
Review of the Child Protection Sub- Cluster in Afghanistan

Key
Recommendations
and Model Options for
a Child Protection
Sub-Cluster

Child Frontiers

TABLE OF CONTENTS

Table of Contents	p. 2
List of Acronyms	p. 3
Introduction	p. 4
Key Findings	p. 4
- National Child Protection Action Network and the Child Protection Sub-Cluster	p. 4
- Technical Capacity within the Child Protection Sector	p. 5
- Human Resource Capacity	p. 5
- Assessment	p. 6
- Sensitivities with Government	p. 7
- Regional/ Provincial Level Networks	p. 8
Key Recommendations	p. 8
- Technical Capacity	p. 8
- Human Resources	p. 8
- Suggested Priorities for a Child Protection Sub-Cluster in Afghanistan	p. 10
Potential Model Options for a Child Protection Sub-Cluster in Afghanistan	p. 14
- Option 1	p. 15
- Option 2	p. 16
- Option 3	p. 16
- Option 4	p. 17
- Option 5	p. 17
Annexes	
A. Preliminary Report	p. 18
B. Initial Capacity Building Plan	p. 33
C. Summary of Proposed Model Options	p. 35

LIST OF ACRONYMS

APC	Afghanistan Protection Cluster
CCC's	Core Commitments for Children (in emergencies)
CP Sub-Cluster	Child Protection Sub-Cluster
CPAN	Child Protection Action Network
CPiE	Child Protection in Emergencies
CRC	Child Rights Consortium
CO	Country Office
CPWG	Child Protection Working Group
CTFMRM	Country Task Force on Monitoring and Reporting
N-CPAN	National Child Protection Action Network
SBP	Stand-By Partner
UNAMA	United Nations Mission in Afghanistan
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund

INTRODUCTION

This report aims to 1.) Outline key findings and provide key recommendations and 2.) Outline potential model options for a Child Protection (CP) Sub-Cluster in Afghanistan.

Although the overall objective of the review has been to assess the structure and function of the CP sub-cluster, this has necessitated reflection on wider child protection coordination bodies in Afghanistan – in particular the Child Protection Action Network (CPAN), the Country Task Force on Monitoring and Reporting Mechanism on child rights violations in armed conflict (CTFMRM) and the Afghanistan Protection Cluster (APC). More detailed information on what has been achieved to date and functions of existing forums is provided in a separate preliminary report (see attached in Annex A).

KEY FINDINGS

National - Child Protection Action Network and Child Protection Sub-Cluster in Afghanistan¹

To date the National Child Protection Action Network (N-CPAN)² has also acted as the CP sub-cluster in Afghanistan, although not on a regular basis³. This set-up has led to some confusion amongst actors between what the differences are between the N-CPAN and its regular functions, as opposed to a CP sub-cluster and what this entails. Some child protection actors are familiar with the APC, but do not regularly attend meetings.⁴

The decision to utilize the existing N-CPAN as a forum for the CP sub-cluster was determined by a group of select organizations⁵ participating in the N-CPAN, largely to avoid duplication and alleviate organizations from attending additional meetings.

¹ Please note the scope of this review was to reflect on the coordination structures at the national level, not the provincial level CPAN's. It will be imperative to examine the role and capacity of regional level CPAN's and other actors in determining the way forward for CPIE in Afghanistan. .

² For more information on the N-CPAN see Preliminary Report in Annex A.

³ Only a few meetings were convened, which did not include participation from the wider N-CPAN forum, but rather a select group of organizations. The last meeting convened was in February 2009 where a strategy and action plan was developed; however, there has not been any subsequent follow-up since. Two meetings were held this year in April and July 2010 to review the existing general TOR of NCPAN with a view to incorporating advocacy needs and strategies (although not with specific focus on CPIE). .

⁴ Please note the CPAN predates the activation of the cluster approach in Afghanistan. More detailed information on the NCPAN can be found in the Preliminary Report, Annex A.

⁵ UNICEF, IRC, SCF, CiC, CFA

Technical Capacity within the Child Protection Sector

It is important to highlight the dual approach amongst UN agencies and NGO's in the Afghanistan context. The majority of organizations (especially at the national level) are recovery and development oriented - focusing on longer-term institutional capacity building and establishing normative frameworks. Despite humanitarian needs being prevalent in significant parts of the country given protracted and volatile conflict and frequent natural disasters, these issues are largely dealt with on an ad/hoc basis. The humanitarian agenda, consequentially, is often overlooked in favour of longer term development goals⁶.

The Child Protection sector is no exception, and technical skills and knowledge specific to CPiE are limited, with the vast majority of **child protection actors being focused on longer-term recovery and development** programmes. Some organizations have a more specific involvement in CAAC, but these are predominantly linked to the CTFMRM consisting of UN agencies, one civil society organization and one NGO. Moreover, it is important to recognize the CTFMRM has a very specific and limited mandate, a more systematic and predictable *response* to CAAC is not guaranteed within the MRM framework⁷.

Familiarity with humanitarian reform and the cluster approach is low within the CP sector, the vast majority of those who participated in the review are not aware of the humanitarian reform agenda and the cluster approach. Amongst those CP actors who had heard of the CP sub-cluster there was confusion as to what the differences (if any) were between the regular N-CPAN and the CP sub-cluster⁸.

Human Resource Capacity

The UNICEF CP unit in Afghanistan does not currently have staff available⁹ to take on leadership of a CP sub-cluster. Similar to other countries with CP sub-clusters, the experience of the Afghanistan CO highlights the need for dedicated and technically qualified personnel. The significant workload of taking on an additional role as a sub-cluster lead falls well beyond the

⁶ These two approaches do not need to be mutually exclusive; a development approach can include humanitarian concerns and strategies. However, neglecting humanitarian needs poses a serious challenge to the development agenda.

⁷ There is an assumption amongst both development oriented and humanitarian actors in Afghanistan, that all issues pertaining to CAAC are essentially addressed through the CTFMRM, this is, however, not the case and MRM on CAAC is very specific to monitoring and reporting on violations with little systematic approach to responding to needs of CAAC. Some cases are referred to CPAN's for follow-up at the provincial level; however, this is done on an ad/hoc basis and does not form a predictable and systematic response.

⁸ Finding from online survey and stakeholder consultations.

⁹ Please note that at the time of writing the UNICEF CP section was understaffed, having not had a Head of Section for one year and an additional P-3 post remained vacant.

scope of existing staffing structures. While there is an implicit expectation on existing UNICEF staff to lead and respond, this does not necessarily translate to existing staff capacity meeting the needs, detracting necessary attention and time away from regular programmes and/ or not designating enough time to fulfill sub-cluster lead commitments.

Profile of the staff leading the sub-cluster should combine managerial, coordination and advocacy as well as technical expertise on CPiE. Sub-cluster leadership at the country level has proven labour intensive and requires independence from the lead agency's own regular country programme. The sub-cluster lead should represent the interests of the entire sub-cluster, over and above the interests of the lead agency, to avoid a bias in priorities and resource allocation, and ensure some degree of independence in advocacy. Experience confirms the need for dedicated staff for cluster and sub-cluster leadership responsibilities. Until own capacity can be established to ensure this role predictably, standby-partner capacity (SBP) can alleviate the burden to resource and sustain sub-cluster lead capacity in the interim.

Surge and SBP capacity is intended to complement capacity for the short term¹⁰. As such, it is an essential element of UNICEF's capacity to react to emergencies¹¹. However, surge capacity does not and should not replace UNICEF's efforts to build own capacity in the Afghanistan CO.

