ENRICHING THE FUTURE:

RESPONDING TO CHILD VULNERABILITY THROUGH EU ENLARGEMENT AND NEIGHBOURHOOD POLICIES

World Vision

World Vision is a network of Christian relief, development and advocacy organisations dedicated to working with children, families and communities to overcome poverty and injustice. As followers of Jesus, World Vision is dedicated to working with the world's most vulnerable people regardless of religion, race, ethnicity or gender.

Transforming Communities
Because poverty has both local and global causes, World Vision works within communities and across geographical areas to help individuals and groups improve the well-being of children and overcome poverty.

Responding to Disasters
World Vision is globally positioned to help with immediate needs like food, water and shelter when disaster strikes and to help communities to recover and prevent future catastrophes.

Seeking Global Change
World Vision engages institutions, donors and the general public to address the global problems that perpetuate poverty. Advocacy staff empower communities to speak up for their rights, locally and globally.

In Central and Eastern Europe and the Caucasus, World Vision and its partner organisations work in Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Kosovo, Montenegro, Romania, and Serbia.

Contents

Acknowledgments

Abbreviations

CEE/CIS	Central and Eastern Europe and Commonwealth of Independent States
CPU	Child Protection Unit
CSP	Country Strategy Paper
EC	European Commission
ENI	European Neighbourhood Instrument
ENP	European Neighbourhood Policy
EP	European Parliament
EU	European Union
IPA	Instrument for Pre-Accession
MIFF	Multi-annual Indicative Financial Framework
MIPD	Multi-annual Planning Document
NAP	National Action Plan
NIP	National Indicative Programme
PCA	Partnership and Cooperation Agreement
SMART	Specific, Measurable, Attainable, Relevant, Time-bound (objectives)
UNCRC	United Nations Convention on the Rights of the Child
WV	World Vision

Executive Summary

Children in European Union (EU) Enlargement and European Neighbourhood Policy East (ENP East) countries remain among the most socially and economically vulnerable groups in the region. Adversely affected by economic recession, growing poverty, and reduced opportunities, vulnerable children and young people are made increasingly tangential to the EU's plans for security, democracy and economic prosperity. Increasing numbers of children are susceptible to circumstances of violence, abuse and neglect. Children residing in residential institutions, children in the labour force, children with disabilities and special needs, children 'home alone' as a result of migrant parents, children in conflict with the law, children subject to domestic violence and children subject to trafficking and exploitation all represent children and young people who are predisposed to life without the richness of opportunity and choice that democracy should afford.

For the EU to achieve regional security, democracy and economic stability it must first minimise the numbers of children vulnerable to extreme harm and lack of opportunity. The EU acknowledges the promotion and protection of child rights within its Fundamental Rights and Human Rights Policy, and more generally, in its external relations policy. Enlargement and Neighbourhood policies ensure that countries seeking closer ties to the EU strengthen their efforts to include and protect vulnerable children. However, current efforts are insufficient and reinforce a narrow, issue based approach without rigorous follow up that could ensure the sustainable implementation of new policies on the ground.

Key changes to EU policy and action could contribute significantly to the reduction of vulnerability and the expansion of opportunities for children in difficult circumstances across Enlargement and ENP East countries. The EU's policy and action across the region wields substantial influence that, if harnessed, could provide solutions to some of the barriers that minimise reform. Barriers to reform include: 1) a lack of sufficient funding dedicated to reform efforts, 2) the *process* of decentralisation, because it currently divides responsibility from capacity and resources, 3) a lack of political and administrative capacity to enact and implement reforms, and 4) isolated, embryonic implementation of community based services.

Despite these barriers, governments have made substantial progress on child protection reform. World Vision acknowledges this important work. Governments, donors, international organisations and civil society have focused on the crucial building blocks of child protection reform in the past ten years: 1) deriving legal and policy frameworks, 2) building local and national capacity to respond to the need, and 3) testing models of community based social services that undergird a systemic approach to child protection.

Today, the challenge is scaling up those isolated and embryonic services in ways that reach the majority of vulnerable children. Scale up is the next phase of child protection reform: it demands new attention, funding and strategic direction.

In light of the new Pre-Accession Assistance and European Neighbourhood Instrument planned for 2014-2020, the EU can provide substantial support to partner countries to overcome many of the key barriers to child protection reform and focus on the next phase of reform: scale up of service delivery. The EU's view of the Enlargement process as giving incentives for political and economic reform as well as the 'more for more' approach emphasised in the Neighbourhood policy provide a suitable platform upon which the EU can help bring about child protection reform in the region.

World Vision recommends the following EU actions:

Position child protection as a high priority on the political agenda. Specifically, 1) the European Commission and European Parliament coordinate a political agenda for child protection reform, and 2) appoint a long-standing EU rapporteur for child protection reform.

Adopt a systems approach to child protection in programming, strategy and funding for Enlargement and Neighbourhood policies. Specifically, 1) support national child protection authorities as coordinating bodies between horizontal domains of authority on child protection reform, 2) support nationwide child protection mapping and assessment exercises that can validate evidence based decision making, and 3) use national action plans strategically: measure progress and provide technical and financial support to the implementation of selected national action plans that demonstrate a systems approach to child protection.

Support the scale up of successful child protection services through financial, strategic and technical support. Specifically, 1) fund models of community based services with a view of scale up at the outset, 2) partner with and fund civil society to develop necessary scale up components, 3) support, monitor and fund evidence gathering linking data from individual services to social, institutional and political contexts for scale up, and 4) temporarily fund transition costs for the transformation period from existing to new child protection mechanisms and systems.

Child Vulnerability in Enlargement and ENP East Countries

Children in European Union (EU) Enlargement and European Neighbourhood Policy East (ENP East) countries remain among the most socially and economically vulnerable groups in the region. Adversely affected by economic recession, growing poverty and reduced opportunities,[1] vulnerable children and young people are made increasingly tangential to the EU's plans for security, democracy and economic prosperity. The number of children living in especially difficult circumstances is increasing throughout the region while the total population of children in the region is decreasing.[2]

Increasing numbers of children are susceptible to circumstances of violence, abuse and neglect. Children residing in residential institutions, children in the labour force, children with disabilities and special needs, children 'home alone' as a result of migrant parents, children in conflict with the law, children subject to domestic violence and children subject to trafficking and exploitation all represent children and young people who are predisposed to life without the richness of opportunity and choice that democracy should afford.

Children residing in institutions: 138,127[3]

Residential institutions are one of the most common receptacles for children who are abandoned, disabled and in conflict with the law. Low care-giver to child ratios, societal segregation, a lack of familial care, reduced educational opportunities and minimal material inputs and sustenance aggravate children's vulnerability. Institutionalisation results in cognitive, social and motor development delays, stunted physical growth and increased risk to sexual and physical abuse. Children who have "aged out" of institutional care are also at higher risk to drug abuse, crime, prostitution, homelessness, begging, trafficking and general poverty.[4]

Children with disabilities: 1,381,988[5]

Widespread social exclusion of children with disabilities due to stigma and a focus on medical approaches to care minimise access to mainstream education, health care and community life. Residential institutions are used as the life-long default child care service for many children with disabilities. Those remaining outside of institutions are often hidden away from community support and engagement with no opportunity to participate in society.

Children in conflict with the law: 35,678[6]

Children in conflict with the law are often incarcerated for petty crimes due to poor prevention mechanisms and a lack of community rehabilitation services and child-friendly juvenile justice protocols. Detention in adult prisons or child care institutions is the norm. Retribution instead of rehabilitation is the result.

Children subject to labour: 1,354,390[7]

Child labour is a massive problem in Enlargement and ENP East countries; both formal and informal economies exploit children. In urban areas, children work in restaurants, processing plants and textile workshops. Others fall victim to sexual exploitation or the illicit drug trade. In rural settings, children perform hazardous work in agriculture.[8] Most forms of labour interfere with a child's physical and mental development and prevent essential activities for development, including formal education.

Children subject to trafficking: number unknown

Every country in the Central and Eastern Europe and the Commonwealth of Independent States (CEE/CIS) region is an origin, transit and/or destination point for child trafficking. Child trafficking is a serious and harmful form of exploitation which can include prostitution or other forms of sexual exploitation, forced labour, begging, slavery and servitude. Children trafficked evidence a double exposure to vulnerability: many are children from residential institutions, children from violent and abusive homes, or children from the poorest and most disadvantaged backgrounds. Girls are also significantly exposed to this exploitation.

Children subject to domestic violence: 10,254,385[9]

Children who face violence at home often incur permanent challenges and risks. Infants and small children exposed to violence in the home experience added emotional stress that can harm brain development and impair cognitive and sensory growth. Trends show that children of primary school age who suffer from domestic violence fall behind their peers in educational progress. Later in life, such children are at greater risk to substance abuse, juvenile pregnancy and criminal behaviour as compared to those raised in homes without violence.[10]

Children 'home alone': a future regional trend?

Increasing numbers of children are home alone; for economic survival and given enhanced freedom of movement, parents are migrating to more lucrative employment markets, earning up to three times as much as in their home countries.[11] In Moldova alone, more than 40% of emigrants left children behind.[12] Like other vulnerable children, 'home alone' children face corollary vulnerabilities – they are more susceptible to trafficking, school dropout, life on the street or life in an institution. With enhanced visa and migration opportunities now within reach of Enlargement and ENP East countries, thousands of children already living in poverty could face further challenges as their parents seek employment opportunities abroad.

EU Enlargement and Neighbourhood Policies: A Response to Child Vulnerability?

