

UNICEF AFGHANISTAN
TERMS OF REFERENCE FOR SERVICES - INSTITUTIONS

SHORT TITLE OF ASSIGNMENT

Evaluation of Child Protection Action Network (CPAN) (2007-2015)

BACKGROUND

In Afghanistan, the notion of human rights is limited to political and civic rights and mainly connected to the rule of law and governance. The national law, without solid foundation and discourse on social and economic rights does not provide impetus to make services accessible to women and children without bias or discrimination. Moreover, continuous conflicts in Afghanistan, for over the past thirty years, have contributed to the deterioration of the country's socio-economic conditions and limited opportunities for children to live in an environment optimum for their protection and development. Children in Afghanistan, as in any conflict-affected country, are susceptible to physical and emotional harm/abuse. Despite the progress made by the Government of Afghanistan in the areas of socio-economic development, establishing strong systems for child protection remains a challenge.

The Convention of the Rights of the Child (CRC) was ratified by Afghanistan in 1994, and since then the Government of the Islamic Republic of Afghanistan (GoIRA) has taken a number of positive policy and legislative steps towards promoting realization of these rights, including aligning the Constitution of Afghanistan with certain international human rights standards. However, there are several factors that constrain the promotion of child rights.

Realization of child rights continues to be a challenge amidst inconsistent domestic including application of customary or Sharia law. Afghanistan's Ministry of Justice estimates that around 90 % of Afghans use non-legal systems such as tribal and customary justice practices which pose numerous challenges to women and children.

The drafting process of a comprehensive Child Act has begun, but even the passing of such an act will have limited results, without consistent application of all-inclusive children's rights legislations.

UNICEF has been closely collaborating with the Ministry of Labor and Social Affairs, Martyrs and Disabled (MOLSAMD) to establish a national mechanism for the protection of children from all forms of violence and abuse. One of the significant contributions of the joint collaboration of the MOLSAMD and UNICEF is the establishment of Child Protection Action Network (CPAN), a community based mechanism to support the efforts of the Government in strengthening child protection system in Afghanistan.

CPAN is an inclusive network of governmental and non-governmental organizations with a mandate for field interventions in the area of child protection. It is a community-based and comprehensive child protection mechanism with an overall aim to prevent and respond to violence, abuse and exploitation of children and provide redress. CPAN members provide affected children and their families with assistance in protection from harm through close monitoring of the cases as well as consolidated reporting on the situation of the family/children; referrals and with case management services in child protection issues.

CPAN was originally established in Kabul and Mazar-i-sharif in 2003 as a pilot initiative for child protection in accordance with the vision of the UN CRC. In 2006, CPAN was incorporated into Afghanistan's National Strategy for Children at (NSFCAR), aimed to guide the building of a sustainable community based child protection and family support system in Afghanistan. Subsequently, in recognition of the need to establish more

consistent and formalized responses to coordinate child protection services across the Afghanistan, a national effort was launched to expand CPAN all provinces of Afghanistan. A pilot series of ‘Model Child Protection Action Networks’ were established in 11 provinces across the country in 2007.

At present, CPAN functions in 100 districts of 31 out of the 34 provinces in Afghanistan, (except in Uruzgen, Zabul and Nuristan). UNICEF continues to provide technical support and collaborates with the CPAN members to protect children in respective provinces and districts. The membership of each CPAN consists of governmental and non-governmental officials. While it may vary from location to location, normally the members are from MoLSAMD, Department of Education, Department of Justice, Office of General Attorney, Police Offices, Head of Rehabilitation Centers, Local Shuras, and other individuals working in the field of human rights and social work. The CPAN members are also equipped with Technical Advisors (TAs) in-charge of coordination and management of CPAN’s activities at the provincial level.

CPAN operates at three levels:

1. National:

The purpose of the National CPAN is to develop and promote awareness of child protection issues, strategies, programming principles and operational guidelines for effective and systematic responses to violence and abuse against children. The National CPAN also facilitates addressing gaps in practical responses and implements resource mobilization activities.

