

**2001**  
**STANDARD SUMMARY PROJECT FICHE**

**1. Basic information**

- 1.1 Project number:** RO.0104.01
- 1.2 Title:** “Strengthening and diversification of the child protection activities”
- 1.3 Sub-programme:** Strengthen Democracy, the Rule of Law and Human Rights
- 1.4 Twinning Component:** N/A
- 1.5 Location:** Romania

**2. Objectives**

**2.1 Overall Objective**

The 2001 Phare Programme has as overall objective to assist the Romanian authorities to improve and strengthen the child welfare system, concerning the general level of the provided activities/services at local/county level.

The project is a continuation of Phare 1999 Children First Grant Scheme, focussing on closure of old style residential care institutions, by creating alternative services in compliance with the “National Strategy for the protection of children in difficulty 2001-2004”.

**2.2 Project Purpose**

Programme specific project purposes is to decrease the number of children institutionalised in old style residential institutions by:

- (i) Strengthening and diversifying services through grant assisted projects to ensure an extension/diversification of the child protection activities, especially those focused on:
  - the prevention of the abandonment and of the situations which could endangered the harmonious development of the child) at local councils level, in order to delegate to local authorities the responsibilities for the families and children at risk or in need;
  - foster care and domestic adoption.
- (ii) Public awareness campaign on specific issues, based on the results of the similar component from Phare Programme 1999.

## **2.3 Accession Partnership and NPAA Priority**

Phare 2001 intends to continue the implementation of the Phare Programme 1999 goals, mentioned before, through projects which will be handed in by county councils, while partnership with local councils is strongly encouraged and partnership with NGOs is possible, but not compulsory. Projects will be based on a county strategy focussing on closure of institutions, and will consist of a number of sub-projects (de-institutionalisation, preventive measures, alternative care etc).

The ongoing Phare Programme RO 9905-02 "Development of Child Protection Services" has as general objective the development of alternative, family type services and the closure of the old residential institutions in order to prevent abandonment, to promote de-institutionalisation of children who are now in residential care and to increase the quality of the child protection services. It also has a public awareness component which will try to reach the same objectives by using different, indirect methods for a change in the general perception of the population regarding child protection issues.

The project takes into consideration and fulfils the political criteria stipulated by the **Accession Partnership**, short-term priority considering "guarantee adequate budgetary provisions for the support of children in care and reform of the system for treatment of children with chronic diseases and handicaps" but also medium-term priority regarding "consolidate reform and improve the conditions for the children in care".

## **2.4 Contribution to National Development Plan**

N/A

## **2.5 Cross Border Impact**

N/A

## **3. Description**

### **3.1 Background and Justification**

The implementation of the Governmental strategy concerning the child welfare system, initiated with the changes in the legal framework from 1997, in accordance with the principles and norms of the *acquis communautaire* in this field - the UN Convention on the Rights of the Child, and also with the necessity to fulfil the political criteria for the Accession of Romania to the European Union, had as main result the first decentralised Romanian child protection system.

This child welfare system incorporates now all the residential care institutions, previously under the subordination of different governmental central structures, ensuring the premises for a reform process that will cover all categories of children, without any discrimination. The trend of the reform started in 1997 was positive, with a constant decrease of the number of institutionalised children and in the same time a clear

increase of the percentage of children protected in their own families or in alternative forms.

The new structure responsible for the implementation of the reform process is the National Authority for Child Protection and Adoption (NACPA), created through the Emergency Ordinance no. 12/2001, based on the roles and responsibilities of the National Agency for the Protection of Child's Rights and aimed to strengthen the central capacity to develop, coordinate and control the implementation of the policies in the field of child protection and adoption.

In this respect, the "National Strategy for the protection of children in difficulty 2001-2004" and also the Prime Minister's statement from High Level Meeting of 15/06/2001 declares the protection of all children's rights as a priority that should be firmly supported within a global, unitary, modern and sustainable system, based on the European standards in this area. The emergency measures taken into consideration to fulfil this statement are:

- *Strengthening the institutional capacity of the local public administration authorities to sustain the diversification of the child protection activities, including development of social workers network at the level of local community;*
- *Promotion the partnership between local public administration and civil society in order to combine the resources of the public and private actors involved in child protection;*
- *Development and diversification of alternative services, within an integrated system of community based services, targeted on prevention activities and decreasing the rate of abandonment and institutionalisation; particular attention will be provided for the development of a complete set of minimum standards of care for these services;*
- *Elaboration and implementation of secondary legislation (e.g.: for adoption, child abuse and neglect, accreditation of service providers), training programmes, public awareness campaigns and programmes focused on specific issues (e.g.: life skills for young persons, family planning, recovery for children with disabilities, foster care, domestic adoption, etc).*

### **3.2 Linked Activities**

RO 9905-02 "Development of Child Protection Services"

### **3.3 Results**

The expected results of the community integrated child welfare projects at local level are:

Reduced number of children protected in residential institutions through closure of old style residential institutions and development of community child welfare services, focused on prevention and de-institutionalisation activities.