Staff turnover is high in Afghanistan, and has had an overall impact on coordination in Afghanistan. Poor security and a difficult working environment entails many individuals only stay for duration of 1-2 years, affecting continuity in existing coordination structures.¹²

Assessment

CPiE has been poorly reflected in initial assessments perhaps both as a result of CPiE capacity being low within the CP sector in Afghanistan and a wrong perception CPiE is not a "life saving" component of humanitarian response, both as sector specific initiative, and as a key component of wider inter-agency, multi-sector assessments. This has impacted ability to identify needs and articulate evidence-based responses. While the tendency of early assessments are

¹⁰ Deployments typically last between 3-6 months, although some SBP's will make provisions for up to 12 months if the request is warranted.

¹¹ Stand-by partners involved in CPiE are Norwegian Refugee Council (NRC), Danish Refugee Council (DRC), Irish Aid, Red-R, Austcare, CANADEM, Icelandic Crises Response Unit and Swiss Cooperation

¹² In addition, R&R cycles are noted to affect regularity of participation and attendance in meetings.

to focus on “*visible*” needs met by “*hardware*” including material assistance and heavy service delivery such as food, WATSAN and shelter, equally important and oftentimes life threatening needs - such as protection from violence, abuse and exploitation (all exacerbated by emergencies) have regularly been neglected. The perception CPIE does not form part of an immediate “*life saving*” response can pose irreparable damage in stemming risks associated with CPIE in the immediate, medium and longer-term, nor is it in-line with UNICEF’s organizational CCC’s¹³. This is especially pertinent in the Afghanistan context where CAAC are a significant concern. As noted previously, the CTFMRM fulfills a critical role in monitoring and reporting on specific areas of CAAC, but this should not negate the role of wider systematic responses within the wider CP and humanitarian sector.

While respondents note CPIE is lacking in assessments, there is also a sense the capacity to develop assessment criteria and necessary skills to conduct assessments in CPIE need to be strengthened within the CP sector.

Sensitivities Pertaining to the Role Government

Concerns at having a government led or co-chaired CP sub-cluster, were expressed during the course of the review given the sensitive nature of some CPIE concerns in the Afghanistan context, especially pertaining to CAAC. Recent concerns regarding the use of schools and health facilities in the up-coming elections highlight this point, whereby advocacy with government on the issue was highly sensitive.¹⁴

Another important dimension to this is the potential **challenges in addressing potentially sensitive protection concerns with government and the possible implications this can have on existing in-country programmes and relationships with government**. This generally holds especially true of development oriented CO’s, whereby there are genuine concerns engagement on sensitive advocacy needs emerging as a result of an emergency, may jeopardize the agency’s ability to continue regular programmes in-country¹⁵.

¹³ The CERF, ERF and CAP all recognize CPIE as “*life saving*” and CPIE has been funded as such in other emergencies.

¹⁴ Please note the majority of organizations feel it is important the government have a role in a CP sub-cluster, but not as a chair or co-chair.

¹⁵This is increasingly seen as a common predicament especially in countries with development oriented programmes and the roll out of Protection Clusters/ WG’s

Regional/ Provincial Level Networks

Although it falls outside the scope of this review, some observations pertaining to the regional level CPAN's have been made which are worth noting. Relatively extensive provincial level networks exist through the CPAN¹⁶, essentially acting as referral networks incorporating various stakeholders including; NGO's, INGO's, government, UN agencies, service providers, civil society organizations, legal aid organizations etc.¹⁷. The provinces with functional CPAN are noted to be stronger than the N-CPAN in executing activities.

It will be integral to map actors involved in the various regions, especially areas which are deemed prone to conflict and natural disasters, and that capacity building initiatives be extended to these actors (as a priority in high risk areas).

KEY RECOMMENDATIONS

Technical Capacity

- 1.) **Establish a basic level of technical capacity on CPiE amongst relevant CP actors as a priority and prerequisite to move forward and initiate meaningful discussion on a strategy and priorities as a CP sub-cluster¹⁸.** This includes familiarization on CPiE, conceptualizing a shared understanding on CPiE in the context of Afghanistan and initiating dialogue on roles and responsibilities with relevant CP actors.
- 2.) **Familiarize CP actors with humanitarian reform and the cluster approach and the implications cluster activation has in the Afghanistan context.** Understanding the cluster system and its functions in the Afghanistan context will enable CP actors to make better use of opportunities for mainstreaming and understanding CPiE in the framework of broader protection and the APC.

Human Resources

As outlined above, the Afghanistan CO does not currently have the human resources available to dedicate a staff member to fulfill the role of sub-cluster coordinator. It is important to

¹⁶ It is not currently known exactly how many CPAN's are active and quality can vary

¹⁷ Each province with an active CPAN will have a different make-up of participating organizations depending on who is present and engaged.

¹⁸ Please see Capacity Building Plan in Annex B for more detailed breakdown of capacity building needs and recommendations.

recognize the dynamics involved in executing this role in a meaningful way both in terms of staff time and expertise. Furthermore, there is a need to separate UNICEF's regular programme function from the role of a sub-cluster lead.

The following options are proposed¹⁹:

- **Recruitment of an individual, with requisite expertise and skills, to assume the overall responsibility of coordinating the CP sub-cluster.** Given time-consuming recruitment processes in UNICEF, this option may not be immediately realistic. Utilizing an SSA may be an interim option, however, due consideration will still need to be afforded as to how this role will eventually be internalized within UNICEF's existing structures and functions in Afghanistan.
- **Secondment of a Stand-By Partner to assume role of CP sub-cluster coordinator.** This option may allow for a timely deployment and may avail an individual who has received training in CPIE coordination²⁰. However, secondees are typically deployed for 3-6 months period, with exceptions on a case –by-case basis up to 12 months. Frequent turn-over of a cluster coordinator can have a negative impact on continuity and the dynamic of coordination and partnership. In addition, there are fewer guarantees of securing an individual with requisite experience and technical competencies²¹. In order to mitigate this, careful and strict selection criterion must be developed and reviewed during the secondment process.
- **Deployment of a ProCap²² officer to assume role of sub-cluster coordinator.** This option poses certain limitations in terms of duration of deployment and potential adverse effects on continuity and sustainability, similar to those constraints described with a regular SBP. In addition, it may be difficult to obtain a senior protection officer for management of a sector specific sub-cluster as ProCap officers are in high demand

¹⁹ Which model of cluster leadership (as outlined further below), may also have a bearing on what staffing options are most appropriate for the Afghanistan CP sub-cluster

²⁰ Over the last year training has been conducted for selected SBP's and individuals with a role in CP coordination. However, there are of course no guarantees that a nominated SBP would suit this profile. If possible strict criteria should be established to ensure the selection process is duly narrowed down

²¹ While WASH and Education have a long history of deployments from SBP's, there are fewer CPIE personnel on SBP rosters and skill-sets have often been poorly understood in roster management.

²² ProCap refers to "Protection Capacity" a stand-by mechanism of senior protection officers (P-4/P-5 level), deployed to support strategic and operational protection responses for UN agencies. ProCap is funded by NRC and managed by OCHA Geneva.

globally and usually deployed for medium to large scale emergencies for overall Protection Cluster leadership, or in an advisory function to the RC/HC/ HCT/ UNCT.

- **Nil-Remuneration contract with an NGO.** Although not a common practice in UNICEF CP, is essentially a secondment of staff from an NGO to fulfill the role as cluster coordinator²³. This option could be explored further with the global Child Protection Working Group (CPWG).
- **Recruitment of a national officer to support the cluster coordinator.** In the event provisions are not made for a dedicated cluster coordinator, at a minimum, – a national officer²⁴ should be recruited to exclusively support the functions of existing staff performing the function of sub-cluster coordinator²⁵.