For the EU to achieve regional security, democracy and economic stability it must first minimise the numbers of children vulnerable to extreme harm and lack of opportunity. Protecting the human rights of children is also one of the most fundamental values embraced by the EU and societies around the world; as an indicator to this, all EU Member States and indeed almost all countries around the world have ratified the United Nations Convention on the Rights of the Child (UNCRC).[13]

The EU acknowledges the promotion and protection of child rights within its Fundamental Rights and Human Rights Policy, and more generally, in its external relations policy. At the highest level of political commitment, the Lisbon Treaty (entered into force on 1 December 2009) signals increased commitment to child rights and protection.[14] The European Council, with its charge to ensure the political directions and priorities of the Union, adopted *The EU Guidelines for the Promotion and Protection of the Rights of the Child* (2007) that focus on operational tools and actions to strengthen children's rights in third countries. At the EU's executive level, communications of the European Commission (EC) reflect clear and notable goals to ensure the rights of the child as described in *Towards an EU Strategy on the Rights of the Child* (2006), *A Special Place for Children in EU External Action* (2008) and *An EU Agenda for the Rights of the Child* (2011).[15] The High Representative of the EU for Foreign Affairs and Security Policy has also recently reiterated this commitment in 2011[16] to ensure child rights as one of three main cross-cutting human rights priorities for the next three years.[17] Thus child protection and inclusion remains a fundamental commitment of the EU as well as within the European External Action Service's mandate.

The EU has leveraged its Enlargement and Neighbourhood policies to ensure that countries seeking closer ties to the EU strengthen their efforts to include and protect vulnerable children. The European Parliament (EP) called on the Council, the EC and EU Member States to specifically mainstream children's rights in the Enlargement process and ENP, "recognising that these policies are powerful tools providing opportunities to promote children's rights", and to translate the opportunities into specific objectives.[18] For Enlargement countries, the Copenhagen Criteria sets forth the conditions for EU accession and requires candidate and potential candidate countries to have stable institutions guaranteeing democracy and the rule of law, respect for and protection of minorities and human rights.[19] The EC's Enlargement Strategies and Opinions on Membership Applications have called on candidate and potential candidate countries to take action to ensure child rights.[20] The EU Stabilisation and Association Agreements also necessitate commitments to human rights in line with EU standards.[21] European Partnerships between the EU and Enlargement countries also define specific priorities, which often include child protection and inclusion.[22] Pre-accession Assistance that includes financial, technical and programme support designed to help countries meet their pre-accession priorities again prioritise various issues that relate to child protection and inclusion.[23]

In relations with European Neighbourhood countries, the European Parliament clearly stressed the importance of promoting and monitoring child rights and specifically ensuring child protection.[24] For ENP East countries, the general principles of Partnership and Cooperation Agreements (PCAs) that provide a basis for cooperation with the EU include human rights. PCAs establish a bilateral political dialogue which aims to encourage convergence on positions and respect for human rights. Negotiations on future Association Agreements with Neighbourhood countries also address human rights and include children's rights. Overall, Neighbourhood policies and strategies streamline human rights as a core component of progress towards democracy. ENP Action Plans reflect specific commitments to human rights with respect to child protection and inclusion in individual countries based on each context.

The EU's current policies and efforts reflect three discernible strategies to prioritise children's rights in partner countries.

First, the EU mainstreams the topic of child rights as a priority cross-cutting theme. Therefore the EU must consider child rights in all relevant policies and programming. In Enlargement and Neighbourhood agreements, child rights fits within political criteria such as human rights and social protection reforms. Child protection, however, is never a priority outright; without prioritisation, countries are not bound by mainstreaming propositions.

Second, the EU identifies some issue based objectives that target child rights and protection agendas for particular governments. European Partnerships define this agenda for Enlargement; for example, some include categories of child vulnerabilities such as juvenile justice.[25] The Action Plans confirm this agenda for ENP; examples include anti-trafficking efforts for children.[26] For the EU, European Partnerships and Action Plans are planning documents for programmatic and funding decisions. For partner countries, these planning documents identify priority topics in which to surge resources and energy for EU validation; however, such energy does not necessarily correlate to systemic reforms or approaches.

Third, the EU monitors country progress and identifies opportunities for each government's next steps. Enlargement and Neighbourhood strategies and progress reports are key documents within Enlargement and ENP structures to do this. Child rights and protection themes are often reflected as issues, such as juvenile justice or child labour.[27] The cyclical nature of these strategies and progress reports affords flexibility to identify new trends and harbour ongoing efforts. Yet they also reinforce an *ad hoc* approach to future engagement; each has a multi-year outlook but is released annually, generating new objectives while the old ones can fade away often without resolve.

The aforementioned policies, agreements and efforts do not evidence clear and concerted engagement with partner countries for substantial and sustainable impact on child protection and inclusion. Instead, current efforts are insufficient and reinforce a narrow, issue based approach without rigorous follow up that could ensure the sustainable

implementation of new policies on the ground. Key changes to EU policy and action could contribute significantly to the reduction of vulnerability and the expansion of opportunities for children in difficult circumstances across Enlargement and ENP East countries. The EU's policy and action across the region wields substantial influence that, if harnessed, could provide solutions to some of the established barriers that minimise the impact of reform.

Child Protection Reform Landscape

There are identifiable barriers to child protection reform in Enlargement and ENP East countries, acknowledged by both partner governments and members of civil society. This brief focuses on post-Communist countries in the region, with specific attention and evidence from countries where World Vision operates: Albania, Serbia, Armenia, Azerbaijan and Georgia.

Barriers to Child Protection Reform

Funding
First, funding barriers subsist. In some partner countries state funding is tied to existing structures and services that do not effectively or adequately protect children, such as residential orphanages. Limited amounts of funding are thus available and/or allocated to spawn new, alternative structures and services that provide better protection for children. Where governments attempt to fund both existing and new structures and services, and efforts to carefully transfer children from one to the other, funding is stretched and thus the reform process is slow and loses momentum.

The lack of sufficient funding for child protection reforms is also a product of balancing pressing needs. Governments respond to immediate issues such as security and economic stability, while the slow and steady burning issue of child protection often remains a low priority even though it is crucial for longer term security and economic growth.

Process of Decentralisation
Second, and a corollary to funding barriers, the *process* of decentralisation often divides capacity and resources from responsibility.[28] Local authorities are responsible for delivering social services without the capacity and resources to effectively serve their constituents. Central authorities have transferred the responsibility for service delivery without building the organisational capacity of local authorities to undertake this task. At the same time, the local tax base and transfers from central budgets are not always sufficient to adequately fund service delivery. This situation affects rural areas more than urban ones largely because poverty is greater among rural constituents and there are higher costs associated with rural transactions.

Political and Administrative Capacity
Third, the lack of political capacity is a barrier to child protection reform. It is certainly true that all countries in the region express the political will to care for their children. The political capacity to deliver reforms, however, is often lacking because child protection reform demands a multi-sectoral approach. Effective, impact-driven child protection reform demands coordination from numbers of national ministries as well as regional and local government bodies. It is often the case that ministries of health, education, social affairs, labour and justice all "own" portions of child protection reform efforts. Sector-based budgeting, adverse or competing decision rights, a lack of coordination mechanisms and the complexity of need lead to weak political capacity and sideline political will.

Isolated Implementation of Services
Fourth, there is a lack of nationwide implementation of child protection services. Social services and mechanisms at the community level are successful and they provide quality service to children and families, but at present they are embryonic "islands of success" with outreach and impact limited to dozens rather than thousands of children. As a result, most vulnerable children do not have access to the very services and support identified within national level commitments and legislation that would minimise their vulnerabilities. The gap between policy and implementation is sizeable.

Reform Progress and Success

Despite these barriers, governments have made substantial progress on child protection reform. World Vision acknowledges this important work. Governments, donors, international organisations and civil society have focused on the crucial building blocks of child protection reform in the past ten years: 1) deriving legal and policy frameworks, 2) building local and national capacity to respond to the need, and 3) testing models of community based social services that undergird a systemic approach to child protection.

The creation of legal and policy frameworks on child protection and welfare is a major success across the region. Governments have enacted laws and created strategies that respond to many of the vulnerabilities and child rights abuses that are prevalent in the region.

Governments, donors and civil society have also worked together to build key capacities for child protection reform. Because child protection reforms require a shift and strength in human and organisational capacity, countries have 1) created social work and similar subject curriculum for university level matriculation, 2) established standards, guidelines and protocols for child protection work as a means to regulate and professionalise service delivery, and 3) encouraged study tours and knowledge exchanges within the region and globally as a means to increase the political and technical levels of excellence for continued reforms.[29] Although the task of capacity building is ongoing, significant progress has been made.

In partnership with local government, civil society has modelled community based services that are components of a holistic child protection system. Social services such as child protection units, day care, foster care, inclusive education, respite care, community centres, maternal shelters, small group homes and juvenile rehabilitation programmes are examples of a web of services that support vulnerable families and communities while protecting children. Over the past ten years, civil society has modelled services to determine innovative methodologies, sound operational and technical management and funding requirements. For sustainability, organisations have transferred ownership of successful services to local authorities. This process evidences a key partnership for reform. Because civil society is *per se* embedded into communities, it has been able to establish the demand for and legitimacy of community

based services that government often finds difficult to establish. Further, civil society is able to assume risks that governments avoid; for example those associated with start-up costs and developing operational integrity.

Today, the challenge is scaling up those isolated and embryonic services in ways that reach the majority of vulnerable children. Scale up is the next phase of child protection reform: it demands new attention, funding and strategic direction.

The Next Phase: Nationwide Scale Up

The next phase of reform is the scale up of tested service models. At present, while social services and mechanisms at the community level are successful, they are embryonic "islands of success" with outreach and impact limited to dozens rather than thousands of children. As a result, most vulnerable children do not have access to the very services and support that would minimise their vulnerabilities identified within national level commitments and legislation. The gap between policy and implementation is sizeable.

Community based services in welfare, health, education and social protection are the tangible components of child protection and inclusion. These services have a direct impact on the lives of children; they act as prevention mechanisms to vulnerabilities or as buffers where vulnerability exists. Nationwide implementation of these key services is the next step.

