

TRANSMONEE 2014

Guidance for Country Analytical Report (CAR)

Issued: 20 August 2014

Deadline: 24 November 2014

Alternative care provision for children

INTRODUCTION

The TransMonEE Project last conducted a comprehensive data-collection exercise regarding alternative care for children in Central Eastern Europe and the Commonwealth of Independent States (CEE/CIS) in 2008, with a particular focus on family-based care. Since that time, efforts have been made in many countries in the region to develop more effective services – from family support and strengthening programmes to systematic “gate-keeping” – to prevent wherever possible the need for recourse to placements in alternative care. Even so, the rate of children in formal care has often not diminished, and in some cases has actually risen. Similarly, there have been various initiatives to improve the conditions under which such care is offered, notably through the development of family-based care settings (such as foster and guardian care) but the significant de-institutionalization of alternative care systems is still not a reality in most countries.

Since that time too, the United Nations General Assembly has approved Guidelines for the Alternative Care of Children (2009), which now provide the kind of globally-agreed detailed guidance for policy and practice in this sphere that had previously been lacking. The importance they give to preventive efforts, the recognition of informal arrangements, the promotion of family-based alternative care and the need for de-institutionalization strategies serves to both stimulate and facilitate progress.

The 2014 Data Collection Exercise

Against this overall background, there is consequently a need both to up-date the 2008 data and to adjust the scope of and emphasis of the information to be collected. UNICEF has an important role to play in working with governments to assist in data collection and to improve how this is done. The aim is to enhance even further the direct contribution that hard data collected through National Statistical Offices can make to child protection systems – providing a basis for policy development, strategic planning and programming, by governments in the region, UNICEF and all others concerned with responding appropriately to children in alternative care or at risk of being so. The Country Analytical Reports (CARs) collected through TransMonEE are unique not only in making available in-depth information on key issues but also in indicating the strengths and weaknesses of the data collection systems, and thus of the data itself. In addition, information obtained from this exercise will be used to construct profiles of the childcare systems in the various countries of the region.

Objectives of the 2014 CAR

The main objectives of the 2014 CARs are:

1. To improve our general understanding of the functioning of the alternative care system for children in each country
2. To ensure that terminology used reflects, or is compatible with, definitions in the 2009 UN Guidelines
3. To understand more clearly how data on children in alternative care are collected in each country and encourage the development of a unified methodology for data collection
4. To provide information for development of country profiles concerning alternative care provision.

Advice on data collection procedure and report writing

Information should be collected from the statistical office, from any databases developed and monitored under other Ministries (e.g. Ministries of Social Welfare and Labour), and from any official documentation such as policy documents, decrees, regulations, official guidelines etc. Please specify the reference to documents. If there is a UNICEF office in your country, you can also request the support of the UNICEF technical staff in clarification of terms and in obtaining necessary resource materials.

The report should include the following elements:

- Introduction
- Section 1. The definitions matrix: fill in the grey cells as per instructions of table 1, then copy table into your report. Please add additional terms at the bottom of the table, if appropriate for your country.
- Section 2: System assessment: write section that answers questions and fill in the grey cells as per instructions of table 2 and 3 and copy tables into report
- Section 3: Description of data system: write sections that answers the questions provided in section 3.
- References: provide any references to published/unpublished sources (note: any additional statistical tables or information can be added to an annex)

SECTION 1: DEFINITIONS MATRIX

Table 1. Definitions of key terms

Term	UNICEF working definition/explanation	<u>Your country: definitions/explanation/legal references/data collection</u> <i>Explain if your country's understanding of this expression is different. Please answer all questions and provide details with examples. Please indicate clearly where data are not available or of poor quality and the reasons for this. Please refer to appropriate legislation. Please provide additional comments on your country context and other remarks, if possible.</i>	
		English	National language
Children	Every human being below the age of 18 years (CRC Art 1)		
	Formal family-based care		
Foster care	<p>Situations where children are placed by a competent authority for the purpose of alternative care in the domestic environment of a family other than the children's own family, that has been selected, qualified, approved and supervised for providing such care. <i>(para 29.c.ii) (source: 2009 UN Guidelines for the alternative care of children)</i></p> <p><i>How is data collected on foster care? Who/which ministry is responsible? Please explain what definitions/ classification systems are used to collect data. Please define all terms used in your country, and common English translations if relevant (e.g. "maternal assistants")</i></p>		
Guardian	<p>A guardian is a legally appointed adult representative for a child. The guardian's function is to ensure that a child's rights are upheld and the child's best interests are protected. The existence, process and duties of a guardian will vary from country to country. <i>(Source: The Better Care Network website)</i>. For the purposes of the present CAR, guardianship refers only to situations where the child is looked after on a day-to-day basis in the guardian's own home,</p> <p><i>How is data on guardianship collected? Who/which ministry is responsible? Please explain what definitions/ classification systems are used to collect data?</i></p>		