Please note in the event of an emergency, with due consideration to scale and impact, additional temporary staff functions and administrative support may need to be reviewed and made available depending on needs.

Suggested Priorities for a CP Sub-Cluster in Afghanistan

It is not the role of this review to determine which activities should be undertaken by the Afghanistan CP sub-cluster; rather priorities need to be formulated as part of a consensual process within the forum of a CP sub-cluster. Nonetheless, some concrete priorities came up numerous times during stakeholder consultations and may provide some insight into what organizations presently feel their priorities would be including the need for:

- **Planning and strategy development** are currently considered to be the weakest components in CP coordination in Afghanistan. Strategy development forms the basis for establishing the role of the sub-cluster and its priorities. However, given the limited knowledge and capacity on CPiE expressed during the course of the review, it will be imperative a minimum and shared understanding of CPiE, and what this means in the Afghanistan context, is established prior to defining a strategy as a group.

²³ This approach has mainly been used in the WASH sector where links to the global WASH cluster are strong, UNHCR have also used this approach in some contexts

²⁴ NOB/ NOC grade

²⁵ UNFPA in Afghanistan have for example recruited a national officer to support the staff member undertaking role as coordinator of the GBV sub-cluster.

- **Mapping of existing in-country capacities – 3W’s** (both technical areas of expertise within CPiE, resources²⁶, and geographical proximity/ scope), including identification of opportunities and gaps.
- **Development of a capacity-building strategy to address gaps**²⁷. One of the most consistently raised concerns during the course of the review was the lack of technical capacity on CPiE – including government bodies, NGO’s, UN agencies and other mainstream service providers. Once capacities are mapped and strengths, opportunities and gaps identified it will be important to develop a comprehensive strategy for filling potential programmatic and geographical gaps.

Building capacity amongst organizations working specifically with child protection and children will be essential, but also ensuring inclusion of service providers involved in wider humanitarian response is imperative²⁸.

- **Development of tools and guidelines**. In order to aid capacity building and standard setting, agreed principles for CPiE in the operating environment of an emergency response can be woven into development of emergency guidelines. Tools and guidelines should be specifically designed reflecting contextual components such as normative frameworks (both national and international), including the use of existing international guidelines such as the IASC guidelines on Separated Children, Mental Health and Psychosocial, GBV and the recently reviewed SPHERE. Other relevant tools include the interactive learning modules on CPiE and inter-agency assessment tool which can be easily adapted and disseminated as a preparedness measure.
- **Assessment, monitoring and information management** is noted as one of the strengths of the CP sector in Afghanistan, largely attributed to the CTFMRM and extensive regional CPAN networks.

Assessment, monitoring and reporting in emergencies are a significant challenge in the Afghanistan environment and circumstances such as limited and irregular access to

²⁶ Including human , financial and material

²⁷ This review includes a summary capacity building plan, but there is a need to further elaborate on capacity needs once a mapping exercise is completed and programmatic and geographical gaps are more evident.

²⁸ See below point on development of tools and guidelines

affected areas and populations are a considerable impediment. However, lack of assessment and inability to consolidate and analyze data on CPiE on an ongoing basis (outside the CTFMRM) has hampered development of meaningful response and advocacy strategies²⁹, and can affect resource allocation.

Ensuring mechanisms and modalities for assessing, monitoring, reporting, data analysis and information management are developed, agreed and disseminated prior to the onset of an emergency - can have a significant bearing on ability to formulate needs-based response, articulate much needed advocacy strategies and ensure systems are in place to respond to violations (in connection with referral mechanisms for services and potential redress). Developing strategies for assessment and monitoring in emergencies should form part of preparedness planning –including defining roles and responsibilities, capacity needs (geographical and technical) and information management systems - ideally based on existing communal networks and service providers.

- **Emergency Preparedness/ Contingency Planning.** With the unstable political situation, escalation of conflict, continued economic volatility, and occurrences of natural disasters; violence and displacement remain significant risk factors in Afghanistan. Solid contingency planning and emergency preparedness measures are critical³⁰. While efforts are underway to strengthen the APC, both in terms of ensuring a designated forum for coordination on protection issues, including mapping of roles and responsibilities and strategy development, it is equally important measures are taken to ensure that specific contingency and preparedness planning is undertaken specifically within the CP sector.
- **Cross-sector coordination and mainstreaming of CPiE.** With the activation of the cluster approach, valuable opportunities are presented for enhancing cross-sector coordination and mainstreaming of CPiE. This should be considered an integral part of emergency preparedness, contingency planning and potential response. For example, child protection concerns and considerations should be woven into planning for health

²⁹ Please note a working group on advocacy has recently been established in the N-CPAN although this group is currently focused on advocacy on regular programme issues.

³⁰ This is important both at the national and provincial level (especially in high risk areas).

(including in referral mechanism and services activated in emergencies)³¹, or camp planning and management. Other cross-cutting areas such as psychosocial or planning of services in and around Child Friendly Spaces (CFS), should all form part of preparedness planning, while also using these forums for identification of capacity building needs, gaps and opportunities in the wider humanitarian sector.

As noted above guidelines and tools can be a useful medium for ensuring minimum standards are applied and met in humanitarian response. Checklists may also be provided to other sectors both as a means of disseminating minimum standards and practical suggestions, they do however, usually also require a fair amount of follow-up and discussion for actual realization in implementation of planning and response³². As much as possible designated child protection focal points should ensure participation in wider sector coordination including other sector's coordination groups³³.

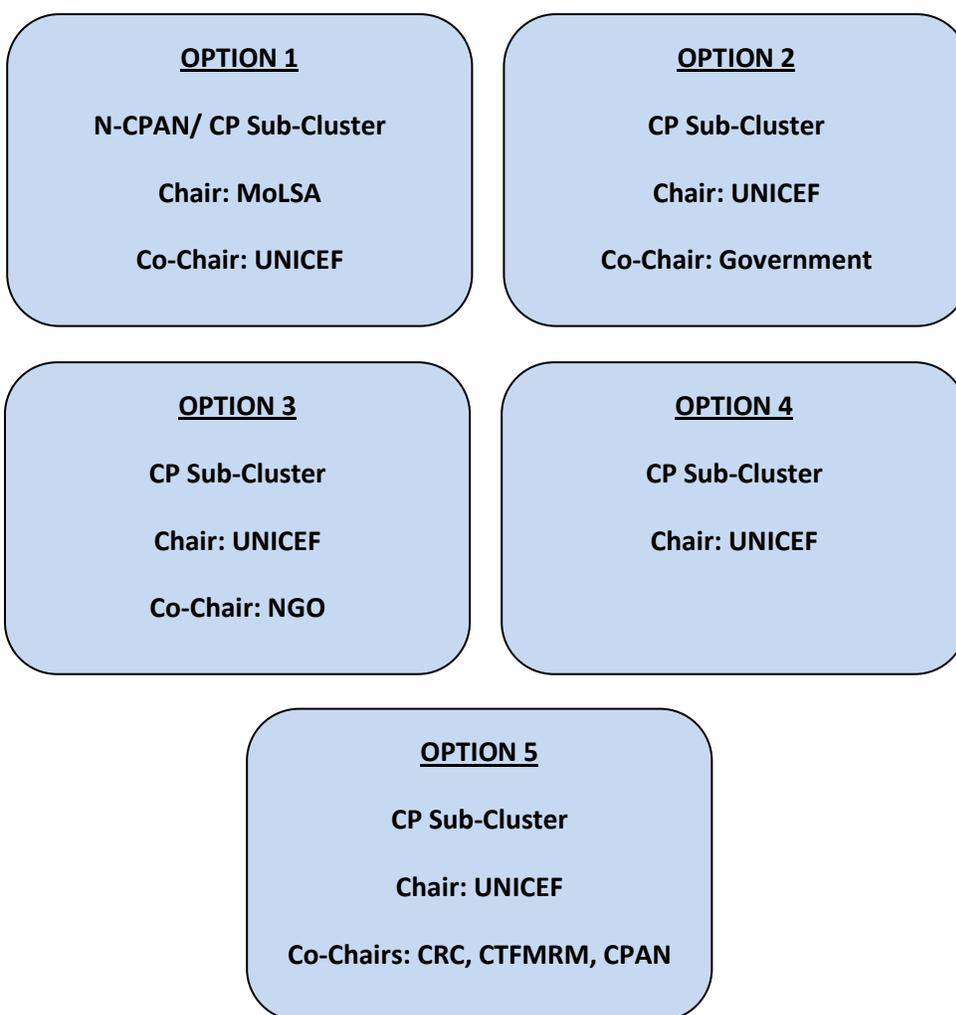
³¹ An example is the development of emergency guidelines for health workers planned by the Health Cluster, where CPIE can be integrated