Enacted Policy and Legislation on Child Protection and Inclusion

Albania
National Strategy for Children 2001-2005
National Strategy for Persons with Disabilities 2005-2010
National Strategy for Children 2005-2010
Strategy for Social Services 2005-2010
Law on Measures Against Violence in Family Relations 2006
Law No.10024 of 27 November 2008
Law No.10039 of 22 December 2008
Poverty Reduction Strategy Paper 2008
Strategy on Foster Care 2008
National Strategy for Combating Trafficking in Human Beings 2005-2007
National Strategy for the Fight Against Trafficking in Children 2008-2010
Strategy for Social Inclusion 2007-2013
Strategy for Social Protection 2007-2013
Law for Protecting Children's Rights 2010
National Action Plan for the Fight Against Trafficking in Children and Protection of Children Victims of Trafficking 2011-2013
Criminal Code Amendments re: Trafficking as a criminal offence
Government Action Plan to Fulfil EC Opinion Recommendations 2012

Armenia
Law on Foster Care 2004
National Action Plan on Child Protection 2004-2015
Law on Education of Persons in Need of Special Education Conditions 2005
Inclusive Education Concept Paper 2005
Strategy for Reform of the System of Child Care Institutions and Protection of Children at Risk 2006-2015
Strategy and Action Plan for Prevention of Trafficking of Persons 2004-2006
National Plan of Action on Trafficking for 2007-2009
National Programme for the Prevention of Crime 2008-2012
Action Plan to Combat Gender Based Violence 2011 (including 2011-2015 Strategic Action Plan to Combat Gender Based Violence)

Azerbaijan
State Programme on the Improvement of Children's Upbringing and Education and Protection of Their Rights 2000
Action Plan on Solving of the Problems of Homeless and Street Children 2003
Law on Nutrition of Infants and Children of an Early Age 2003
Law on the Prevention of Child Neglect and Violations by Minors 2005
Law on the Fight Against Trafficking in Persons 2005
National Program on Development of Inclusive Education 2005-2009
State Programme on Deinstitutionalisation and Alternative Care Services 2006-2015
(including the National Plan for the Transformation of Residential Institutions 2008)
Law on the Prevention of Domestic Violence 2010
Constitutional Amendment to strengthen the protection of child rights

Georgia
Law of Georgia on Foster Care for Orphans or Children Deprived of Parental Care 1999
Law of Georgia on Social Protection of People with Disabilities 2001
State Programme for Prevention of Abandonment and Deinstitutionalisation 2001
Strategy on the Reform of the Criminal Legislation (Government of Georgia Order No. 195 20th May 2005)
Action Plan on Deinstitutionalisation 2005
Law on Georgia for Combating Human Trafficking 2006
Law on Prevention of Domestic Violence, Protection and Assistance of Victims of Domestic Violence 2006 (and Action Plan)
Law on Social Assistance 2006
Action Plan on Child Welfare 2008 (Decree N 869)
Child Action Plan 2008-2011
Action Plan for the Fight Against Human Trafficking 2009-2010
State Programme 2009
Disability Action Plan 2010-2012

Serbia
National Plan of Action 2004-2015
Social Welfare Development Strategy 2005
Family Law 2005
Law on Juvenile Justice 2006
Strategy for Fighting Human Trafficking 2006
National Strategy for the Protection of Children Against Violence, Abuse and Neglect 2008
Law on the Foundations of Education 2009
Child Action Plan 2009
National Action Plan to Combat Trafficking for 2009-2011
Law on Social Welfare 2011

The following section outlines government commitments to child protection and inclusion in the form of strategies and laws, where those commitments relate to establishing and/or delivering services in the community for children, and a reflection of the number and type of services implemented by government in practice. It is a qualitative analysis to demonstrate the length and breadth of governmental commitments vis-à-vis corresponding tangible outputs in the public system and on the ground.

Child Protection Reform
ALBANIA

929,000 children in the country [1]

2 national policies [a]

2010 — 2012
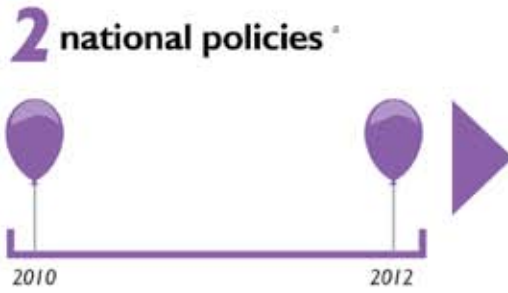
government services [2]
- 28 child protection units (out of 409 pledged)

65,030 children with disabilities without access to school or community life [3]

6 national policies [b]

2005 · 2007 · 2008 · 2012

government services [4]
- 4 day care centres
- pilots on inclusive education
- pilot project on foster care

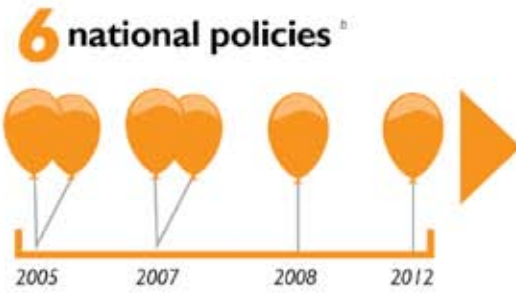**4,213** children served [5]

111,000 children in labour force [6]

3 national policies [c]

2001 · 2007 · 2008
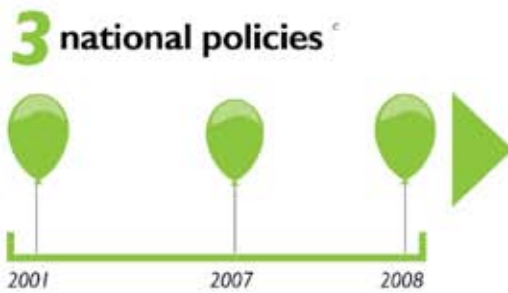
government services [7]
- training for labour inspectors to spot child labour
- pilot project on prevention and reintegration

Unknown number of children subject to trafficking

3 national policies [d]

2005 · 2008 · 2011
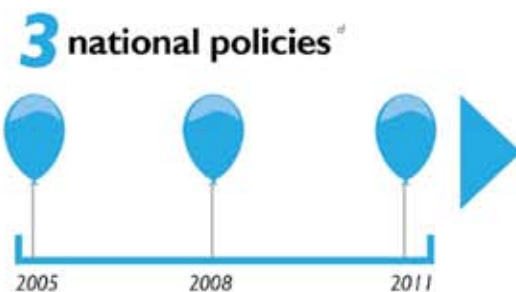
government services [8]
- co-funding for NGO shelters
- 1 national hotline
- 1 reception centre (capacity = 60 beds)
- 1 national referral mechanism

483,000 children subject to domestic violence [9]

3 national policies [e]

2006 · 2008 · 2011
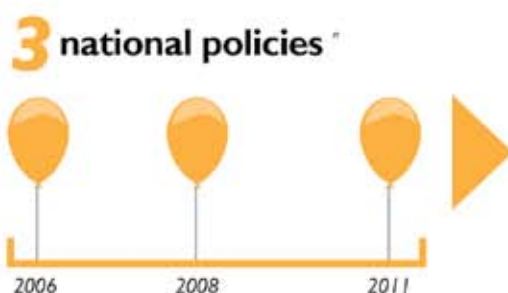
government services
- 1 national centre for victims of violence

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632 children in conflict with the law each year [10]

3 national policies [f]

2005 — 2008

government services [11]
- alternative sentencing encouraged

National policies reference notes

National policies include national strategies and legislation adopted that relate to the provision of community- or family-based services

a) Law for Protecting Children's Rights 2010; Government Action Plan to Fulfil EC Opinion Recommendations 2012.

b) National Strategy for Persons with Disabilities 2005-2010; Strategy for Social Services 2005-2010; Strategy for Social Inclusion 2007-2013; Strategy for Social Protection 2007-2013; Strategy on Foster Care 2008; Government Action Plan to Fulfil EC Opinion Recommendations 2012.

c) National Strategy for Children 2001-2005; National Strategy on Social Inclusion 2007-2013; Poverty Reduction Strategy Paper 2008.

d) National Strategy for Combating Trafficking in Human Beings 2005-2007; National Strategy for the Fight Against Trafficking in Children 2008-2010; National Action Plan for the Fight Against Trafficking in Children and Protection of Children Victims of Trafficking 2011-2013.

e) Law on Measures Against Violence in Family Relations 2006; Poverty Reduction Strategy Paper 2008; National Action Plan for the Fight Against Trafficking in Children and Protection of Children Victims of Trafficking 2011-2013.

f) National Strategy for Children 2005-2010; Law No.10024 of 27 November 2008; Law No.10039 of 22 December 2008.

All other data and reference footnotes

1) *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php

2) Ministry of Labour http://www.mpcs.gov.al/strategji-standarte; Law for Protecting Children's Rights 2010; Government Action Plan to Fulfil EC Opinion Recommendations 2012.

3) Due to discrepancies in available data, the total number of children with disabilities in Albania has been calculated based on an estimate of the international minimum standard disability rate of 7%. International Federation of Persons with Physical Disability, Albania, http://www.fimitic.org/content/description-disability-situation-albania and *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php.

4) According to the Albanian government, 6% of children with disabilities have access to mainstream education (http://www.mpcs.gov.al/strategji-standarte; http://www.mie.gov.al/). There are around 80 children participating in the foster care pilot project, although it is not exclusively for children with disabilities. *Albania 2011 Progress Report*, {COM(2011) 666 final} {SEC(2011) 1200 final} {SEC(2011) 1201 final}{SEC(2011) 1202 final}{SEC(2011) 1203 final}{SEC(2011) 1204 final}{SEC(2011) 1206 final}{SEC(2011) 1207 final} Brussels 12.10.2011 SEC(2011) 1205 final; UNICEF Albania, at: http://www.unicef.org/albania/children_542.html, August 2011; Ministry of Labour, http://www.mpcs.gov.al/strategji-standarte; Ministry of Integration, http://www.mie.gov.al/.