Term	UNICEF working definition/explanation	<u>Your country: definitions/explanation/legal references/data collection</u> <i>Explain if your country's understanding of this expression is different. Please answer all questions and provide details with examples. Please indicate clearly where data are not available or of poor quality and the reasons for this. Please refer to appropriate legislation. Please provide additional comments on your country context and other remarks, if possible.</i>	
		English	National language
<p>Patronat (patronage care) <i>No data on patronat care is currently collected as part of TransMonEE. There is a separate line in the TransMonEE template (at the end of the section on guardian care) for "Other type of family based care". Data on informal kinship care arrangements are usually presented in that line.</i></p>	<p>Family based placement concept by which children are placed in "patronat" families while remaining under the guardianship of the director of their residential institution « of origin » – through a tripartite agreement between institution-family-guardianship agencies. Children and potential "patronat" parents are prepared, selected and accompanied by the institution. The institution retains legal power and financial resources to manage this process and intervene as much as needed.</p> <p><i>Do you have patronat care in your country? How is data collected on patronage care? Who/which ministry is responsible? Please explain if children in patronage are counted as living in "foster care", "residential care" or other in your country; Please explain what definitions/ classification systems are used to collect data.</i></p>		
	Informal care arrangements		
<p>Kinship care <i>There is a separate line in the TransMonEE template (at the end of the section on guardian care) for "Other type of family based care". Data on informal kinship care arrangements are usually presented in that line.</i></p>	<p>Any private arrangement provided in a family environment whereby the child is looked after on an ongoing or indefinite basis by relatives or friends (<i>para 29.b.i</i>) - 2009 UN Guidelines for the alternative care of children</p> <p><i>How is data collected on informal kinship care? Who/which ministry is responsible? Please explain what definitions/ classification systems are used to collect data.</i></p>		

Term	UNICEF working definition/explanation	<u>Your country: definitions/explanation/legal references/data collection</u> <i>Explain if your country's understanding of this expression is different. Please answer all questions and provide details with examples. Please indicate clearly where data are not available or of poor quality and the reasons for this. Please refer to appropriate legislation. Please provide additional comments on your country context and other remarks, if possible.</i>	
	Residential care	English	National language
Residential care	<p>All care provided in a non-family-based group setting, such as places of safety for emergency care, transit centres in emergency situations, and all other short- and long-term residential facilities, including group homes (para 29.c.iv) <i>2009 UN Guidelines for the alternative care of children.</i></p> <p><i>How is data collected on public and non public (private) residential care facilities as a whole? Who/which ministry or ministries is/are responsible?</i></p>		
<p>Family Type Home / Family Care Group</p> <p>Family-type homes could be public or non-public. There is a separate line for <u>public family-type homes</u> under public residential care in the TransMonEE template while non-public family-type homes are included under “<i>Other non-public institutional care</i>”</p>	<p>Personalised residential care, provided by one or more staff in a house that is not their own, looking after a group of children (typically 10-15) in a home-like environment. <i>UN Study on Violence Against Children, p. 178</i></p> <p><i>How is data collected on “family type homes”? Who/which ministry is responsible? Please explain if children in family type homes are counted as living in “foster care”, “residential care” or other in your country; Please explain what definitions/ classification systems are used to collect data.</i></p>		
Institutions	<p>“Large” residential care facilities (para. 23) <i>2009 UN Guidelines for the alternative care of children</i></p> <p>Generally viewed as any public or private facility staffed by salaried carers or volunteers working pre-determined hours/shifts, and based on collective living arrangements with a large capacity – 2012 <i>Identifying Basic Characteristics of Formal Alternative Care Settings for Children: Discussion Paper of the NGO Working Group on Children without Parental Care, Geneva.</i></p>		
Add if you wish to	Add if you wish to include additional terms		

include additional terms			
Add if you wish to include additional terms	Add if you wish to include additional terms		