³² There is always the risk with dissemination of checklists that organizations believe protection is “completed” once items on a checklist are checked off rather than thinking through the specific context and needs to ensure protection is holistically addressed.

³³ This can be a laborious task, but global experience indicates this can be a vastly meaningful exchange especially in the immediate to medium term stages of an emergency.

POTENTIAL MODEL OPTIONS FOR A CHILD PROTECTION SUB-CLUSTER IN AFGHANISTAN

Outlined below are 5 potential model options for CP sub-cluster structure, each include a brief summary of leadership structures, as well as a brief analysis of possible opportunities and constraints.



PLEASE NOTE, IN ALL OPTIONS IT WILL BE IMPORTANT TO ENSURE THE CPAN, CTFMRM AND CRC ARE INVOLVED AS MEMBERS OF A CP SUB-CLUSTER.

OPTION 1. N-CPAN ASSUMES THE DUAL ROLE OF A CHILD PROTECTION SUB-CLUSTER

Opportunities/ Strengths

- N-CPAN is an already established body which engages with a relatively broad range of actors within the child protection sector³⁴
- The CPAN has extensive provincial level networks³⁵; although not all are functional they are generally perceived positively and able to deliver on a number of CPiE issues.
- Utilizing an existing forum can alleviate the burden of organizations needing to attend additional monthly meetings and duplication of some efforts

Constraints/ Weaknesses/ Threats

- The scope of the N-CPAN is defined as: *“the context of post-conflict rehabilitation and development”*. This has a clear bearing on the perceived mandate of the forum and implications on where humanitarian issues “fit” under the current structure. Furthermore, there is a risk CPiE may end up a mere agenda item on an already full and comprehensive agenda
- Currently the N-CPAN is described³⁶ as unfocused and with little strategic direction and follow-up, mainly characterized by discussions on individual caseloads rather than overarching strategies, policy and technical frameworks.
- CPAN is essentially a UNICEF supported programme, - as such there is potential conflict of interest in remaining unbiased as a lead agency under the principles of humanitarian reform and the cluster approach
- A number of key agencies/ organizations currently involved in issues pertaining CAAC are not involved in the N-CPAN (but rather the CTFMRM), this would need to be addressed should the CPAN continue to assume the role as CP-sub-cluster

³⁴ This does, however, generally not include agencies and organizations involved in the CTFMRM (resulting no agencies involved in CAAC) or the CRC

³⁵ Please note there is a lack of clarity as to exactly how many CPAN's are active in all 28 provinces, also performance can vary significantly between provinces

³⁶ Please note this criticism was only reflected in discussions pertaining to the N-CPAN, not the provincial CPAN. The TOR of NCPAN is currently under review to be more result oriented.

OPTION 2. A SEPARATE CP SUB-CLUSTER IS ESTABLISHED WITH A GOVERNMENT CO-CHAIR

Opportunities/ Strengths

- Would allow for a more targeted and focused forum for addressing issues relevant to the CPiE and the CP sub-cluster exclusively (rather than as an additional item within an existing agenda)
- A government co-chair, may allow for additional government support to CPiE and improve government capacity in the area of CPiE

Constraints/ Weakness / Threats

- The politically sensitive nature of some CPiE issues may alienate participation from organizations who feel a government co-chair in this context is inappropriate
- In the event of sensitive advocacy issues arising, it may compromise UNICEF's position and relationship with government counterparts when addressing highly sensitive issues emerging as a result of an emergency while maintaining regular country programme activities and relationships

OPTION 3. A SEPARATE CP SUB-CLUSTER IS ESTABLISHED WITH AN NGO CO-CHAIR

Opportunities/ Strengths

- Allows for a more targeted and focused forum for addressing issues relevant to the CP sub-cluster exclusively (rather than as an additional item within an existing agenda)
- Promotes a less UN-centric approach and enables the principles of partnership to be more visible and understood
- Shares some of the workload of sub-cluster leadership
- Possible provision for a rotational chair, enabling the NGO community increased ownership and participation

Constraints/ Weaknesses/ Threats

- Where there are different perspectives/ views between the co-chair NGO and the sub-cluster lead (UNICEF) there are particular risks concerning the efficacy of advocacy with government on sensitive issues
- Risk of alienating government, who may perceive their role as a necessary (co-)chair

OPTION 4. A SEPARATE CP SUB-CLUSTER IS ESTABLISHED ONLY CHAIRED BY UNICEF

Opportunities/ Strengths

- Would allow for a more targeted and focused forum for addressing issues relevant to the CP sub-cluster exclusively (rather than as an additional item within an existing agenda)
- May be the only option if an NGO and government co-chairs are ruled out

Constraints/ Weaknesses/ Threats

- UN-centric approach, can alienate NGO's and possibly government

OPTION 5. A SEPARATE CP SUB-CLUSTER IS ESTABLISHED WITH THE CPAN, CTFMRM AND CRC CO-CHAIRS

This option was suggested by some stakeholders during the review process and entails each existing forum i.e. N-CPAN, CTFMRM and CRC - dedicating a focal point from each forum to meet monthly and address issues as a core advisory group feeding back to the APC and conversely back to their respective forums³⁷. Provisions would need to be made to ensure some processes and decisions were made as a wider group combining respective participants from each forum (such as strategy and work plan development, training, assessment development etc.), but regular monthly meetings would only be held with the three focal points.

Opportunities/ Strengths

- Alleviates the wider sector from attending in monthly meetings, of which there are already deemed to be too many

Constraints/ Weaknesses/ Threats

- Detracts from the participatory and democratic processes involved in a cluster approach
- Limits stakeholder engagement in focused involvement on issues pertaining to CPiE on a regular basis, including mainstreaming initiatives
- Limits sense of "ownership" of a CP sub-cluster and roles/ responsibilities of the wider CP sector

³⁷ This would need to be established as part of a collective decision based on wider consensus.

ANNEX A.

Preliminary Report: Review of the Child Protection Sub-Cluster in Afghanistan

Child Frontiers

7/30/2010

This report aims to summarize the status of coordination arrangements for Child Protection at the national level in Afghanistan, including participation, effectiveness, bottlenecks and opportunities. The report is predominantly based on review of existing literature and an online survey. The aim of this report is not to elaborate on recommendations for a Child Protection Sub-Cluster, which will be submitted in a subsequent final report.