The objectives of the National CPAN include (UNICEF TORs of Child Protection Action Network (CPAN) :

- Collecting and reviewing information on child protection issues through various channels and contributing to evidence-based national advocacy and programming.
- Facilitating consensus on prioritization, strategies and outcomes of advocacy.
- Coordinating efforts in policy reforms and providing technical support to developing national policies on child protection.
- Coordinating interventions to respond to emerging challenges in the area of child protection.

2. Provincial:

The Provincial CPANs (PCPANs) are led by the Department of Labor and Social Affairs of Martyrs and Disabled (DOLSAMD). Their responsibilities include regular monitoring of child protection cases and reporting to the National CPAN. The activities of the PCPANs help to inform programming at provincial level and developing national advocacy and policies. The members of the PCPANs meet on monthly basis and in emergency cases. Every CPAN at the provincial level has a case planning committee responsible for organizing emergency meetings and working with relevant authorities to support children. The PCPANs also organize cross-regional visits to share and exchange experiences and lessons learned. They serve as a vertical coordination point between National and District CPANs in planning and implementing activities.

The objectives of the PCPANs include:

- Ensuring programming and operational responses to address specific provincial child protection issues.
- Developing short and medium-term strategies in addressing immediate concerns and needs of the affected populations in provinces.
- Expanding partnerships and alliances to address the needs of children at risk, and developing preventive strategies and measures.
- Identifying gaps in responding to child protection, strengthening child protection services and providing recommendations.
- Establishing systematic monitoring and reporting of child protection cases at local level using common tools and mechanisms.
- Developing a referral mechanism for children at risk or victims of human/child rights violations.
- Raising awareness among community key players on child rights/protection (i.e. youth groups, forum,

child committees etc.).

- Contributing to policy development through sharing concerns/experience with the National CPAN.

3. District:

The District CPANs (DCPANs) are currently operating in 100 districts and are responsible for collecting information on child abuse cases, and reporting to the PCPANs for necessary actions.. The members of the DCPANs meet every month in provincial headquarters to address the cases reported in the communities. The DCPANs also promote and raise awareness on child protection issues at the community level and the importance of community based child protection mechanisms in the country.

The objectives of the DCPANs include:

- Ensuring the protection of children in the district by acting as the focal point for all child protection issues.
- Preventing exploitation, abuse and neglect of children and responding to child protection at the district level.

CPAN's functionality:

According to the findings of a study (UNICEF Child Protection Section) conducted on CPAN in 2012, the number of reported cases rose from 500 in 2007 to 2, 728 in 2011. In 2007, 58.2 percent of reported cases were of boys, and 41. 8 percent were of girls. The gender based percentage difference in 2011, however, had a large gap as among all the cases reported 77.3 percent pertained to boys, and only 22.3 percent covered the cases of girls.

According to the reported cases in 2011 there were 1103 cases of children in conflict with the law and 675 of "other" cases. Only 25 cases of child labor were recorded in 2011 (Zar, 2012. "A Study on Functionality and Effectiveness of Child Protection Action Network at National, Provincial and District Levels in Afghanistan" and UNICEF Child Protection Section).

During 2012-2015, with the help of UNICEF, CPAN carried out over 3,000 community dialogues together with youth facilitators, and reached approximately 45,000 people. One-third of the beneficiaries were women and girls.

Assessments on CPAN's awareness raising activities (Zar, 2012. "A Study on Functionality and Effectiveness of Child Protection Action Network at National, Provincial and District Levels in Afghanistan" and UNICEF Child Protection Section) have shown that communities are concerned with development issues that impact on children. The assessment reports also highlight that the results of community dialogues on child protection and how it has contributed to changing perception.

OBJECTIVE

Evaluation Purpose and Objectives

Within an overall purpose of evaluating the impact of the CPAN the objectives of the evaluation are as follows:

- Evaluate the extent to which the objectives of various tiers of CPAN have been achieved
- To evaluate effectiveness of CPAN's various activities with especial focus on case management, awareness raising, preventing violence against children and providing support to affected children and their families.
- Make recommendations for improving the effectiveness and efficiency of CPANs on the basis of lessons learnt and good practices identified.