5) This figure is based on an estimate of the average number of children in four day care centres, the number of children with disabilities that have access to mainstream education (6%) and the number of children with disabilities in the foster care pilot.

6) 12% of children aged 5–14 years are involved in child labour. *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php. In 2008 the number of children in child labour was recorded as 737,000 (*Albania 2008 Progress Report*, Brussels, {COM(2008) 674} 5.11.2008 SEC(2008) 2692).

7) As at 2004, 27% of all labour inspectors had received special training in dealing with child labour (Grumiau, S., *Child Labour in Albania: Report on the current situation and guidelines for action by Albanian trade unions*, International Confederation of Free Trade Unions (ICFTU), Brussels, 2004, at: http://www.icftu.org/www/PDF/AlbaniareportEN.pdf). US Department of Labour, *2005 Findings on the Worst Forms of Child Labour - Albania*, 29 August 2006, available at: http://www.unhcr.org/refworld/docid/48d748d75.html [accessed 2 April 2012].

8) See *Albania 2011 Progress Report*, {COM(2011) 666 final} {SEC(2011) 1200 final} {SEC(2011) 1201 final}{SEC(2011) 1202 final}{SEC(2011) 1203 final}{SEC(2011) 1204 final}{SEC(2011) 1206 final}{SEC(2011) 1207 final} Brussels 12.10.2011 SEC(2011) 1205 final; US Department of State *Trafficking in Persons Report 2011*, at: http://www.state.gov/j/tip/rls/tiprpt/2011/164231.htm; and *Report on Realisation of the Albanian National Strategy to Combat Trafficking in Human Beings January-December 2005*, dated February 2006.

9) 52% of children suffer from some form of abuse in the household or from their caregiver (*The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php).

10) The average number of crimes committed by or with the participation of juvenile offenders aged 14-17 years from 2000-2008; TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva.

11) *Albania 2008 Progress Report* {COM(2008) 674} Brussels, 5.11.2008 SEC(2008) 2692.

Child Protection Reform
ARMENIA

4,400 children still living in 38 residential institutions[1]

3 national policies[2]

2004 — 2006
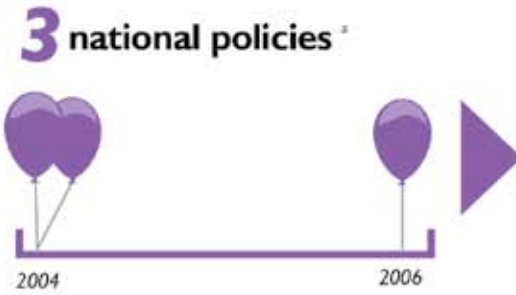
government services[3]
- 1 reprofiled orphanage
- 7 day care centres (out of 25 pledged)
- 11 child protection units
- 17 foster families
- a few adoption families

5,847 children served[4]

55,090 children with disabilities without access to school[5]

3 national policies[6]

2004 — 2005
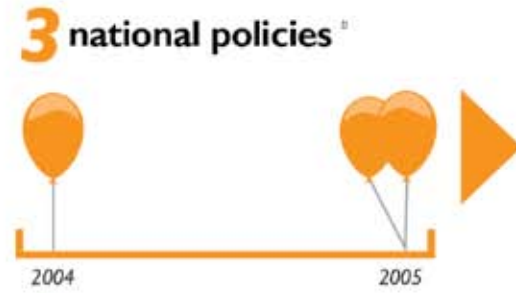
government services[7]
- inclusive education in 81 schools (out of 200 pledged)

3,000 children served[8]

31,400 children in labour force[9]

1 national policy[10]

2004

government services[11]
- 1 shelter co-funded

Unknown number of children subject to trafficking

3 national policies[12]

2004 — 2007
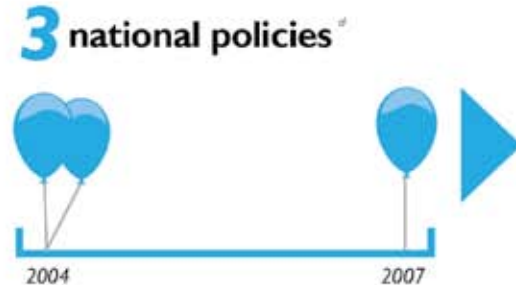
government services[13]
- 1 national referral mechanism
- 1 shelter co-funded

267,580 children subject to domestic violence[14]

1 national policy[15]

2011
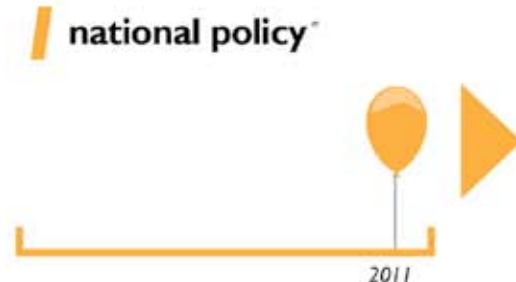
government services[16]

?

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556 children in conflict with the law each year[17]

2 national policies[18]

2004 — 2008
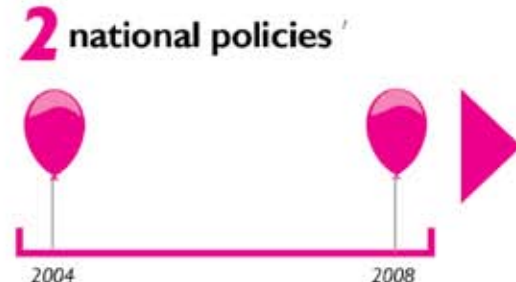
government services[19]
- 1 community justice centre
- juvenile police for prevention
- 11 CPUs for prevention
- 3 Community Boards for rehabilitation

National policies reference notes

National policies include national strategies and legislation adopted that relate to the provision of community- or family-based services

a) National Action Plan on Child Protection 2004-2015; Law on Foster Care 2004; Strategy for Reform of the System of Child Care Institutions and Protection of Children at Risk 2006-2015.

b) National Plan of Action 2004-2015; Law on Education of Persons in Need of Special Education Conditions 2005; Inclusive Education Concept Paper 2005.

c) National Plan of Action 2004-2015.

d) National Action Plan 2004-2014; Strategy and Action Plan for Prevention of Trafficking of Persons 2004-2006; and National Plan of Action on Trafficking for 2007-2009.

e) Action Plan to Combat Gender Based Violence 2011 (including 2011-2015 Strategic Action Plan to Combat Gender Based Violence).

f) National Action Plan 2004-2015; National Programme for the Prevention of Crime 2008-2012.

All other data and reference footnotes

1) Residential institutions also include orphanages and boarding schools. Ministry of Labour and Social Affairs, at: http://www.mss.am/home/index.php?home; Ministry of Education and Science, at: http://www.edu.am/; Budget Requisition to Republic of Armenia Government for 2012.

2) Ministry of Labour and Social Affairs, at: http://www.mss.am/home/index.php?home; Ministry of Education and Science, at: http://www.edu.am/; *Child Protection Resource Package: Armenia* UNICEF 2009; *Towards Alternative Child Care Services in Armenia: Costing Residential Care Institutions and Community Based Services,* UNICEF 2010, at: http://www.unicef.org/armenia/Costing_Residential_Care_Institutions_in_Armenia_report_eng.pdf; TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva.

3) This is an estimate based on the number of children receiving the listed alternative services each year. (*ibid*).

4) There are 8,113 registered children with disabilities. However to include those not registered, the total number of children with disabilities has been calculated based on an estimate of the international minimum disability rate of 7% International Federation of Persons with Physical Disability, at: http://www.fimitic.org/. Population data is from *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php.

5) Ministry of Education, www.edu.am; according to UNICEF, the number of inclusive schools was expected to reach 200 by 2010, *Towards Alternative Child Care Services in Armenia: Costing Residential Care Institutions and Community Based Services,* UNICEF 2010, at: http://www.unicef.org/armenia/Costing_Residential_Care_Institutions_in_Armenia_report_eng.pdf.

6) Ministry of Education, www.edu.am/. The total number of children with disabilities enrolled in inclusive schools in 2010-2011 was 1,500, according to the Ministry of Education (UNICEF *Fact sheet: Inclusive Education in Armenia,* at: http://www.unicef.org/armenia/Factsheet_-_Inclusive_Education_Armenia%282%29.pdf). According to the Ministry of Education 3000 children with disabilities have access to mainstream education each year (World Vision field data).

7) 4% of children aged 5-14 are subject to some form of child labour *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php

8) US Department of Labour 2009 *Findings on the Worst Forms of Child Labour – Armenia,* at: http://www.dol.gov/ilab/media/reports/tda/tda2009/armenia.pdf.

9) *Trafficking in Human Beings in the Republic of Armenia: An Assessment of Current Responses,* OSCE, 2007, at: http://www.osce.org/yerevan/24682; and US Department of Labour 2009 *Findings on the Worst Forms of Child Labour – Armenia,* http://www.dol.gov/ilab/media/reports/tda/tda2009/armenia.pdf.

10) According to a World Vision survey, 34% of children suffer some form of violence in the home (*Baseline Survey for Reducing Violence Against Children in Armenia* (funded by EC), World Vision Armenia 2009). According to police statistics, around 500 cases of domestic violence were reported in 2011 but the number of children involved is unknown (World Vision field data).

11) It appears that there are no specific child protection services funded and/or operated by the government with respect to domestic violence. Child protection units would likely play a role however.

12) The average number of crimes committed by, or with the participation of, minors aged 14-17 years from 2000-2009 (TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva).