Table of Contents

Introduction	p. 3	
Background	p. 3	
Limitations of the Review	p. 4	
Existing Child Protection Bodies and Forums in Afghanistan		p. 4
Child Protection Action Network	p. 4	
Regional CPAN		p. 4
National CPAN		p. 4
Country Taskforce on Monitoring and Reporting		p. 5
Child Rights Consortium		p. 5
Key Findings	p. 6	
Protection Cluster and the Child Protection Sub-Cluster		p. 7
Protection cluster	p. 7	
Information Management		p. 7
Child Protection Sub-Cluster	p. 7	
Key findings	p. 8	
Annex A.	p. 9	
Summary of Key Findings		
Annex B.	p. 11	
Table 2. Summary of Existing Child Protection Coordination Forums		
Annex C.	p. 13	
List of documents reviewed		
Annex D.		
See Attached Survey Questions		

Introduction

This report aims to summarize the status of coordination arrangements at the national level in Afghanistan, including participation, effectiveness, bottlenecks and opportunities, with a specific focus on the humanitarian context and Child Protection in Emergencies (CPIE).

The report is predominantly based on review of existing literature³⁸ and an online survey^{39, 40} developed specifically to support the review of the Child Protection Sub-Cluster in Afghanistan. In addition, the results of some consultations with UNICEF and other key child protection actors are also reflected in this report, although further findings from bilateral discussions will be presented in more detail in a final report⁴¹.

Although the overall objective of the review is to assess the structure and functions of the Child Protection Sub-Cluster in Afghanistan, this necessitates reflection on wider Child Protection coordination bodies in Afghanistan – in particular the Child Protection Action Network (CPAN) and the Country Taskforce on Monitoring and Reporting Mechanism on child rights violations in armed conflict (CTFMRM).

Background

23 years of civil war and unrest compounded with endemic poverty have exacerbated existing child protection issues and given rise to new child protection concerns in Afghanistan; in particular related to children affected by armed conflict (CAAC) and displacement. In addition, Afghanistan is prone to a host of natural disasters⁴², further increasing the risks posed to children in emergencies.

It is important to acknowledge the dual approach amongst UN agencies and INGO's in the Afghanistan context. The majority of organizations (in particular at the national level) are recovery and development oriented – focusing on longer-term institutional capacity building and normative frameworks. However, humanitarian needs are prevalent in significant parts of the country given the ongoing conflict and regular frequency of natural disasters, these issues are dealt with on a more ad/ hoc basis.

In Afghanistan the Cluster Approach was activated in 2008 – under the auspices of the Humanitarian Coordinator (HC). The Afghanistan Protection Cluster (APC) was established shortly after, but only more recently became active in 2009. In accordance with UNICEF's global commitments to the Protection Cluster, a Child Protection Sub-Cluster was convened in February 2009, and a strategy outlined amongst partners in the group. Relatively few activities have subsequently been undertaken and there is a need to take stock in terms of what functions are in place and what needs to take place in order for the Child Protection Sub-Cluster to be effective and plan for the future.

³⁸ Please see annex A for a full list of documents reviewed

³⁹ Please see annex C for survey questions

⁴⁰ For the purpose of this report relevant analysis will be extracted from the survey data, however, a full compilation of data from the survey findings will be provide to UNICEF in aggregated form.

⁴¹ This report is a preliminary report and developed while consultations with key organizations in Afghanistan are ongoing. A final report will be submitted which will elaborate in more detail findings from consultations along with key recommendations

⁴² Including earthquakes, floods, drought etc.

Limitations of the Review

During the course of the review it became apparent that a formal “Child Protection Sub-Cluster” did not currently exist in the Afghanistan context, this gave rise to some confusion amongst organizations participating in the review and online survey. As such, many organizations focused their responses on existing coordination mechanisms such as the N-CPAN – including opportunities and gaps, with a view to how improve coordination for child protection in general and CPIE.

Existing Child Protection Bodies and Forums in Afghanistan

In order to effectively take stock of how the CP sub-cluster has been conceptualized to date and opportunities and challenges, it is important to have a basic understanding of existing child protection forums and bodies in Afghanistan (please see Table 2. Summary of Existing CP Forums in Afghanistan in Annex B).

Child Protection Action Network

The Child Protection Action Network (CPAN) is a network of organizations, including governmental, national NGO's, INGO's, civil society and legal aid organizations. At the regional/provincial level - the CPAN was first initiated in a select number of provinces in 2003, with a subsequent wider regional roll-out in 2006. CPAN's were established as a means of mitigating the absence of formal mechanisms for addressing child protection at the provincial level. Regional CPAN's essentially act as referral networks linking service providers and child protection actors – enabling practical follow - up on individual caseloads of children and families.

Although existing documentation states the CPAN is active in 28 provinces of Afghanistan, this is noted by respondents to not to be the case in reality. It is widely accepted, that although CPAN is functional and deemed successful in a number of provinces⁴³, in many provinces their status is currently not known.

National Child Protection Action Network (N-CPAN)

In 2008/2009 a national level CPAN was established – with the aim of enabling a forum providing technical support and follow-up to regional CPAN's where necessary, but more importantly as a body for strategy development, policy formulation and advocacy.

While the key objectives of the N-CPAN in theory focus on over-arching technical functions such as strategy and policy development, advocacy and information consolidation and management, the majority of respondents indicate these functions are currently not being met. In turn the inability of the N-CPAN to meet these key strategic functions is leading to diminished buy-in and participation of organizations (despite initial commitment from N-CPAN members both to

⁴³ There is uncertainty about the exact number of provinces the CPAN' s are active and indeed successful. A review of regional CPAN's is planned later in 2010.

designate a senior programme staff and ensure regular participation⁴⁴). Instead meetings are described as poorly organized, unfocused and with little strategic direction, - mainly characterized by discussions on individual caseloads rather than overarching strategies and technical frameworks within the child protection sector. In addition, a key concern expressed regarding the N-CPAN is the lack of designated follow-up leading to repetitive agenda's with little concrete progress and outcomes. The ToR of the NCPAN is currently under review, to reflect a more detailed approach to advocacy and outline a more result oriented framework.

Although regular reporting systems appear to be functional and systematic from the regional CPAN's to the N-CPAN, this information is not consolidated in a meaningful way at the national level, obstructing an ongoing national analysis and centralized hub of information management. Establishing modalities for information management and analysis are critical in informing programmatic and geographical gaps, resource mobilization, and in articulating advocacy strategies⁴⁵.

Important for the purposes of this review; is to note that according to the N-CPAN ToR the scope of work is defined as: *"the context of post-conflict rehabilitation and development"*⁴⁶. This has a clear bearing on the perceived mandate of the forum and implications on where humanitarian issues "fit" under the current structure.

Country Taskforce Monitoring and Reporting (CAAC)

The Afghanistan Country Task Force on children affected by armed conflict was established in July 2008. The Task Force is co-chaired by UNICEF and UNAMA and current members are UNODC, WHO, OCHA, OHCHR, UNHCR, the Afghanistan Independent Human Rights Commission and Child Fund Afghanistan (an NGO who accepted anonymity as a condition of membership)⁴⁷. Despite the sensitive nature of CAAC - MRM, the CTFMRM encourages links to existing protection and information networks such as the APC, Education Cluster, WASH Cluster, CPAN etc.

In April 2010 regional task forces were established in eastern, south-eastern, western and central regions. The CTFMRM is currently developing a strategy on how to provide technical support and capacity building to the regional task forces, while also clarifying modalities for information exchange to and from both levels.

The CTFMRM is widely acknowledged as a key child protection body amongst child protection actors, despite not being party to it directly. Monitoring and reporting are attributed as one of the strongest aspects of child protection within Afghanistan due to the very activities of the CTFMRM.