The audience of the evaluation report are the Government of Afghanistan, UNICEF, sponsors and other stakeholders who have been involved in the implementation of CPAN at the national, provincial and district levels. The community members and children will also be expected to be informed of the results of the evaluation when the functioning and the procedures of CPANs are strengthened/modified in line with the recommendations of the evaluation.

Evaluation Scope

There are national, provincial and district levels of CPAN, and all the levels of the system will be treated as one CPAN network/system in this evaluation. The main focus of the evaluation will be assessing the efficiency and effectiveness of CPANs in achieving its stated objectives between the period 2006-2015, a period starting from the adoption of CPAN as part of Afghanistan's national strategy and stretching to the present. It will include the following evaluation criteria: impact, effectiveness, efficiency (including cost efficiency), relevance and sustainability

Secondary and primary data will be used in the analysis of the evaluation. Collection of primary data will be implemented at the community level in selected provinces/districts. The analysis and findings of the evaluation will be based on overall objectives, outputs and outcomes of CPAN, and most important, child protection cases (There are over 18,000 cases registered in the databases of CPAN). The analysis and findings of child protection cases, within the case management framework of CPAN, will be segregated by age groups, gender, provinces, and types of incidents (e.g. sexual abuse, child marriage and etc.).

Evaluation Frame:

The evaluation will answer the following key questions (and additional that are identified during the course of stakeholder consultation and the construction of ToC).

Relevance: the extent to which CPAN is suited to the national priorities and policies, the population, and UNICEF.

- To what extent are CPAN's strategies and objectives aligned with the global commitments (CRC, etc.), and the national policies of Afghanistan?
- To what extent CPAN's strategies and objectives are aligned with strategies and mandate of UNICEF?
- To what extent are the CPANs aligned to the needs, aspiration and the rights of the local population in the protection, promotion and realization of child rights issues?

Effectiveness: the extent to which the interventions of CPAN have attained the stated objectives.

- To what extent have the stated CPAN objectives been achieved at national, provincial and district level?
- To what extent has CPAN achieved expected results at its output and outcome level as stated in UNICEF programmatic documents from 2006-2015? What are key factors that have contributed to CPAN in achieving or not achieving expected results?
- How effectively has CPAN at the national, provincial and district levels collaborated in achieving its overall objectives?
- What strategies of CPAN were most effective in reaching out to children whose cases were reported?
- What were the challenges in reaching out to children requiring protection and redress from abuse and violence, and how can the coverage of CPAN be made more effective?

Efficiency: qualitative and quantitative measure of the CPANs' outputs in relation to the inputs.

- How efficient has CPAN been in using the resources?
- Are there other more cost efficient options that could be used to achieve the desired results?
- How timely have the CPANs been in following up with cases of children?

Sustainability: the extent the benefits of the CPAN's intervention and activities are likely to continue without direct support by UNICEF.

- To what extent the CPANs are likely to continue operating if UNICEF were not to continue direct support?
- What key factors may negatively or positively influence the sustainability of the CPANs?

Impact: the positive and negative changes produced by CPAN; long-term and short-term effects of the CPAN activities on the target population.

- What would be the situation of affected girls and boys be if there were no CPAN (e.g. in provinces with no CPAN)?
- To what extent has CPAN contributed to changing perception of the target population regarding child abuse?

Evaluation Design and Methodology

The evaluation design will be quasi-experimental and based on a multi-level mixed method approach: qualitative and quantitative. The evaluation of CPANs will be conducted using participatory, gender and human rights based approaches. The evaluation findings will illustrate and explain a causal relationship between the intervention of CPAN and outcomes of their activities in child protection issues at the national, provincial and district levels. The evaluation methods should be appropriate and data should be sufficient to estimate the causal impact of CPANs' activities on the target population in the local socio-political and cultural context.

Sampling

A multi-layered sampling approach will be used, to allow for sampling across provinces, districts (within the sampled provinces) and communities/villages (across the sampled districts) The samples of the target population for primary data collection should be derived from families and communities involved in the activities of CPAN, consisting of households that benefited from CPAN and those that did not. Samples will be drawn from both treated provinces and untreated provinces (Uruzgen , Zabul and Nuristan) An additional criteria for sampling of the provinces/districts/communities should number years of operations of CPAN, hard-to-reach and proximate/accessible and strength of the CPAN (with or without the support of UNICEF funded National Technical Adviser). Additional relevant criteria may be included for this multi-staged sampling. The sample sizes should be able to allow generalization applicable to larger population, and statistical comparison of different groups. Small sample sizes will be derived from the treated and comparison groups for in-depth qualitative analysis. Case studies can be used for an in-depth understanding of the impact of CPAN on individual household's/child's life.