13) There are six community justice centres (community rehabilitation centres) adjunct to the Police Department on Minors, however it is not clear whether/how much funding is received from the government for their operation; ENPI - Neighbourhood - Mediterranean and Eastern Europe, *Situation Analysis of Children in Armenia, Final Report (draft),* Framework Contract Beneficiaries, Lot 7 Letter of Contract N° 2009/218622, February 2011. *Reforming the Juvenile Justice System in Armenia to Support Deinstitutionalisation Project Report 2010,* World Vision Armenia; *Assessment of Juvenile Justice Reform Achievements in Armenia,* UNICEF Regional Office for Central and Eastern Europe/Commonwealth of Independent States, January 2010, at: http://www.unicef.org/armenia/UNICEF_JJArmenia_2010_print.pdf; and *Towards Alternative Child Care Services in Armenia: Costing Residential Care Institutions and Community Based Services,* UNICEF 2010, at: http://www.unicef.org/armenia/Costing_Residential_Care_Institutions_in_Armenia_report_eng.pdf.

Child Protection Reform
AZERBAIJAN

11,222 children still living in residential orphanages [1]

1 national policy [a]

2006

government services [2]

- 2 day care centres
- 9 Child and Family Support Centres
- 4 pilot district social integrated services
- a few foster families

3,889 children served [3]

170,240 children with disabilities without access to school [4]

2 national policies [b]

2005   2006

government services

- pilots of inclusive education

182 children served [5]

86,000 children in labour force [6]

2 national policies [c]

2000   2003

government services [7]

?

Unknown number of children subject to trafficking

1 national policy [d]

2005

government services [8]

- 1 national referral mechanism for victims
- 1 shelter

Unknown number of children subject to domestic violence

2 national policies [e]

2005   2010

government services [9]

- 1 co-financed Social Rehabilitation Centre

458 children in conflict with the law each year [10]

0 national policies [f]

no policies for community-based services or sanctions

government services [11]

?

National policies reference notes

National policies include national strategies and legislation adopted that relate to the provision of community- or family-based services

a) State Programme on Deinstitutionalisation and Alternative Care Services 2006-2015 (including the National Plan for the Transformation of Residential Institutions 2008; see Building and Reforming Child Care systems in Central Asia, Azerbaijan and Turkey, Second Central Asia Child Protection Forum Report, Bishkek, Kyrgyzstan, 12-14 May 2009, at: http://www.unicef.org/ceecis/Report_CP_Forum_Bishkek_Final_11_Aug.pdf).

b) National Program on Development of Inclusive Education 2005-2009; State Programme on Deinstitutionalisation and Alternative Care Services 2006-2015.

c) State Programme on the Improvement of Children's Upbringing and Education and Protection of Their Rights 2000; Action Plan on Solving of the Problems of Homeless and Street Children 2003.

d) Law on the Fight Against Trafficking in Persons 2005.

e) Law on the Prevention of Child Neglect and Violations by Minors 2005; Law on the Prevention of Domestic Violence 2010.

f) There have been some legislative changes with respect to children in conflict with the law but no provisions for community-based prevention/protection services or sanctions.

All other data and reference footnotes

1) TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva. According to the Ministry of Education, the number of children residing in residential care in 2011 was 9776 and the number of residential orphanages was 44 (see http://www.edu.gov.az/view.php?lang=az&menu=9&id=4728).

2) *Baseline Assessment for Engagement with Government for Child Welfare Reform 2011-2014* (funded by AusAID), World Vision Azerbaijan, 2011; and *Analysis of the Progress and Remaining Challenges in Child Care System Reform: Discussion Paper*, Bishkek, Kyrgyzstan, May 2009.

3) This figure is an estimate based on the number of children served by the services listed; data obtained from World Vision field research, and TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva, at: www.transmonee.org.

4) Due to discrepancies in available data, the total number of children with disabilities in Azerbaijan has been calculated based on an estimate of the international minimum standard disability rate of 7%, in accordance with the International Federation of Persons with Physical Disability, at: http://www.fimitic.org/. Population data is from *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php.

5) According to the Ministry of Education, 182 children were enrolled in inclusive education pilots at the start of the National Program on Development of Inclusive Education 2005-2009, see *Education of Children with disabilities in Azerbaijan: Barriers and Opportunities*, at: http://www.hurights.or.jp/archives/pdf/education12/hreas-12-11-azerbaijan.pdf.

6) 7% of children aged 5-14 are in some form of labour (*The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php).

7) It appears that there are no government funded and/or operated community-based services to protect children subject to labour (or at risk thereof).

8) US State Department *Trafficking in Persons Report 2010* at: http://www.state.gov/j/tip/rls/tiprpt/2010/142759.htm.

9) UNICEF, at: http://www.unicef.org/ceecis/media_19435.html.

10) This is the average number of of crimes committed by, or with the participation, of minors aged 14-17 years. (TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva).

11) It appears that there are no government funded and/or operated community-based prevention/protection services or sanctions for children in contact with the law.

Child Protection Reform
GEORGIA

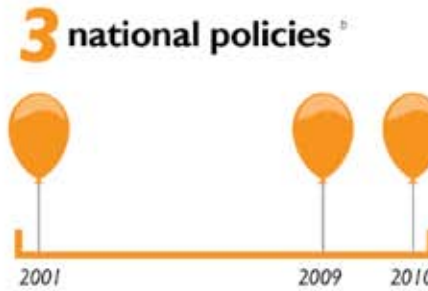**975** children still living in residential orhanages [1]

4 national policies [a]

1999 | 2001 | 2005 | 2008
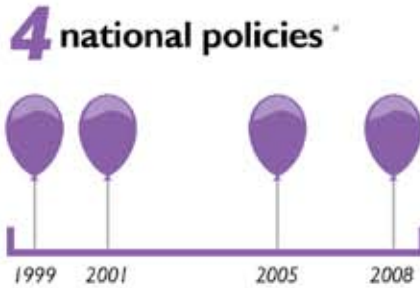
government services [2]
- 17 small group homes
- a few foster & adoption families
- 8 mother & infant shelters
- 34 day care centres

2,057 children served [3]

64,470 children with disabilities without access to school [4]

3 national policies [b]

2001 | 2009 | 2010

government services [5]
- pilots of inclusive education

4,000 children served [6]

165,700 children in labour force [7]

and an

Unknown number of children subject to trafficking

4 national policies [c]

2006 | 2008 | 2009
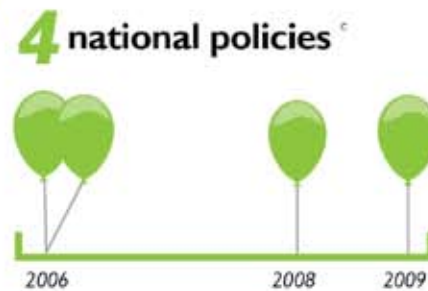
government services [8]
- 1 agency to assess cases
- 1 child referral mechanism
- 3 trafficking shelters
- 225 social workers (out of 450 pledged)

617,000 children subject to domestic violence [9]

5 national policies [d]

2006 | 2008 | 2009
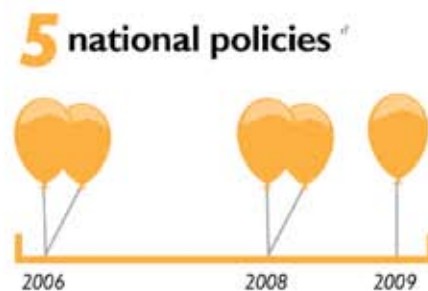
government services [10]
- 1 national referral mechanism
- 225 social workers out of 450 pledged

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672 children in conflict with the law each year [11]

2 national policies [e]

2005 | 2008

government services [12]
- 1 pilot reintegration programme
- 1 service for psychological assistance
- 1 vocational training site

22

National policies reference notes

National policies include national strategies and legislation adopted that relate to the provision of community- or family-based services

a) Law of Georgia on Foster Care for Orphans or Children Deprived of Parental Care 1999; State Programme for Prevention of Abandonment and Deinstitutionalisation 2001; Action Plan on Deinstitutionalisation 2005; Child Action Plan 2008-2011.

b) Law of Georgia on Social Protection of People with Disabilities 2001; State Programme 2009; Disability Action Plan 2010-2012.

c) Law on Georgia for Combating Human Trafficking 2006; Law on Social Assistance 2006; Child Action Plan 2008-2011; Action Plan for the Fight Against Human Trafficking 2009-2010.

d) Law on Prevention of Domestic Violence, Protection and Assistance of Victims of Domestic Violence 2006 (and Action Plan); Law on Social Assistance 2006; Action Plan on Child Welfare 2008 (Decree N 869); Child Action Plan 2008-2011; State Programme 2009.

e) Strategy on the Reform of the Criminal Legislation (Government of Georgia Order No. 195 20th May 2005); http://www.unicef.org/georgia/protection_13871.html; Child Action Plan 2008-2010.

All other data and reference footnotes

1) *Major Areas of Child Care System Reform 2011-12*, Ministry of Labour, Health and Social Affairs.

2) *Georgia Today*, at: http://www.georgiatoday.ge/article_details.php?id=9308; Agency of Social Services under the Ministry of Labour, Health and Social Affairs; *EU TACIS Support to Child Welfare Reform Report (2008)*; *UNICEF: Assessment of the Child Welfare Reform Process in Georgia (2009)*.

3) This is an estimate based on the number of children in small group homes in 2011, mother and infant shelters, and day care centres in 2012, and the number of children in foster care and adoption in 2009.

4) Due to discrepancies in available data, this figure is an estimate of the total number of children with disabilities calculated based on the international minimum disability rate of 7% (International Federation of Persons with Physical Disability, http://www.fimitic.org/; and population data from *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php).

5) *Baseline Assessment for Child Welfare Reform 2011-2014* (funded by AusAID), World Vision International, 2011.

6) According to World Vision field report, as at 2012 there are 4000 children with disabilities enrolled in inclusive education.

7) This figure is an estimate based on data that 18% of children aged 5–14 years are involved in child labour (*The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/pdfs/SOWC-2011-Statistical-tables_12082010.pdf). Other sources state the figure higher at 172,378 (http://www.unhcr.org/refworld/pdfid/4e8c397df.pdf).