SECTION 2: SYSTEM ASSESSMENT

The country analytical report should include:

a) A review of formal mechanisms for the determination of the most appropriate form of care for children:

- Is there a national policy with respect to all children who are without parental care?
- What is the name and location of the agency responsible for the oversight of alternative care?
- Is there a designated and authoritative (gatekeeping) body that systematically examines the situation and needs of each child for whom formal alternative care is envisaged, in order to determine whether other solutions might be proposed that would avoid the need for a formal placement?

- If so, does this body operate in relation to:
 - All formal placements (family-based and residential) in both public and non-State programmes or facilities
 - Placements in all residential facilities
 - Placements only in public residential facilities

- Which of the following measures are effectively available for this body to propose instead of a formal alternative care placement?
 - Examining possibilities for informal kinship care for the child
 - Family strengthening and/or support services
 - Day-care or respite care services
 - Any other services or programmes that would enable the child to remain with his/her family (please specify)

- Does this or another designated and authoritative body regularly review the situation and needs of each child in formal alternative care, in order to determine whether or not the placement still corresponds to the evolving needs and situation of the child concerned?

- If so, does this body operate in relation to:
 - All formal placements (family-based and residential) in both public and non-State programmes or facilities
 - Placements in all residential facilities
 - Placements only in public residential facilities

- Are final decisions on long-term alternative care placements subject to a judicial procedure and/or review with legal safeguards (incl. legal representation of children)?

b) A review of the **status of a deinstitutionalisation strategy** developed by the State, in line with the 2009 UN Guidelines (para. 23) – is such a strategy:

- Adopted and operationalised?
- Adopted but awaiting implementation?
- In active preparation?
- Preparation currently under active consideration?
- Not currently foreseen?

What is the coverage of any such actual or envisaged strategy:

- Institutions for very young children (e.g. aged 0-3)?
- Institutions for children of all ages, excluding children with disabilities?
- Institutions for all children, including those with disabilities?
- Institutions for children with disabilities specifically?
- Institutions for children with medical conditions (sanatoria) specifically?
- All institutions (public and private)?
- Only public institutions?

c) An indication of the status of **informal (kinship) carers**

- Does the government require or encourage informal carers to register?
- If registered, can informal carers apply for material or other support?
- Do policy and practice provide for formalizing informal kinship care arrangements in appropriate cases?

d) An analysis of the functioning of the **formal family-based alternative care system**. Please include the table below and fill in the shaded cells. Please indicate clearly where data is not available/poor quality and the reasons for this.

Table 2. Qualitative data: description of formal family based care system

Questions	Answers
<i>(If not data is available, please indicate this and explain why. If data is available, but of poor quality, please indicate this and explain why)</i>	
Foster care	
<p>1. Has foster care been established in your country, if so how? (e.g. by law, decree, regulation or other measure – pls specify details and year of establishment)</p> <p>Explain clearly how foster care is regulated by law. If more than one system of foster care exists (e.g. in Russia), then please provide details for all systems. Please explain if other terms (e.g. maternal assistants) are used in your country.</p>	
<p>2. Has specialized foster care been established:</p> <ul style="list-style-type: none"> ▪ For children below three years ▪ For children with disabilities ▪ For emergency care (placement of children at short notice). 	
<p>3. Who has responsibility for the placement of children into foster care? Have the persons responsible for the placement of children in foster care received professional or appropriate training?</p>	
<p>4. What type of <u>state obligations</u> exist with regards to fostering, e.g. is the state obliged to:</p> <ul style="list-style-type: none"> ▪ establish criteria for screening/selection of foster parents? ▪ provide training of foster parents? ▪ carry out supervision of quality of care? ▪ establish periodic contact with foster parents? ▪ periodically review the continuing need for, and appropriateness of the placement in the light of any developments or of changes in family circumstances? ▪ have a centralized database to monitor children being fostered 	
<p>5. In terms of the <u>functioning of the actual system</u></p>	

