • Ensure provision of services within remote areas including ITS communities; • All CPIMS TF members and CM agencies in general should be properly trained on engaging with and meeting the needs of children with disabilities, communication including sign language; • Targeting and prioritization should include the Washington Group set of questions.
	Violence and Neglect	

	• High number of violence at schools by teachers and peers impacting school attention and retention	• Targeted programs to address high levels of violence in and around schools; • Work closely with the Education WG and MoE to enhance the safe environment inside schools and the reporting mechanisms • Bullying and violence including discrimination related violence addressed by peer to peer programs
	• Lack of survivor centered response to cases of violence; • Lack of specialized family violence services; • Lack of specialized services available for sexual abuse/assault counselling, counselling for children with sexually abusive behaviours • Children, particularly girls who do not conform with traditional gender norms face administrative detention or placed in camp based reception areas	• Support programs providing specialized counselling services in particular for SGBV related concerns • Strengthening parenting services, ensuring a family centered approach, PSS for parents with a focus to address family violence, • Behavioral change projects inclusive of the perpetrator • Ensure that children have access to safe shelters in line with best interest of the child
	Youth	
	• Youth development programs are concentrated in particular areas and more accessible in camps; • Youth linkages with child protection are limited based on an overall focus on 18+ aged group due to the focus on higher education and livelihoods; • Prevention and response activities for adolescent ages (particularly 15-17 years) are limited and project based	• Ensure that dedicated youth programs are supported and funded; • Ensure that tailored programs for 15-17-year olds are in place; • Age and gender specific activities to meet the needs of all groups of children
	Most Prevalent Concerns	
	• Limited effective and inter-sectoral approach for prevention of the most prevalent child protection concerns including child marriages or child labour	• Strengthen inter-sectoral linkages through regular data sharing and information sessions to build inter-sectoral response with inclusion of CP, SGBV, MHPSS as well as EWG; • Overall strengthening of child protection mainstreaming; • Innovative and multi-sectoral prevention programs particularly addressing high levels of child labour and child marriage, including behavioural change programs • Ensure capacity building and training on specific protection concerns, including on differentiation and systematic application of classification of worst forms of child labour.
	Family Separation	

	• Tracing and family reunification procedures to be sped up and systematically documented; • Limited alternative /community-based care services such as foster care, mentor families, group youth homes; • Continued placement of unaccompanied children within care institutions; • Harmful practices relating to separation of children due to documentation or perceived risk in cases of babies born out of wedlock; • Children found in urban areas either working or without proper documentation are forcibly separated from caregivers and placed in Azraq Camp Reception centers; • Criminalization of children who require support, e.g. in child labor cases • Limited community-based measures for children in conflict with the law and limited access to legal aid; • Refugee children in detention lack specialized child-friendly legal aid, rehabilitative psychosocial support, formal and non-formal educational (including vocational training, life skills, learning support services) as well as safe recreational activities for children	• Ensure information on FTR is updated on V4 Child Protection Module and relevant information is updated on V4; • Revise targeted response services for unaccompanied children; • Assess current alternative care system and need of unaccompanied children or those forcibly separated for community-based alternative care; • Assessments need to be undertaken in due course and effectively; • Authorities in urban areas need to locate parents to ensure reunification. Actions taken in relation to documentation should be guided by the child's right to family unity; • Advocate with authorities not to place children in reception areas; • Apply child centered approach to proper shelter and access to care for children at risk of violence, instead of placing at camp-based reception center
	Children in Conflict with the Law	

	• Limited community-based measures for children in conflict with the law and limited access to legal aid; • Refugee children in detention lack specialized child-friendly legal aid, rehabilitative psychosocial support, formal and non-formal educational (including vocational training, life skills, learning support services) as well as safe recreational activities for children	• Supporting (MoSD) staff in TRCs to provide standardized services helping children to enhance their skills and reintegrate into their communities • On-the-job capacity building of staff to deliver CP case management, PSS, Life Skills, recreational activities, vocational training • Community-based protection activities to help prevent children from entering into contact with the law • Provide tailored-made prevention activities such as community and school-based awareness sessions on how to engage with children in conflict with the law after release; • Develop and strengthen aftercare programs for refugee and Jordanian children including case management and follow up, remedial and inclusive educational accompaniment, peer-to-peer support, mentoring programs, psychosocial support, etc. for children released from juvenile centers are a critical gap to ensure children are able to safely and sustainably reintegrate in the community. • Capacity-building for justice and social duty-bearers such as on-the job-training to properly engage with children in conflict and in contact with the law according to child protection standards are highly needed; • Community support mechanisms for vulnerable parents are needed to prevent separation of children from parents for their safety and protection, including family-based support networks, peer to peer support, comprehensive prevention and response services to reduce socio-economic vulnerabilities, including through cash-based interventions • Work to strengthen the implementation of diversion measures and alternatives to detention

Documentation and data management	• Causes of separation (for cases of separated children) are recorded, however, definitions are not clear or consistently understood for all agencies and case managers, and value of the data collected based on the various categories is somehow limited; • Unclear data between categories of children who have been abused or exposed to different forms of violence and those who have experienced neglect	• Ensure CPIMS TF members are trained on the common coding and prioritization criteria to ensure a harmonized approach to documentation of child protection concerns; • Update the CPIMS BIA Assessment tool and include information on perpetrator, location of risk; • Segregate protection concerns between violence and neglect; • New tool to be created based on global good practices on case management tools including listing of missing information; • Within the CPIMS taskforce, 'causes of separation' shall be reviewed in order to agree on clear definitions, and to ensure the categories align with the current situation facing children in Jordan; • Focus is needed to identify cases specifically facing neglect and those facing violence, as these cases are currently all counted under the same category. As more is known about the number of cases under each and the profile of these cases, interventions can be targeted accordingly • Overall need to review BIA form and to insert more specific assessment and guidance for particular child protection concern, including on child labour, for example (educational barriers assessment as a tool to asses the best interests, etc.) • Improve supervision and monitoring functions through revision of the supervisor dashboard to become more practical and supportive to the supervisor, as the current one, gives the workload, new cases, statues of cases needs approval; • Ensure CPIMS is in line with the child-centered yet family-based approach, e.g. through enhancing identification of links between the household and several children within the same family, see for example in the RAIS based CPIMS which under the case all children in a household are listed.

	• Data mistakes have been identified with regards to duplications given the limitations in the CPIMS systems; • Systematic usage of protection categorization as well as standardization of information (such as on causes of separation and care arrangement) and missing data (perpetrator and locations where risks were identified)	• CPIMS TF members to ensure appropriate staffing in relation to data management, ability to provide analytical data feedback on a regular basis; • Enhance CPIMS to ensure that duplications are identified and reduced;
Funding and donor related aspects	• Funding gap resulting in less reach to child survivors or children in need of protection services; • Donors tend to miss or delay engagement with CP SWG or CPIMTS TF co-chairs to understand the needs for Child Protection funding	• Maintaining comprehensive Child Protection Case Management services at the core of donor support to ensure children exposed to violence, abuse or exploitation are receiving age, gender and disability sensitive services; • Ensure stronger engagement and exchange with donors to ensure all services are covered and to prevent duplication