Data Collection Tools

The Evaluation Team should design culturally appropriate data collection tools and appropriate for capturing valid information on sensitive issues concerning child protection such as physical and emotional harm. While quantitative data can enable the evaluators to examine large sets of information, qualitative research in this evaluation is of great importance to capture and understand the complexities of the situation of the affected/reported children and families. Surveys, focus group discussions and interviews with effected children and their families should be completely anonymous, in the local language and documented with consent.

Disaggregated data can be obtained from monitoring reports and field visits of the CPAN members. Such records are usually kept in hard copies and rarely in electronic databases. Photos taken during the field visits and activities are stored in computers.

UNICEF Child Protection Section maintains databases of CPAN's cases and activities across the country. The Child Protection Section regularly conducts assessments and produces reports on community activities and mobilization; analysis of child protection cases (segregated by types and gender), and other activities of CPAN. Data is gathered through using tools such as child protection monitoring form, score cards and other data sheets. Child Protection specialists make regular visits to CPAN districts and collect information through observations and discussions with CPAN members and beneficiaries.

Data Analysis and Findings

The data analysis for the purpose of the evaluation will be used to describe the statistical characteristics of the key variables and to determine the statistical significance between comparison and treated groups. It will also help to identify factors contributing to the scale and direction of change in child protection. The qualitative data should grasp the meaning of the studied subjects to the target population, and provide cases and examples to illuminate the findings. The findings of the evaluation should be accompanied with illustrations of evidence and comprehensive narrative that will be explicable to any level of audience.

Limitations

Limitations in conducting the evaluation of CPAN may involve inaccessibility of the communities due to security issues, cultural norms and traditions. It is, therefore, vital that the sampling and evaluation methodology to be culturally sensitive and appropriate to the social and political context of Afghanistan.

While primary data collection may be limited due to inaccessibility and security issues of some provinces, secondary data may be unavailable due to absence of recorded cases in CPAN's databases. Many provincial CPANs keep hard copies of their reports, and obtaining and analyzing information may be time consuming. Reports may contain case management, community dialogues and awareness raising activities, and possible extent of qualitative and quantitative secondary data that will be provided by the CPAN members is unidentified. Since the members of CPAN are from different line ministries and departments, sources of information may be not identical in form and level. Most cases recorded in CPAN databases may be limited to some specific incidents and crimes against children that may involve stigma are less likely to be readily available.

Since CPAN is not a formal programmatic operation, its structure was not accompanied with a logical framework and Theory of Change (ToC) in the phase of its initial development. Evaluators will have this ToC logical framework according to its CPAN's terms of reference, and various reports regarding activities, outputs and outcomes in consultation with the key stakeholders including UNICEF staff.

Evaluation Resources

The evaluation will be conducted according to UNEG (United Nations Evaluation Group) Code of Conduct for Evaluation in the UN System (<http://www.unevaluation.org/document/detail/100>). Other documents to review before starting the evaluation are:

1. United Nations Children's Fund. 2015. *UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis*, (<https://unicef.sharepoint.com/teams/OoR/Shared%20Documents/UNICEF%20Procedure%20on%20Ethics%20in%20Evidence%20Generation%20092015.pdf>).
2. United Nations Children's Fund. 2015. *UNICEF Procedure for Quality Assurance in Research*, (<https://unicef.sharepoint.com/teams/OoR/SiteAssets/SitePages/Procedures/UNICEF%20Procedure%20for%20Quality%20Assurance%20in%20Research.pdf>).

3. Graham, A., Powell, M., Taylor, N., Anderson, D. & Fitzgerald, R. 2013. *Ethical Research Involving Children*, Florence: UNICEF Office of Research-Innocenti.