<p>of fostering, please identify at what level these obligations are to be effectively met (e.g. central, regional/provincial, local/municipal), (please explain details of any problems):</p> <ul style="list-style-type: none"> ▪ established criteria for screening/selection of foster parents ▪ Provision of training of foster parents ▪ Supervising quality of care ▪ Ensuring periodic contact with foster parents ▪ Ensuring periodic reviews of the continuing need for, and appropriateness of the placement in the light of any developments or of changes in family circumstances ▪ A centralized database to monitor children being fostered 	
<p>6. How is <u>data</u> on children in foster care collected? If a central database exists, who has responsibility for it?</p> <ul style="list-style-type: none"> ▪ Is the unit of data collection the number of placements or children? ▪ Apart from the number of children entering foster care (inflow), does the country also monitor the number of children leaving foster care (outflow) and the number of children in foster care (stock data)? ▪ Is it possible that in the situation of temporary foster care (e.g. child taken on holiday by foster parents) that the child is counted twice, both as being in residential care and foster care (please explain the problem of double counting if relevant to your country). <p><i>Please explain if there are children classified as living in “foster care” but who mainly live in institutions.</i></p>	
<p>7. Specify if there is any provision of <u>financial support</u> by the state to foster parents (please specify what and the amount in local currency per month)</p> <ul style="list-style-type: none"> ▪ cash benefits ▪ salary <p><i>If other incentives exist, such as housing, please provide details.</i></p>	
Guardianship	
<p>8. How has guardianship been established in your country? (e.g. by law, decree, regulation or other measure – pls specify details and year of establishment)</p> <p>Explain clearly if guardianship is regulated by law.</p> <p><i>If more than one system of guardianship exists then please provide details for all systems.</i></p>	

<p>9. Who has responsibility for overseeing guardianship care? Have these persons received professional or appropriate training?</p>	
<p>10. What type of <u>state obligations</u> exist with regards to guardianship, e.g. is the state obliged to:</p> <ul style="list-style-type: none"> ▪ provide training of guardians? ▪ carry out supervision of quality of care? ▪ establish periodic contact with guardians? ▪ periodically review the treatment provided to the child and other circumstances relevant to his or her placement? ▪ have a centralized database to monitor children in guardianship care 	
<p>11. In terms of the <u>functioning of the actual system</u> of guardianship, please identify at what level these obligations are to be effectively met (e.g. central, regional/provincial, local/municipal), (please explain details of any problems):</p> <ul style="list-style-type: none"> ▪ providing training of guardianship parents ▪ supervising quality of care ▪ ensuring periodic contact with guardians ▪ Ensuring periodic reviews of the continuing need for, and appropriateness of the placement in the light of any developments or of changes in family circumstances A centralized database to monitor children in guardianship care 	
<p>12. Specify if there is any provision of <u>financial support</u> by the state to guardians – give amount in local currency per month.</p>	
<p>13. How is <u>data</u> on children in guardianship care collected? If a central database exists, who has responsibility for it?</p> <ul style="list-style-type: none"> ▪ Is the unit of data collection the number of placements or children? ▪ Is disaggregated data collected on children who are personally cared for by guardians on a daily basis in their own home and children who have legally appointed guardians but are cared for elsewhere? ▪ Is it possible that the child is counted twice, both as being in residential care and guardianship care (please explain the problem and impact of double counting if relevant to your country). <p><i>Please explain if there are children classified as being in “guardianship care” but who actually reside in institution, in other type of care or with their parents.</i></p>	

Table 3. Quantitative data

Main categories	Sub-categories (use sub-categories appropriate for your country)	Data for 2005-2013 (or the most recent year for which data is available)									Comments
		2005	2006	2007	2008	2009	2010	2011	2012	2013	
<p>1. Informal kinship care</p> <p><i>There is a separate line in the TransMonEE template (at the end of the section on guardian care) for "Other type of family based care". Data on informal kinship care arrangements are usually presented in that line.</i></p>	<p>How many children have been notified to the authorities as being in informal kinship care?</p> <p>Is there an estimate of how many children might actually be in informal kinship care in the country?</p>										
<p>2. Patronat (patronage care)</p> <p><i>No data on patronat care is currently being collected as part of TransMonEE</i></p>	<p>If patronat care exists in your country and you are able to distinguish this category of children, as a separate group or within the numbers of children in "foster care" or "residential care", please specify the numbers in the next column</p>										
<p>3. Financing of formal family-based care</p>	<p>Proportion of children in formal family based care that are funded wholly or primarily by:</p> <ul style="list-style-type: none"> - The State (central) % - Provincial or local authorities % - Non-State entities in-country (NGOs, religious groups) % - Foreign entities % 										