⁴⁴ The agreed N-CPAN ToR stipulates: "... members will sign an agreement to participate on a regular basis. Aiming the core group members, if any of them miss three meetings consecutively they will not be allowed to participate in the next three meetings."

⁴⁵ At the time of writing, the "Advocacy Working Group" conducted their first meeting 26th July 2010.

⁴⁶ See page 1. N-CPAN ToR

⁴⁷ Given the sensitive nature of MRM issues there are limitations on "open" participation within the wider CP sector.

However, the CTFMRM has a limited and very specific mandate, in this regard a more systematic and predictable response to CAAC is not guaranteed with the MRM framework.

Child Rights Consortium

The Consortium on Child Rights (CRC) is a Terre des Hommes (TDH) programme, initiated as part of an EC funded project. The CRC is described “not as a coordinating body, but an implementing body”, whereby certain programme objectives are defined within 4 year cycles. Initially the CRC consisted of 5 national organizations with TDH in the lead; however, more recently the CRC is made up of 3 national organizations and TDH⁴⁸.

Furthermore, TDH has recently seconded a Child Protection Advisor to MoLSA, to provide “on the job” capacity building while also executing various key activities to improve capacity of the Ministry over the longer-term, such as conducting a mapping exercise of Child Protection actors in Afghanistan.

Information on the CRC’s structure, objectives and activities are not clear at the time of writing this report. However, importantly a number of respondents note duplication in efforts between UNICEF and TDH, specifically pertaining to the N-PAN and the CRC. More recently UNICEF CP has started engaging with the CP advisor seconded to MOLSA on a regular basis.

Preliminary Key Findings:

- **Agenda’s and remits of both the CPAN and CRC are development oriented. This poses some challenges in terms capacity and will to engage in meaningful dialogue on children in humanitarian contexts.**
- **There is a need for capacity building on CPiE. This should be in place as a precursor to discussions on strategies and action plans on CPiE.**
- **The CTFMRM mandate is quite specific and due to its sensitive remit does not allow for wider engagement of the sector on a regular basis. This limits the responses to CAAC to that of mainly MRM, with unsystematic and individual approaches to CAAC.**
- **Monitoring and reporting are considered to be the key strength of the child protection sector (largely attributed to CTFMRM and extensive regional networks within the CPAN and regional CTFMRM monitors)**
- **Planning and strategy development, advocacy and resource mobilization are considered to be the weakest components within child protection coordination at the national level.**
- **Key priorities for national level CPiE (and more general CP) coordination include (in order or priority;**

⁴⁸ At the time of writing it was still not clear exactly which organizations were part of the CRC or why membership had reduced from 5 to 3.

- **Planning and strategy development**
- **Advocacy**
- **Ensuring application of minimum standards**
- **Establishing and/ or strengthening partnerships**

The Afghanistan Protection Cluster and Child Protection Sub-Cluster

Afghanistan Protection Cluster

As noted earlier, the Afghanistan Protection Cluster (APC) was activated in 2008/ 2009. Due to the politically sensitive nature of numerous protection concerns in Afghanistan⁴⁹ the APC is confined to humanitarian protection agencies. In 2009 the APC has limited its scope to addressing issues which are i.) Humanitarian in nature⁵⁰ or, ii.) Have a direct link to the impact of armed conflict on civilians.⁵¹

Table 1. Structure of the Protection Cluster and Sub-Clusters in Afghanistan

Afghanistan Protection Cluster (APC) Chair: UNHCR Deputy Chair: NRC			
Child Protection Sub-Cluster <i>Focal point agency:</i> UNICEF	Gender Based Violence Sub-Cluster <i>Focal Point agency:</i> UNFPA	Landlessness and Land Tenure Taskforce <i>Focal Point Agency:</i> UNHCR jointly with NRC	Internally Displaced Persons (IDP's) Taskforce <i>Focal Point Agency:</i> UNHCR

The Child Protection Sub-Cluster is one of 4 sub-clusters activated with the APC. All sub-clusters have been slow to activate in a practical sense, with the exception of the IDP Taskforce, - this can be partially attributed to activities being an extension of UNHCR's existing programmes.

The Protection Cluster has activated several regional Protection Sub-Clusters⁵² through using existing programme networks, such as regional IDP taskforces.

Reporting and Information Management

⁴⁹ Such as; conflict induced displacement, violation of rights, targeting of civilians by armed groups, redress and restitution, access to humanitarian space etc.

⁵⁰ Including conflict induced or as a result of natural or man-made disasters

⁵¹ See APC 2009 Strategy

⁵² Exact number not clear

To date the Child Protection component of APC monthly reports are based on feedback from the N-CPAN and the CTFMRM, highlighting specific incidents or caseloads being addressed at the regional level.

The IDP Taskforce also includes some disaggregated information specifically on estimated numbers of IDP children, however, not on a regular or systematic basis.

Child Protection Sub-Cluster

There is currently no active Child Protection Sub-Cluster in Afghanistan. In February 2009 a “Child Protection Sub-Cluster” meeting was convened with the aim of developing a shared strategy and action plan. Although these two documents were produced as a result of the meeting, there has been no real follow-up since⁵³.

The forum convened on this occasion as the Child Protection Sub-Cluster, was essentially the N-CPAN. This has led to confusion amongst child protection actors involved as to what the difference between the N-CPAN and Child Protection Sub-Cluster is, if any.

Furthermore, utilizing the N-CPAN forum for addressing CPiE issues is described as a “difficult transition” given the development oriented nature of the CPAN. This can still enable effective individual casework at the regional level, but lack of technical expertise at the national level, and subsequent systematic approach to CPiE.

Inter-cluster Coordination

The task of inter-cluster coordination lies with UN-OCHA. In the Afghanistan context, it is generally reported that OCHA have been weak, and follow-up with Clusters on an individual basis has been infrequent and unsystematic. In addition, sub-clusters in particular have not received any follow-up or support from OCHA⁵⁴.

Key Findings

- **There is an urgent need to clarify within the sector what is meant by the Child Protection Sub-Cluster and N-CPAN – at the moment these two terms are used inter-changeably and leading to more confusion (both within the CP sector and within other sectors)**
- **Familiarity on Humanitarian Reform and the Cluster Approach is very low amongst actors in the Child Protection sector. Although some are aware the APC exists they are not sure what the APC does or what their role is vis-à-vis the APC.**
- **A number of Clusters are actively seeking how to better mainstream protection, and more specifically Child Protection in their sectoral activities – this poses considerable opportunities for addressing CPiE more holistically.**

⁵³ Please note there are a number reasons why follow-up was not initiated, one of the main reasons being staff-turnover, and over-stretched capacities within the UNICEF CP unit.

⁵⁴ At the time of writing, OCHA was very under-staffed and recruitment was ongoing.