Other useful documents:

1. United Nations Evaluation Group. 2008. *Ethical Guidelines for Evaluation in the UN System*, (<http://www.uneval.org/document/detail/102>).
2. United Nations Evaluation Group. 2014. *Integrating Human Rights and Gender Equality in Evaluations*, (<http://www.uneval.org/document/detail/1616>).
3. United Nations Evaluation Group. 2005. *Standards for Evaluation in the UN System*, (<http://www.uneval.org/document/detail/22>);
4. United Nations Evaluation Group. 2005. *Norms for Evaluation in the UN System*, (<http://www.uneval.org/document/detail/21>).

Suggested list of CPAN resources:

- Community Mobilization Interventions for Child Protection in Afghanistan: An Assessment, 2012
- CPAN narrative report 2012
- CPAN evaluation report 2012
- CPAN cases studies
- CPAN advocacy document
- Model CPAN rapid assessment of 2008
- CPAN TORs
- CPAN case planning committee TOR and guideline
- District CPAN TOR and guideline
- CPAN action plan 2012
- Brief strategy for CPAN sustainability
- SOP of Child Protection secretariat
- Guidelines for ZOs on transfer of CPAN responsibility from TAs to DoLSAMD in select pilot provinces by end of 2009
- Guideline for UNICEF CPOs on How to Conduct a Needs Assessment of DOLSAMD CPAN staff
- TOR of CPAN officer
- National Strategy for children At Risk, 2006

Evaluation Management and Reference Groups

SPPME is responsible for the overall management and the conduct of the evaluation.

Evaluation Management Team (EMT) and Committee on Research, Evaluation and Studies (CRES) will provide support for ensuring quality and independence of evaluation process and deliverables as well as ensuring its alignment with the UNEG norms and standards and its ethical guidelines.

UNICEF Evaluation Management Team (EMT): Deputy Representative, Chief of SPPME, Chief of Child Protection, Chief of Communications and Evaluation Specialist.

UNICEF Evaluation Reference Group (ERG)

Suggested composition: Head of a UNICEF Zone Office, Child Protection, UNICEF M&E specialist, a

representative of CPAN, a NGO representative and a representative of the MOLSAMD. It is mandatory for the evaluation of each UNICEF Programme to be culturally sensitive and present the analysis based on equity, human rights and gender equality.

ACTIVITIES, TASKS, DELIVERABLES AND TIMELINES, PLUS BUDGET PER DELIVERABLE

The tables below illustrate key deliverables of the evaluation and payment plan. Each deliverable will be produced through extensive research on the assigned topics, including necessary consultations and field visits in target locations. During the research and evaluation activities, the evaluation team will closely collaborate with the UNICEF staff members, CPAN members and other key governmental and non-governmental stakeholders. The listed tasks should be incorporated into and be part of each deliverable.

Timetable and Payment Plan

#	Item	Duration	Payment	
1	Inception Phase			
1.1	Desk research, stakeholder consultations and field visits to 2 locations.	8 weeks	After submission of the inception report and data collection tools.	20 %
1.2	Develop theory of change.			
1.3	Develop evaluation methods and data collection tools.			
1.4	Presentation of the evaluation methods and data collection tools.			
1.5	Submit the inception report and executive summary.			
2	Data Collection Phase			
2.1	Field testing of the data collection tools.	8 weeks	After submission of the summary of the field visits and invoices.	20 %
2.2	Field visits to provincial CPANs to collect data (including field testing and refining of the evaluation instruments).			
2.3	Submit a summary of the field visits.			
2.4	Field visit debrief meeting.			
3	Data Analysis Phase			
3.1	Data analysis and findings.	5 weeks	After submission of copies of the summary of initial findings, data files and analysis.	20 %
3.2	Summary of initial findings from the field visits.			
4	Final Evaluation Report Writing & Presentation			
4.1	Final evaluation report writing.	5 weeks	After submission of final evaluation report and presentation.	40 %
4.2	Presentation of findings.			