	<p>Total public expenditure on all forms of formal family-based care (in national currency)</p> <p><i>Currently data only on “total public expenditures on foster/guardian allowance” are collected in TransMonEE. Explain the reason for differences between two figures, if any.</i></p>										
	<p>By type of care:</p> <ul style="list-style-type: none"> - Foster care - Guardianship - Patronat - Other (please add and specify if appropriate) 										
	<p>By source of financing:</p> <ul style="list-style-type: none"> - Central - Sub-regional or local authorities 										
	<p>Total non-public expenditure on all forms of family-based care (in national currency)</p>										
<p>4. Financing of Residential care</p>	<p>Proportion of children in residential care facilities that are funded wholly or primarily by:</p> <ul style="list-style-type: none"> - The State (central) % - Provincial or local authorities % - Non-State entities in-country (NGOs, religious groups) % - Foreign entities % 										
	<p>Total public expenditure on residential care (national currency):</p> <p><i>Currently data only on “total public expenditures on residential care institutions” (mln US\$) are collected in TransMonEE. Explain the</i></p>										

<i>reason for differences between two figures, if any.</i>										
By source of financing: - Central - Sub-regional or local authorities										
Total non-public expenditure on all forms of residential care (in national currency)										

SECTION 3: DESCRIPTION OF DATA SYSTEM

Recognizing that data availability and quality is a big challenge, we would know more about the strengths and weaknesses of existing mechanisms for data collection on children without parental care. This information is useful for two main reasons: first, it improves our understanding of the meaning of the data we receive (it is easier to draw conclusions), and second it enables UNICEF to know how it may better support governments in data collection and research. Please consider the following:

Data sources, availability, accessibility and quality

Sources:

- Please explain which Ministries (or other) are responsible for collecting data (outline the responsibilities of each Ministry)
- How comparable are the data collected from the different sources? (e.g. Do they use the same definitions of terms, or data collection method?)
- How comparable are the data over time? Where there any major changes in data collection methods which may affect the data and interpretation of trends over time? (e.g. a change from one year to the next may be explained by a change in the way the data were collected, not in the underlying indicator)
- For which areas of child care is no data collected by anyone? (e.g. Are there any major gaps such as absence of data on non-public residential care or informal kinship care?)

Availability:

- From where/whom did you obtain data for this report? (Name the authorities and ensure that public documents are included in the reference list at the back of the report. Include non-public sources if relevant)
- For which questions/topics was it most difficult for you to obtain reliable data? Why? (e.g. because it is not collected in the first place, not full coverage/comprehensive, questionable quality, or because it cannot be shared?)

Accessibility:

- How did you gain access to the data? (e.g. did you need special permission?)
- What were the main problems you experienced in accessing data? (if possible, please explain how these problems were overcome)

Quality:

- Does the government have internal quality assurance mechanisms to validate the data collected? (if so, please give details)
- Please identify the strengths and weaknesses of the data provided in this report?

The Process of Data collection, review and usage

We wish to build on your experiences to ensure that TransMonee data is of high quality and is relevant and useful for your partners. Therefore, in order to improve our understanding of how the NSO collects and reviews the data presented in this report, and how the published data are used nationally, please answer the following questions:

1. Please name and explain who (individuals, state or non-state organizations) you liaise with in order to gain child protection data
2. Please describe the approach/mechanisms you use to overcome problems with the data, such as inconsistencies or missing data, and to maximise its quality (this includes informal methods).
3. What type of mechanisms for internal/external review of the data/reports has been in place (such as working group meetings, sharing draft reports with partners such as UNICEF for comments etc.)?
4. Is published TransMonee data used within the National Statistical Office? If so, how? (please provide examples). Where has the data been most useful?
5. Is published TransMonee data shared with other government or non-governmental partners in your country, such as UNICEF? (please provide details)
6. Please provide any comments you have, based on your experience, on how the collection, review and use of TransMonee data can be improved in the future.