- **In order to effectively establish a Child Protection Sub-Cluster in line with principles of accountability, predictability and partnership there is a need to separate UNICEF's programme function from a Sub-Cluster leadership role. Otherwise, the set-up runs the risk of being biased, posing a conflict of interest and leading to continued confusion within the sector.**
- **Staff turnover remains a considerable impediment to coordination in Afghanistan**

Summary Key Findings:

1.	Agenda's and remits of both the CPAN and CRC are development oriented. This poses some challenges in terms capacity and will to engage in meaningful dialogue on children in humanitarian contexts.
2.	Familiarity with child protection in humanitarian contexts is limited. There is a need for capacity building on CPiE. This should be in place as a precursor to discussions on strategies and action plans for CPiE.
3.	The CTFMRM mandate is very specific and due to its sensitive remit does not allow for wider engagement of the sector on a regular basis. This limits the responses to CAAC to that of mainly MRM within a relatively narrow group, with unsystematic and individual approaches to CAAC on a wider basis.
4.	Monitoring and reporting are considered to be the key strength of coordination within the child protection sector - largely attributed to CTFMRM and by virtue of extensive regional level networks – both with the CPAN and CTFMRM regional monitors.
5.	Planning and strategy development, advocacy and resource mobilization are considered to be the weakest components in within child protection coordination.
6.	Key priorities identified for national level CPiE (and more general CP) coordination include (in order or priority); <ul style="list-style-type: none"> - Planning and strategy development - Advocacy - Ensuring application of minimum standards - Establishing and/ or strengthening partnerships
7.	There is an urgent need to clarify within the sector what is meant by the Child Protection Sub-Cluster and N-CPAN – at the moment these two terms are used inter-changeably and leading to more confusion (both within the CP sector and within other sectors).
8.	Familiarity on Humanitarian Reform and the Cluster Approach is very low amongst actors in the Child Protection sector. Although some are aware the APC exists they are not sure what the APC does or what their role is vis-à-vis the APC.
9.	A number of Clusters are actively seeking how to better mainstream protection, and more specifically Child Protection in their sectoral activities – this poses considerable opportunities for addressing CPiE more holistically.
10.	In order to effectively establish a Child Protection Sub-Cluster in line with principles of accountability, predictability and partnership there is a need to separate UNICEF's regular programme function from a Sub-Cluster leadership role. Otherwise, the set-up runs the risk of being biased, posing a conflict of interest and leading to continued confusion within the sector.
11.	Staff turnover remains a considerable impediment to effective coordination in Afghanistan

Summary of Existing Child Protection Coordination Forums

Forum	Scope	Chair (s)	Participants	Frequency of Meetings	Opportunities	Constraints
National Child Protection Action Network	Post-conflict rehabilitation and development.	Deputy Minister MOLSA, UNICEF secretariat	Wide range of government bodies, national NGO's, INGO's	Monthly	<ul style="list-style-type: none"> - The CPAN network is extensive, and generally perceived to function well at the regional level (in key provinces). - Given the extensive nature of regional CPAN the N-CPAN has the potential to collate, analyze and manage critical information on child protection – contributing to an ongoing situation analysis of the child protection situation and needs in Afghanistan - Potential inter-sectoral collaboration with other ministries 	<ul style="list-style-type: none"> - N-CPAN Meetings are unfocused with poor preparatory organization and follow-up (i.e. dissemination of agenda, ensuring all participants receive invitations, ensuring translation is available etc.) - N-CPAN meetings characterized by discussions on individual caseloads, rather than overarching technical role as defined in ToR⁵⁵ - Little “action” resulting from meetings i.e. no delegation of action points and sense of accountability, lack of follow-up on action points in the short and medium term - Government counterparts coordination skills weak
Country Task Force on Monitoring and Reporting	Monitoring and reporting specifically on CAAC	UNICEF and UNAMA	UNODC, WHO, OCHA, OHCHR,	Monthly meetings. Bi-annual meetings	<ul style="list-style-type: none"> - The CTFMRM is acknowledged as a strength and asset to child protection actors 	<ul style="list-style-type: none"> - The MRM mandate is very specific and due to its sensitive remit not allow for wider engagement of

⁵⁵ Such as strategy and policy development, advocacy and monitoring.

Review of the Child Protection Sub-Cluster in Afghanistan

Mechanism (CAAC)			UNHCR, the Afghanistan Independent Human Rights Commission and Child Fund Afghanistan	at senior level	<ul style="list-style-type: none"> - in Afghanistan, and allows for a - The CTFMRM endeavors to ensure multi-sectoral engagement in addressing MRM and CAAC more holistically 	the sector on a regular basis. This limits the responses to CAAC to that of mainly
Child Rights Consortium		Terre des Hommes (TDH)	3 organizations	Monthly	<ul style="list-style-type: none"> - A Child Protection Advisor has been seconded to MOLSA. This poses considerable opportunities both for building technical capacity within the ministry, and institutionalizing the role of a national level actor (for example in mapping and information management) 	<ul style="list-style-type: none"> - The CRC is limited in number and funded from one source exclusively. - Until recently there were duplication efforts between the CRC and CPAN (this is, however, being addressed)
Child Protection Sub-Cluster	Strategy, advocacy, ensuring minimum standards, mainstreaming, fostering partnerships and resource mobilization for CPiE	UNICEF Co-lead?	N/A	N/A	<ul style="list-style-type: none"> - Existing forums pose a valuable means of identifying potential actors and response mechanisms (provided capacity on CPiE is addressed) 	<ul style="list-style-type: none"> - Although the CP Sub-Cluster exists in theory, it is not currently active - The development oriented nature of CP actors at the national level has impeded meaningful dialogue, and follow up on action points pertaining specifically to CPiE

Documents Reviewed

General Background

Ministry of Labour and Social Affairs “National Strategy for Children at Risk”, Kabul

Child Protection Action Network

National Child Protection Action Network Terms of Reference

National Child Protection Action Network, Meeting minutes, 13th July 2010

Children Affected by Armed Conflict - Monitoring and Reporting Mechanism

Afghanistan CTFMRM, Concept Note

Afghanistan CTFMRM, Terms of Reference

CTFMRM, Meeting Minutes, 20th January 2010, Kabul

SER MRMTF, Meeting Minutes, 12th May 2010

Sixth ER MRM TF, Meeting Minutes 13th May, 2010

Government of Afghanistan, Steering Committee on Children and Armed Conflict, Terms of Reference

Report of the Secretary General on Children Affected by Armed Conflict in Afghanistan, 10th November 2008

Working Group on Children in Armed Conflict – Conclusions on Children and Armed Conflict in Afghanistan

Office of the Special Representative of the Secretary General for Children and Armed Conflict; Afghanistan Mission Report, 20-26 February 2010

Prevention of the Use of Schools and Healthcare Facilities for Electoral Purposes during Afghan Elections 2010

Children in Armed Conflict – Monitoring and Reporting Mechanism – UNICEF Internal Update, May 2010

UNICEF; Terms of Reference – MRM Project Consultant

Afghanistan Cluster Approach

Afghanistan Protection Cluster (APC0, Terms of Reference, Kabul

Afghanistan Protection Cluster (APC) 2009 Strategy, Kabul

Afghanistan Protection Cluster (APC) Meeting Minutes – 17th February 2010, Kabul

Afghanistan Protection Cluster (APC) Meeting Minutes – 24th March 2010, Kabul

Afghanistan Protection Cluster (APC) Meeting Minutes – 14th April 2010, Kabul

Afghanistan Protection Cluster (APC) Meeting Minutes – 19th May 2010, Kabul

Afghanistan Protection Cluster (APC) Meeting Minutes – 23rd June 2010, Kabul

Child Protection Sub-Cluster, Monthly APC Report – February 2009

Child Protection Sub-Cluster, Monthly APC Report – June 2009

Child Protection Sub-Cluster, Monthly APC Report 0- July 2009

Afghanistan Child Protection Sub-Cluster (UNICEF) Strategy, February 20

Afghanistan Child Protection Sub-Cluster (UNICEF) 2010 Work-plan

Afghanistan Min Action (UNMAGA) 2010 Work-plan

Afghanistan Landlessness and Land Tenure Task Force (UNHCR) 2010 Work-Plan

Afghanistan National IDP Taskforce (UNHCR) 2010 Work-plan on Internal Displacement