8) UNHCR, at: http://www.unhcr.org/refworld/pdfid/4e8c397df.pdf; *Baseline Assessment for Child Welfare Reform 2011-2014* (funded by AusAID), World Vision International, 2011; *UNICEF Assessment of the Child Welfare Reform Project in Georgia 2009*, at: http://www.unicef.org/georgia/OPM_report_edited.pdf; and Ministry of Labour, Health and Social Affairs.

9) This figure is an estimate based on data that 67% of children suffer from some form of abuse in the household or from their caregiver (*The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/pdfs/SOWC-2011-Statistical-tables_12082010.pdf).

10) *UNICEF: Assessment of the Child Welfare Reform Project in Georgia 2009*, at: http://www.unicef.org/georgia/OPM_report_edited.pdf; and Ministry of Labour and Social Affairs.

11) The average number of crimes committed by or with the participation of minors aged 14-17 years between 2000-2009 (TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva).

12) *Reform Options for the Penitentiary and Probation Systems for Convicted Child Offenders in Georgia*, EU/UNICEF Partnership Project, 2009-2010, at: http://www.unicef.org/georgia/protection_13871.html and http://www.unicef.org/infobycountry/media_53324.html.

Child Protection Reform
SERBIA

1,800 children still living in residential orphanages

4 national policies[a]

2004 2005 2011
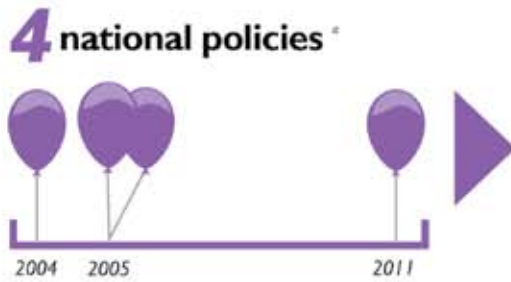
government services:[a]
- 139 social work centres
- 1 Centre for Family Residence of Children & Youth
- a few guardianship & foster families
- 16 support houses

149,240 children with disabilities without access to school and community life[b]

3 national policies[b]

2004 2005 2009
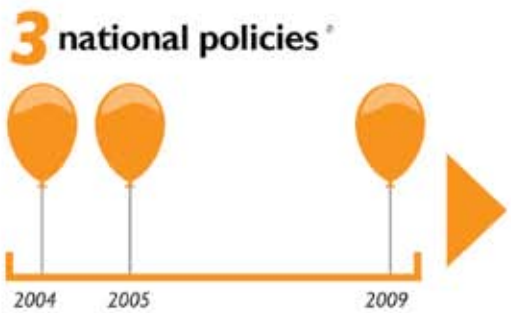
government services:[b]
- 6 support houses
- 90 special classes in regular schools
- 43 day care centres

3,335 children served[b]

127,900 children in labour force[c]

1 national policy[c]

2004

government services:[c]
- pilot project on youth employment

Unknown number of children subject to trafficking

3 national policies[d]

2006 2009 2011
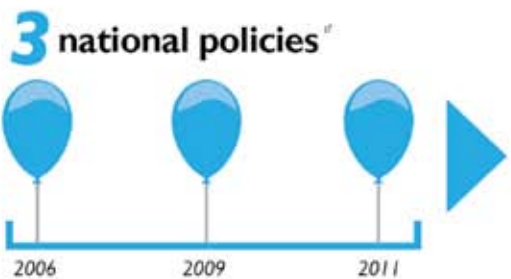
government services:[d]
- 1 Service for the Coordination of Protection to Victims of Trafficking
- 2 shelters
- 139 social work centres

1,599,000 children subject to domestic violence[e]

2 national policies[e]

2008 2009
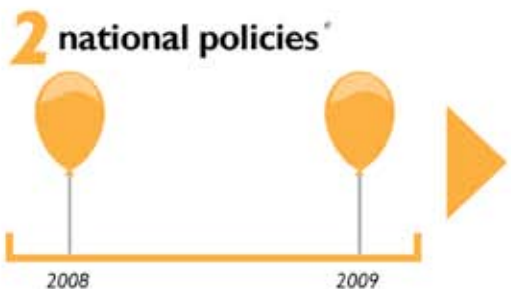
government services:[e]
- 139 social work centres

3,126 children served[e]

3,750 children in conflict with the law each year[f]

1 national policy[f]

2006

government services:[f]
- diversionary community solutions

112 children served[f]

www.infographicsagency.com

National policies reference notes

National policies include national strategies and legislation adopted that relate to the provision of community- or family-based services

a) National Plan of Action 2004-2015; Social Welfare Development Strategy 2005; Family Law 2005; Law on Social Welfare 2011.

b) National Plan of Action 2004-2015; Social Welfare Development Strategy 2005; Law on the Foundations of Education 2009.

c) National Plan of Action for Children 2004.

d) Strategy for Fighting Human Trafficking 2006; National Action Plan to Combat Trafficking for 2009-2011; Law on Social Welfare 2011.

e) National Strategy for the Protection of Children Against Violence, Abuse and Neglect 2008; Child Action Plan 2009.

f) Law on Juvenile Justice 2006.

All other data and reference footnotes

1) National Plan of Action for Children 2004, at: http://www.unicef.org/serbia/NPAfinalEnglish%281%29.pdf; The Republic Institute for Social Protection, *Annual Report for 2010*, Belgrade February 2011, at: http://www.zavodsz.gov.rs/english/PDF/Izvestaj%202010%20Final%20-%20Eng.pdf; and *First National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia: The Status of Social Exclusion and Poverty Trends in the Period 2008 – 2010 and Future Priorities*, March 2011, pp. 16, 152, 151 and 155; TransMONEE 2011 Database, UNICEF Regional Office for CEECIS, Geneva.

2) Due to discrepancies in available data, the total number of children with disabilities in Serbia has been calculated based on an estimate of the international minimum standard disability rate of 7%, in accordance with the International Federation of Persons with Physical Disability, at: http://www.fimitic.org/. Population data is from *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php.

3) *Inclusive Education Roadmap*, National Report on Republic of Serbia 2008, at: http://www.ibe.unesco.org/National_Reports/ICE_2008/serbia_NR08.pdf.

4) This is an estimate based on the number of children with disabilities enrolled in primary schools 2010/2011 and in supported housing (*First National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia: The Status of Social Exclusion and Poverty Trends in the Period 2008-2010 and Future Priorities*, March 2011, pp. 125 and 151) and the capacity of 43 day care centres (The Republic Institute for Social Protection, at: http://www.zavodsz.gov.rs/PDF/izvestavanje/IZVESTAJ%20CSR%202010%20-%20FINAL.pdf).

5) 6% of children aged 5-14 are in some form of labour. US Department of Labour, *2009 Findings on the Worst Forms of Child Labor - Serbia*, 15 December 2010, at: http://www.unhcr.org/refworld/docid/4d4a681027.html. Population data is from *The State of the World's Children 2011*, UNICEF, at: http://www.unicef.org/sowc2011/statistics.php.

6) UNHCR, at: http://www.unhcr.org/refworld/pdfid/4d4a681027.pdf.

7) US State Department *Trafficking in Persons Report 2011*, at: http://www.state.gov/documents/organization/164457.pdf; *Serbia 2010 Progress Report* {COM(2010) 660} Brussels, 9 November 2010 SEC(2010) 1330; and *National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia: The Status of Social Exclusion and Poverty Trends in the Period 2008-2010 and Future Priorities*, March 2011, p. 158.

8) 75% of children aged 2–14 years experience violent discipline methods (psychological aggression and/or physical punishment) (*The State of the World's Children*, UNICEF, at: http://www.unicef.org/sowc2011/pdfs/SOWC-2011-Statistical-tables_12082010.pdf).

9) The Republic Institute for Social Protection, *Annual Report for 2010*, Belgrade February 2011, at: http://www.zavodsz.gov.rs/english/PDF/Izvestaj%202010%20Final%20-%20Eng.pdf.

10) This was the identified number of child victims of domestic violence by the social work centres in 2009 (*First National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia: The Status of Social Exclusion and Poverty Trends in the Period 2008-2010 and Future Priorities*), March 2011, p. 157.

11) On average, between 3,500 and 4,000 children are reported to commit crimes each year. (UNICEF Serbia, at: http://www.unicef.org/serbia/activities_925.html).

12) Diversionary solutions are applied in 3% of juvenile cases (UNICEF Serbia, at: http://www.unicef.org/serbia/activities_925.html).

13) This figure is an estimate based on diversionary community solutions being applied in 3% of juvenile cases (UNICEF Serbia, at: http://www.unicef.org/serbia/activities_925.html).

Solutions to Reform Barriers: Strengthening EU Engagement

The EU's view of the Enlargement process as giving incentives for political and economic reform[30] as well as the 'more for more' approach emphasised in the Neighbourhood policy[31] provide a suitable platform upon which the EU can help bring about child protection reform in the region. Furthermore, in light of the new Pre-Accession Assistance and the revised European Neighbourhood Instrument (ENI) planned for 2014-2020, the EU can further provide substantial support to partner countries and overcome many of the key barriers to child protection reform.

World Vision recommends the following EU actions:

1. Position child protection as a high priority on the political agenda

While child protection is reflected as a priority in *inter alia* EU external action including Enlargement and Neighbourhood policies, more can be done to position child protection as a high priority on the political agenda.

A coordinated political agenda between the EC and EP that prioritises child protection can provide clear, consistent and influential messages to partner countries in Enlargement and ENP East. Furthermore, the creation of a long-standing EU rapporteur on child protection would carve out a special place for the issue. As a cross-institutional focal point to track the reform process across the region, a rapporteur could coordinate funding and technical support, and give political voice to hasten impact-driven responses by partner governments.

The case of Romania provides striking evidence that EU engagement on child protection *engineered by strong political will at the EU level* is powerful and can have significant impact on reforms in partner countries.[32]

EU Enlargement was one key driver of child protection reform in Romania, significantly expressing the urgency of reform. Prior to Romania's accession journey in 1997, the Romanian government had implemented few successful reforms, despite a significant influx of funding and evidence of political will. As child protection reform became a component of the EU's political conditionality for Romania, new and successful reforms took shape. Such reforms brought about significant impact for

children housed in residential institutions.