The following table illustrates the components of key deliverables:

Deliverables	
1	Inception Report
	<p>Inception Report will include the following components:</p> <ul style="list-style-type: none"> • The background of CPANs and context of the evaluation. • Theory of Change and causality framework • Examples of case studies and findings from the initial data collected from the field visits. • Finding and analysis of information based on field visits • A comprehensive background of child protection and human rights issues in Afghanistan. • Definition of the rights of the children based on international and domestic law, and child protection framework in Afghanistan. • The list of existing legal regulations on children’s rights and protection in Afghanistan. • Definition of the forms of violence against children in Afghanistan. • Evaluation design and methodology; evaluation questions, sampling strategy and evaluation matrix. • Limitations of the data collection approach and instruments
2	Data collection tools
3	Summary of Initial Findings from the Field Visits
4	Copies of the Data Files and Analysis
5	Interim/Draft Report
6	Presentation of Findings
7	Evaluation Report
	<p>Evaluation Report will include:</p> <ul style="list-style-type: none"> • Background of child protection issues in Afghanistan; existing legal systems and regulations exercised to protect children from physical and emotional harm in Afghanistan. • Description of the CPANs and operations at all levels. • The purpose of the evaluation, methodology, evaluation questions, evaluation design, results framework and limitations. • Data analysis and findings: impact, relevance, effectiveness, efficiency, sustainability, summary of findings. • Confidential chapters on sensitive issues too sensitive for publication. • Conclusions, recommendations, and lessons Learned.

QUALIFICATIONS, SPECIALIZED EXPERIENCE AND ADDITIONAL COMPETENCIES

The team should be composed of one Evaluation Team Leader and sufficient numbers of team members for successful implementation of the assignment.

1. Evaluation Team Leader will be in charge of leading the entire process through working with team members and Evaluation Management Group. The Team Leader will be responsible for timely and quality deliverables.
2. Team Members will contribute through data collection and analysis. They will be responsible for timely and accurate delivery of results through conducting interviews, surveys and field visits, and provide inputs to the production of inception and final reports.

Profile of the Evaluation Team:

- Members of the Evaluation Team should have an advanced degree in sociology, human rights, anthropology, social work and other social science related field.

- The Team Leader should have at least 7 years of work experience in child protection and social work, including strong experience in evaluation, research design and methodology. Other Team Members should have at least 3-5 years of work experience in the field of evaluation and social work.
- Expertise in child abuse, gender based violence, psychological and social rehabilitation of children, and working in extremely unsafe conditions.
- Knowledge of child protection issues in Afghanistan and the socio-cultural, and political background of the country.
- Strong quantitative and qualitative analysis skills.
- Very strong written and spoken communication and facilitation skills.
- Experience of working directly with children and commitment to meaningful child participation.
- Experience of using participatory techniques in data collection and child-friendly participatory techniques (preferred).
- Gender balanced
- Mix of international-national
- Fluency in English is essential.
- Fluency in Dari and Pashto is essential.

CONDITIONS OF WORK

UNICEF does not provide transport, accommodation, insurance and other logistical support for institutions. A selected institution will be responsible for their own office space, equipment, and travel arrangements.

UNICEF will support the Evaluation Team in desk research and data collection through providing documents of CPAN, and establishing contacts with stakeholders.

Nature of Penalty Clause to be stipulated in the contract:

In all cases, contractor may only be paid their fees upon satisfactory completion of services. In such cases where payment of fees is to be made in a lump sum, this may only be payable upon completion of the services to UNICEF's satisfaction and certification to that effect.

CRITERIA FOR EVALUATION – INSTITUTIONS

TECHNICAL CRITERIA	POINTS TO CONSIDER	MAX POINTS
Company profile	• Background of company and expertise matching the required qualifications	5
	• Client references	5
	• The scope and type of services that the institution/organization has been providing.	5
	• Examples of publications, evaluation or reports relevant to child centred DDR programme evaluations.	5
Key Personnel	• Key personnel that will work on this assignment (should include their CVs and detail of relevant experience and qualifications)	10
	• Range and depth of experience <u>of proposed staff</u> with similar projects	10
Proposed Methodology and Approach	<ul style="list-style-type: none"> • Sampling, evaluation methodology and approach to work • Innovation approach • Instructional strategies 	30
Financial proposal	<ul style="list-style-type: none"> • Financial proposal • Breakdown of costs 	30

TOTAL SCORE		100
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