Afghanistan Protection Of Civilians/ Human Rights (OHCHR) – 2010 Work-plan

Afghanistan Gender-Based Violence (UNFPA) – 2010 Work-plan

Education Cluster (UNICEF), Terms of Reference

WASH Cluster (UNICEF, Terms of Reference

Funding

Afghanistan Emergency response Fund (ERF), Concept Note

CERF

HAP

Other

UNICEF, Core Commitments for Children in Humanitarian Action, May 2010

Protection Cluster Working Group (PCWG), Generic ToR for Cluster Leads, Geneva

UNICEF, Child Frontiers (2009); “Child Protection Coordinators Handbook”

Web-based Sources

- www.humanitarianreform.org
- www.onerresponse.com
- www.ochaonline.org

Annex B. Initial Capacity Building Plan: Child Protection Sub-Cluster in Afghanistan

Initiative	Objective	Who?	How?
CPiE Training	To provide CP actors in Afghanistan with a basic foundation in CPiE. Including articulating what CPiE entails in the Afghanistan context.	<ul style="list-style-type: none"> - National level CP actors including N-CPAN, CTFMRM and CRC - Regional level actors, especially those in high-risk areas 	<ul style="list-style-type: none"> - Workshop to be conducted bringing together regional level child protection actors - A workshop to be conducted bringing together national level actors (with inputs from the regional level workshop) <p><i>With support from NYHQ/ UNICEF Regional Office?</i></p>
Humanitarian reform/ Cluster Approach	To familiarize CP actors with basic principles of humanitarian reform and the cluster approach	<ul style="list-style-type: none"> - Key national and regional level CP actors (especially those from high risk areas) 	<ul style="list-style-type: none"> - Briefing note to be translated and disseminated to key actors - Brief workshop to be conducted outlining key principles of humanitarian reform, and the application of the cluster approach in Afghanistan – in particular the APC, it's sub-clusters and the CP sub-cluster <p>- <i>With Support from OCHA and APC?</i></p>
CPiE Assessment Tool	One of the key priorities identified during the review was the inability to assess CPiE and the negative impact this was having on ability to define CPiE needs and determine response and articulate advocacy.	<ul style="list-style-type: none"> - Key national and regional level CP actors (especially those in high-risk areas) 	<ul style="list-style-type: none"> - Training on CPiE assessment with the overall objective of a basic assessment tool being adapted to the Afghanistan context. - Regional level training in high risk

	<p>To build capacity in how to develop and conduct CPiE assessments with a view to:</p> <ol style="list-style-type: none"> 1.) Adapting and developing a rapid assessment tool for the Afghanistan context 2.) Deliver training on use of the CPiE rapid assessment tool developed 3.) Formulate key questions to be incorporated in wider multi-sector assessments 		<p>areas</p> <p><i>With support from NYHQ/ UNICEF Regional Office?</i></p>
Mainstreaming CPiE	<p>Equipping (multi-sectoral) humanitarian actors with basic understanding and skills in CPiE</p>		<ul style="list-style-type: none"> - Briefing document developed and disseminated within other clusters (and other forums where relevant) - Briefing conducted for other clusters - Ensure through inter-cluster coordination that CPiE is reflected where possible in tool and standard development amongst other clusters especially those for service providers - Ensure CP questions developed for multi-sector assessments are incorporated in assessment tools
CP Coordinators Training	<p>Ensuring staff involved in CP Coordination at the country level are equipped</p>		<ul style="list-style-type: none"> - Staff to participate in CP Coordinators training <p><i>Liaise with UNICEF Geneva/ CPWG</i></p>

ANNEX C. OVERVIEW OF PROPOSED MODEL OPTIONS

MODEL OPTIONS	STAFFING	STRENGTHS	WEAKNESSES
<p>Option 1. N-CPAN used as CP sub-cluster (lead by MoLSA, with UNICEF support)</p>	<p>This approach currently implies the MoLSA DM as lead with UNICEF secretariat support through a UNICEF CP officer.</p>	<ul style="list-style-type: none"> - Extensive provincial level network - Using an existing forum can mitigate members already participating in the N-CPAN from participating in another “parallel” structure, and avoid inevitable strain on staff time who are already inundated with monthly meetings 	<ul style="list-style-type: none"> - N-CPAN is largely characterized as unfocused and lacking in ability to address wider overarching issues such as national level strategies, policy and advocacy - Conflicting mandate to that of a CP sub-cluster, focused on post-conflict rehabilitation and development, not humanitarian contexts - Risk of CPiE only ending up as an agenda item rather than a focused area realizing the role of a sub-cluster lead - A number of key actors do not participate in the N-CPAN - CPAN is essentially a UNICEF supported programme, potential conflict of interest in remaining unbiased as a lead agency under the principles of humanitarian reform and the cluster approach -
<p>Option 2. (Separate) CP sub-cluster is established, with a government co-chairing meetings</p>	<p>Requires a dedicated UNICEF staff and dedicated staff within government. Additional support such as administrative and information</p>	<ul style="list-style-type: none"> - Would allow for a more targeted and focused forum for addressing issues relevant to the CPiE and the CP sub-cluster exclusively (rather than as an additional item within an existing agenda) - A government co-chair, may 	<ul style="list-style-type: none"> - Some organizations are not comfortable addressing potentially sensitive political concerns in a government led forum - In the event of sensitive advocacy issues arising, it may compromise UNICEF’s position and relationship

	management needs will need to be considered.	allow for additional government support to CPiE and improve government capacity in the area of CPiE	with government counterparts when addressing highly sensitive issues emerging as a result of an emergency while maintaining regular country programme activities and relationships
Option 3. (Separate) CP sub-cluster is established with an NGO co-chair	Requires a dedicated UNICEF staff and an appointed staff from a nominated and willing NGO (possibly with a rotational chair set-up). Additional support such as administrative and information management needs will need to be considered.	<ul style="list-style-type: none"> - Allows for a more targeted and focused forum for addressing issues relevant to the CP sub-cluster exclusively (rather than as an additional item within an existing agenda) - Promotes a less UN-centric approach - Shares some of the workload of sub-cluster leadership - Possible provision for a rotational chair, enabling the NGO community increased ownership and participation - 	<ul style="list-style-type: none"> - Where there are different perspectives/ views between the co-chair NGO and the sub-cluster lead (UNICEF) there are particular risks concerning the efficacy of advocacy with government on sensitive issues - Risk of alienating government, who may perceive their role as a necessary (co-)chair
Option 4. (Separate) CP sub-cluster is established with only a UNICEF lead	Requires a dedicated UNICEF staff. Additional support such as administrative and information management needs will need to be considered.	<ul style="list-style-type: none"> - Would allow for a more targeted and focused forum for addressing issues relevant to the CP sub-cluster exclusively (rather than as an additional item within an existing agenda) - May be the only option if an NGO and government co-chairs are ruled out 	<ul style="list-style-type: none"> - UN-centric approach, can alienate NGO's and possibly government

<p>Option 5.</p> <p>Dedicated focal points from CPAN, CTFMRM and CRC all meet monthly to coordinate and provide regular feedback channels to APC and their respective bodies. All relevant members of these 3 forums meet a few times a year, to develop shared strategy, vision and priorities.</p>	<p>Requires staff member dedicated to N-CPAN, staff member dedicated to CTFMRM and CRC dedicated staff member to act as focal points, both in convening wider members for CP sub-cluster agenda, and providing while also ensuring regular monthly liaison with the APC</p>	<ul style="list-style-type: none"> - Alleviates the wider sector from attending in monthly meetings, of which there are already deemed to be too many 	<ul style="list-style-type: none"> - Detracts from the participatory and democratic processes involved in a cluster approach - Limits stakeholder engagement in focused involvement on issues pertaining to CPiE on a regular basis, including mainstreaming initiatives - Limits sense of “ownership” of a CP sub-cluster and roles/responsibilities of the wider CP sector
---	---	--	---