In support of this, EC and EP actions on child protection reform in Romania were well coordinated. The EC provided technical and financial resources to Romania while the EP, most notably by the EP Rapporteur, tirelessly proclaimed Romania's successes and omissions in public spaces, including progress reports, press releases and speeches. The "co-management" of the accession process by the EC and EP, despite the EC's mandate to manage implementation, required Romania to respond to both stakeholders from both technical and political points of view. Furthermore, stability of leadership in EU forums and Romanian politics during crucial reform moments consolidated trust and responsive action. Interviews suggest that EU leaders provided language and ideas for the reform movement to Romanian politicians that seamlessly blended political rhetoric into funded action.[33]

Successful political pressure exerted on Romania during the accession process could be categorised in three components: 1) a unified position among EU institutions on the issue of child protection, 2) continuous coordination and messaging from both EC and EP stakeholders, and 3) the tireless engagement of one key child protection champion – the EP Rapporteur – who kept the issue embedded in political conditionality and therefore high on domestic and EU agendas.

2. Adopt a systems approach to child protection programming, strategy and funding for Enlargement and Neighbourhood policies

Current EU policy and funding mostly concentrate on issue based objectives that do not necessarily correlate to systemic reforms or approaches. A systems approach to child protection will acknowledge the multi-sectoral nature of child protection reform and help solve for political and administrative capacity.

World Vision recognises that the term 'systems approach to child protection' calls for a considerable conceptual shift from stand-alone programming and engagement focused on particular groups of children to more sustainable, comprehensive and long term responses to protect children from abuse, neglect, exploitation and other forms of violence.[34] Namely, there

is a greater focus on prevention, and the critical roles and assets of key actors responsible for child protection. These actors include government, civil society, parents, caregivers, families and other community structures. Although there are many aspects of support that the EU can provide under this approach, this brief focuses on the role of government as a formal actor of the child protection system and how the EU can more strategically support government's role.

The role of governments in a systems approach to child protection is multi-level, multi-dimensional and multi-sectoral. Multi-level and multi-dimensional attributes of child protection are easily identified and bureaucratically less complicated. Service delivery in the form of child protection units, social services and other issue-targeted services function at the community level. Capacity building and coordination of service delivery function mostly at a regional level. Policy development on child protection is a national level enterprise.

Multi-sectoral engagement for child protection is more difficult because it demands exchange of information, coordination and shared decision-making horizontally instead of vertically. For example, the Ministry of Health is the leading ministry of a country's formal health system; all relevant health institutions answer to its regulations and jurisdiction. This is the case in the fields of education, energy, labour, justice and defence. This is not the case for child protection. Mandates, functions and budgets are positioned within and between various horizontal domains.

As a result, strategy, decision making and budgetary allocations for child protection systems are horizontally spread across government, making political capacity for real impact weak. These barriers are worsened by the difficulties often characteristic of highly politicised bureaucracies common in the CEE/CIS region. The lack of coordination and decision making is coupled with minimised political will and engagement. The fact that new staff transition into key posts every election year also minimises horizontal coordination and decision making.

Child Protection Systems *defined*

World Vision defines a Child Protection System as a set of coordinated formal and informal elements working together to prevent and respond to all forms of child vulnerability.

A Child Protection System consists of:
1. **Laws, policies and regulations** which determine the system's structures, mandates and functions.
2. **Services and service delivery mechanisms** which provide direct care and protection for children.
3. **Capacities** to provide and perform child protection services, including technical, human and financial resources.
4. **Cooperation and coordination mechanisms** which ensure that all formal and informal elements of the system across different sectors and levels work in a holistic manner.
5. **Accountability mechanisms** which ensure the system responds effectively to child vulnerabilities.
6. **Circle of care** which includes attitudes, values, behaviours and practices that provide the social environment for children.
7. **Children's life skills and participation** which encourages children to contribute to their own protection and that of others.

Each country's Child Protection System is unique and made of formal and informal elements appropriate to its context. *Formal elements* are established or sanctioned by the government and guided by laws, regulations and policies. *Informal elements* do not have government mandates; they are shaped by attitudes, values, behaviours, social norms and traditional practices in society. The boundaries between formal and informal elements will depend on the particular country context. For example, some of the formal elements of the system such as services may be provided or implemented by non-state/informal providers.

Actors in the Child Protection System
A Child Protection System operates at different levels and relies on a number of actors. Children are actors in the informal elements of the system; they have a role to play in their own protection. Life skills development can build children's capacity to make good decisions, influence their environment positively and build resilience to difficult situations.

The family plays the most influential role in the quality of care and protection that each child receives. The role of the family is determined through the knowledge, attitudes, capacity and beliefs of each family related to the care and protection of children. Families are influenced by local culture, including traditional attitudes, behaviours and practices.

Communities are actors at both formal and informal levels. In places where the government system is decentralised, the presence of formal system elements such as special police forces or services may be greater. Informal child protection entities such as committees or youth clubs are also noted community structures of protection. Community members and families together also have a critical role in building assets which will help children to thrive while also preventing abuse, neglect and exploitation.

The government is another critical actor, given its role and responsibility in the implementation of children's rights enshrined in the UNCRC. The majority of formal elements of the Child Protection System are put in place and implemented by government authorities at different levels.

International structures and actors play a significant role by supporting the implementation of children's rights and holding governments accountable as duty bearers. They *inter alia* establish mechanisms for monitoring and evaluation, complaints and redress.

Therefore, to support effective, multi-sectoral child protection reforms for the systems approach to programming, strategy and funding, the EU must:

Support national child protection authorities as coordinating bodies between horizontal domains of authority on child protection reform. Coordination mechanisms and authorities must hold a political mandate for reform and have authority to strategically link projects and initiatives together. Working successfully between national level ministries demands a level of political support to make decisions and see to the implementation of those decisions across multiple sectors. Most national child protection bodies across the region do not hold this initiative.

National coordination mechanisms must also directly relate to local authorities. To solve the lack of political capacity, slow decentralisation and the issue of responsibility without resources, capacity and resources should flow directly from central coordinating authorities on child protection to local and regional authorities, bypassing horizontal domains of authority at the national level. Such action pulls together fragmented budgets and creates a comprehensive approach to issues.

Support nationwide child protection mapping and assessment exercises that can validate evidence based decision making. Access to data, evidence and analysis are central to effective horizontal decision making for a systems approach to child protection. Mapping and assessment processes for child protection create a platform for multi-sectoral decision making. Such processes build consensus around key priorities, improve organisation and coordination with clearly defined roles, responsibilities and accountabilities, enhance management and administration of the system, and identify budget gaps and trends for future interventions.[35]

Governments need greater synthesis of available data and improved quality of data to maximise resources and achieve high impact child protection systems. At present, project reports, baseline data and monitoring and evaluation reports from various government agencies and civil society are not well organised or accessible for analysis.[36] Furthermore, outdated records constrain accurate budgeting and outreach to communities to address specific needs. Finally, governments often rely on state registration to gather data. Because many vulnerable families and children are not registered, true numbers remain elusive.

In-depth understanding of the child protection context will provide the platform to develop an appropriate tailored systems approach strategy for child protection reforms.

Use national action plans strategically: measure progress and provide technical and financial support to the implementation of selected national action plans that demonstrate a systems approach to child protection. A systems approach to child protection requires an in-depth understanding of the child protection context and a clear strategy to guide programmatic decisions to fill identified gaps in ways which strengthen one or multiple elements of the child protection system. Targeted use of selected national action plans (NAP), with their objectives and timeframes, can provide the course to attain new levels of focus, evidence and debate on progress.

Selected NAPs offer a sound platform for coordinating, targeting and prioritising a systems approach to child protection reform.[37] Strategically, NAPs are core organising documents that can bring together all sectors of government, donor governments and civil society. Within government, various ministry sectors come together to draft NAPs, which verify shared tasks and policy alignment for a multi-sectoral approach.[38] For donor governments, NAPs can leverage donor assistance to together target specific problems with similar solutions. This tactic improves the strategic management of assistance. NAPs also offer entry points for civil society engagement. Together, members of civil society are also able to organise funding and technical support around national priorities. NAPs are also simple platforms to monitor progress; civil society can organise data and evidence collection around promised priorities and services. These activities can also strengthen the role of civil society in policy making.

From an EU perspective, and in light of its vision to leverage funding for the new Pre-Accession Assistance,[39] NAPs can leverage more funds from other donors to support EU funded programmes; multi-donor funding pools could also minimise administrative burdens to recipient governments. Selected NAPs can also help identify SMART[40] objectives in policy/ programme cycles of the Enlargement process and ENP, and set strategic short-term and long-term benchmarks. More emphasis on NAPs also mitigates the "fading away" problem that is prevalent in progress reports and strengthens monitoring and evaluation of the system through more meaningful engagement with civil society.[41] NAPs can also link to national level budgetary frameworks; the Instrument for Pre-Accession (IPA) and ENI funding instruments can more appropriately align with such frameworks. Thus, programmatic decisions can be planned, designed, implemented and evaluated with an understanding of how they contribute to the overall system.

Because current EU policy disperses child protection issues throughout various agreements, documents and processes which guide the process of Enlargement and engagement with Neighbourhood partners, there is currently no framework strategy to ensure and respond to an in-depth understanding of the child protection context on the ground. Select NAPs can offer a possible solution. EU emphasis on NAPs as an organising principle for multi-sectoral engagement on child protection and evidence gathering will also serve to crystallise partner country's efforts to develop strategically mature documents.

3. Support the scale up of successful child protection services nationwide through financial, strategic and technical support

Given the successful ratification of legislation across the region, a strategy to successfully implement these commitments is the next step. A range of stakeholders have already created single, successful services that directly impact the lives of children and now there is an opportunity to scale up these models. Nationwide scale up of services closes the gap between policy and implementation.

World Vision defines scale up as *the increase or expansion of a community-based social service and its successful child protection outcomes, in the public sector and in accordance with an existing law/policy for greater impact.*[42] The focus is to reproduce the *successful outcomes* of a service, not to obsequiously recreate every one of its features. Therefore scale up does not *necessarily* mean replicating the number of service sites, expanding the infrastructure of the site or multiplying the number of beneficiaries, but can also include:

» Meeting a previously unmet child protection need
» Improving service performance in areas such as access or quality
» Increasing the breadth of the service such as geographically or through diversity in beneficiaries
» Increasing the depth of the service such as by improving quality or offering a variety of services and settings

Scale up can solve complications in the process of decentralisation such as a lack of resources and capacity at the local level by intentionally deploying technical and financial resources that are replicable, obtainable and cost-effective for government. In practice, the scale up of one-off services can occur in ways such as replication of a blueprint, grafting onto existing services, or an association of related existing services. The process of scale up can also occur in a simultaneous, phased-in or increasing way.

Deciding what scale up looks like in the *public sector* depends on various political and social variables, such as:

» Objectives and targets in the law/policy under which scale up will occur
» Institutional and administrative capacity of government to undertake scale up
» Funding available to and allocated by government
» Nature, severity, type and scope of the child protection and inclusion issue

Example of Scale Up

In partnership with government and members of civil society, World Vision Albania is undertaking an initiative to scale up child protection units (CPUs) pursuant to the Law for Protecting Children's Rights 2010 and in accordance with the prevalence of child protection issues in the country. CPUs are responsible for identifying, referring and assisting children who are at risk and/or victims of neglect, abuse, violence and exploitation. There are already 28 CPUs funded and operated by the government (out of 409 committed), and at the same time there are funding shortages for additional expenditures. In this context, scale up is closely associated with increasing the depth (capacity and quality) of existing CPU social workers and the breadth (geographical reach) of CPUs. This would be done through replication or association of existing CPUs and the phase-in of additional units. World Vision Albania is working in partnership with government, other civil society organisations as well as think tanks to establish the best way forward.

For the EU to help partner countries scale up localised services into a nationwide system of services, the EU must:

Fund models of community based services with a view of scale up at the outset. The EU should only fund service delivery models that align with government commitments, foster ongoing partnerships between local authorities and civil society organisations, and collect relevant evidence for scale up. The criteria for which community based services are chosen for funding should continue to be based on priorities set out in NAPs and accounted for in legislation. The objectives and timeframes set out in NAPs would help frame the strategy and process of scale up into short and longer term steps. The amount and allocation of funding can then be budgeted accordingly through Multi-Annual Indicative Financial Framework and Multi-annual Indicative Planning Document of IPA and National Indicative Programmes of ENI.

Partner with and fund civil society to develop necessary scale up components. Regional and national level civil society coalitions are also key stakeholders for the scale up of services. **Multi-stakeholder** coalitions offer demonstrable evidence on child vulnerability and the socio-economic trends that make children vulnerable. Aggregate evidence and insight about specific geographic regions and national level trends are important aspects to determine the strategy and process of scale up. **Further, multi-stakeholder coalitions play an important role in mutual accountability; they ensure that national investments and policies are effective and cost-effective.**

A key role for civil society organisations in scale up is working in partnership with government to develop and implement service models at the local level. Civil society organisations have the requisite capacity for service delivery and their ability to handle risk and innovation provides an alternative to that of government. Many services currently funded and/or operated by government in Enlargement and ENP countries were originally modelled by civil society organisations before being transferred to government ownership.[43] Scale up takes these successes to the next level by moving from one-off transfers of services to expanding their outreach and impact. Through direct community outreach initiatives, civil society organisations also have the ability to both *assess* and *access* the demand for services in the communities in which they serve. This is important for scale up where the demand for services is one key determinant of how and to what extent the service model will be increased or expanded for greater impact.

Think tanks can also add a new dimension to the dialogue between the EU and government. The exchange of strategic and technical support and evidence required for scale up will be a multi-faceted initiative that spreads across public policy, public administration and development realms. Not only are think tanks in a position to provide cogent analyses from intermediary and dynamic perspectives but they broaden the engagement of civil society to include organisations with special or innovative expertise. Such an enriched dialogue is necessary for this new frontier of reform.

Regional and national level civil society coalitions are also key stakeholders for the scale up of services. Coalitions offer demonstrable evidence on child vulnerability and the socio-economic trends that make children vulnerable. Aggregate evidence and insight about specific geographic regions and national level trends are important aspects to determine the strategy and process of scale up.

Support, monitor and fund evidence gathering linking data from individual services to social, institutional and political contexts for scale up. Operating a service model funded through IPA or ENP should require actions for effectiveness and sustainable impact: the collection of programmatic and operational evidence for scale up. Locally grounded evidence generated through

the development and implementation of community based service models is crucial to ensure that a strategy for scale up is in keeping with the social and institutional realities of the particular country. Dialogue with community stakeholders and civil society organisations can provide advice on how best to design and implement a model that suits the local population, with subsequent evidence of impact guiding further reiterations of the model in the pilot phase and building consensus among stakeholders in the community being served. In line with democratic principles, gathering and using evidence from the community also ensures that national level reforms are driven and contextualised by local needs and demands.

Progressing from a pilot to a nationwide programme requires the need to articulate the broader relevance of a pilot's impact in the national reform framework in order to build consensus among policy makers. At this point the conversation shifts from *whether* the service is successful to *how* its impact can be increased or expanded and its operations replicated in the wider institutional context. Herein lies the need to gather evidence for policy debates about feasibility and sustainability. The way to do this is to operate the pilot as close as possible to the public system, deploy resources (human, technical and financial) that are replicable, obtainable and cost-effective for government, and maintain knowledge management platforms that facilitate the exchange of evidence between stakeholders.

To progress a pilot to a nationwide programme in the public sector, the generation and use of evidence thus needs to be an integral component of service model development and implementation rather than as an end in itself or to satisfy compliance requirements. This will enable community stakeholders and policy makers to develop appropriate strategies for scale up that fit with the social, institutional and political contexts.

Temporarily fund transition costs for the transformation period. Reform involves transition costs, especially where changes are made to a governmental system. For child protection reform, transition costs can include "start-up" costs of new services or functions in the child protection system, or developing new types of services while maintaining existing services (such as residential orphanages/institutions), which are necessary to ensure the smooth and safe transition of children from one protection mechanism to another – with

the intention that the existing services will be phased out or transformed over a given period of time.

EU assistance would be effective as transition funding during the transformation period. Given the prevalence of residential institutions in countries such as Armenia and Azerbaijan, transition funding could bridge the budgetary shortfall between maintaining them temporarily while developing new services. In the long run, re-allocation of funds from residential institutions would likely ensure sustainability of the new services without additional costs or burden on the state budget.[44] In Albania and Serbia, transition costs would be more closely associated with start-up costs of new services. The scale up of these services must be appropriately designed so as to minimise additional cost to the state budget, such as by grafting new services onto the infrastructure of existing ones or sharing resources between them, rather than building new service sites.

Adequate planning for scale up is necessary to avoid the situation where it merely "expands the net" for vulnerable children by creating *more* services supported by transition (or other) costs. Otherwise transition costs risk becoming permanent and the whole system becomes more expensive rather than cost-effective. Planning for scale up should focus on services that contribute to the prevention of child vulnerabilities or deinstitutionalisation as identified in NAPs, and on reproducing the *successful outcomes* of a service (rather than simply replicating its units). Specific objectives and timeframes set out in NAPs can also provide the necessary guidance for how and when transition funding will support the transformation period.

Flexible funding in transition is also an important element for success. The process of deinstitutionalisation fluctuates between quick spurts and long pauses due to the needs of individual families and the success of alternative services in the community.

Highlighting EU assistance in Serbia

In Serbia, social inclusion of vulnerable children is a priority for the EU and the government, as reflected in key Enlargement and national policies.[45] To date, social inclusion initiatives undertaken by the EU pursuant to its bilateral relationship with the Serbian government touches upon World Vision's recommendations.[46]

Partnerships at the community level between local government, civil society and the private sector are intentionally fostered and supported for the development and operation of community based services. The EU has been supporting governments during transformation periods with financial and technical assistance. While existing residential institutions undergo planning for re-profiling or restructure to alternative types of care, local governments and civil society organisations are working in partnership to develop cost-effective community based services that correspond to transformation plans of those residential institutions.

The EU has also been engaged in scale up initiatives. These initiatives have demonstrated how scale up can occur without necessarily replicating the number of service units.

To increase the access of vulnerable children to education, pilot projects have included the expansion of preschools' capacities, and increased quality and diversification of preschool programmes.

The EU's scale up initiatives also demonstrate how to scale up services in line with the local social, institutional and political contexts. Through mapping exercises, evidence gathering and collaboration with communities and neighbouring municipalities, the EU has empowered local governments to understand their contexts to develop and implement appropriate services. In the case of preschool education, in areas where the demand for education is low, the common use of preschool spaces between municipalities accessed through joint transportation was suggested not only a cost-effective method to increase and sustain access to education, but a catalyst for better regional planning by local governments.

Conclusion

Recognising that EU Enlargement and Neighbourhood policies provide unique incentives for political and economic reforms in partner countries, the table is set for key reforms in child protection. The EU's view of the Enlargement process and the 'more for more' approach emphasised in the Neighbourhood policy verify this leverage at both the EU and partner country levels.

Furthermore, in light of the new Pre-Accession Assistance and ENI planned for 2014-2020, the EU can further provide substantial support to partner countries to overcome many of the key barriers to child protection reform and focus on the next phase of reform. The EU can, and indeed must, position the issue of child protection high on the political agenda, adopt a comprehensive systems approach to reform, and scale up successful, one-off services for greater impact among beneficiary populations.

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