An increased capacity of the national authority in exercising its role as a regulatory authority in monitoring the implementation of the reform at local level.

The expected results of the public awareness campaign are the following:

Increased awareness of negative effect of institutionalisation, prevention of abandonment and increased awareness of available alternatives, with a special focus on support for families/mothers, foster care and national adoption.

### **3.4 Activities**

All components of the 2001 Phare programme on Child Protection Reform (10 €) will be focused on the strengthening and diversification of the child welfare activities.

#### **3.4.1 The creation and development of community integrated child welfare projects at local level**

This component will allow the development of a range of diversified services, focussed at closure of institutions, targeting the following main areas:

- The prevention of child abandonment, abuse, neglect or institutionalisation;
- The necessary and proper protection for children in need, according to particularities of each child's case/situation;

These activities will be implemented through grant assisted projects financed under this Phare programme. The implementation arrangements for this funding mechanism and the project selection criteria are detailed in §6. (Implementation Arrangements).

Projects within this component may include the following types of activities:

- a) implementation and development of integrated community services at local (councils) level;
- b) training sessions for the staff in the new services and local networks;
- c) extending the foster care network, including for special need children.

#### **3.4.2 Technical Assistance**

Technical assistance will provide support in order to ensure an efficient management of this programme in evaluating, selection and monitoring the projects' implementation. Support to the National Authority for Child Protection and Adoption in reinforcing their capacity to monitor the implementation of the reform by the local authorities.

#### **3.4.3 Public Awareness Campaign**

Based on the results of the public awareness campaign component of the 1999 Phare Programme, a follow up Public Awareness Campaign will be organised.

This component would aim to obtain a parenting knowledge about alternatives, which exist to placing their children in an institution and allow family decision-making, as users of the provided services. It would also target the misconception that institutionalisation offers a better perspective in life to the child.

The activities to be carried out under this programmes should be the following:

- a) evaluate the impact of the public awareness campaign under the Phare Programme 1999;

- b) identification of the priority issues to be targeted under this component;
- c) development of public awareness campaigns according to identified targets.

#### 4 Institutional Framework

The answer of the Romanian Government to the issue of a single authority was the promotion of the Emergency Ordinance no. 192/1999 regarding the creation of the *National Agency for the Protection of Child's Rights* and for reorganizing the child protection activities, which has to coordinate at national level the implementation of the policies in the field of child protection system reform, in all the services and institutions that ensure the care and protection of children in difficulty and also the handicapped children. In order to improve the coordination of the reform process and reinforce the central level, through Emergency Ordinance no. 12/2001, a new central structure was created – *National Authority for Child Protection and Adoption* – by taking over the Agency's responsibilities.

The efficiency of the financial system set up based on Programmes of National Interest will be evaluated in the same time with other possible alternatives to finance the child protection system. This analysis should be done taking into consideration the cooperation with the new structure of the central public administration authorities and their programmes and strategies on short and medium term, including legislative changes in the law of public administration and the law of local public finance.

Another particular aspect of the institutional framework in child welfare activities is the harmonisation and co-ordination between the Authority and the *other central and local authorities* in the implementation of the reform and of this project. The support for the specific activities of the implementation process involved a real partnership especially with the Ministry of Health and Family, the Ministry of National Education, the Ministry of Labour and Social Solidarity.

In addition to this, the National Child Protection Reform Strategy will be reconsidered in order to establish and quantify the emergency measures necessary to continue the positive trend accomplished by this time. This will involve an permanent accent on decentralization and prevention activities, an improvement of the number and quality of services offered through the new community based services.

#### 5. Detailed Budget

(in MEURO)

Budget	PHARE SUPPORT					
	Investment Support	Institution Building	TOTAL PHARE	National Co-financing	IFI	TOTAL
The creation and development of community integrated child welfare projects at local level			7.5			7.5

Technical assistance for management of the grant programme			1.2			1.2
Technical assistance to reinforce the NAPCA's capacity to monitor			0.3			0.3
Public Awareness Campaign			1.0			1.0
<b>TOTAL</b>			<b>10.0</b>			<b>10.0</b>

**NB:** *The Authority will be responsible for the technical implementation of the Project. County Councils, Local Councils and NGOs will manage and deliver the actual child welfare services. The Authority with other involved Governmental bodies and also the County and Local Councils, will provide counterpart resources, as appropriate, for the implementation of this Project.*

## **6. Implementation Arrangements**

### **6.1 Implementing Agency**

The programme will be implemented according to the Phare DIS procedures and rules. The Implementing Agency, responsible for contracting and financial management for all components will be the CFCU. The implementing authority, responsible for the technical aspects of the programme will be the National Authority for Child Protection and Adoption.

### **6.2 Non-standard Aspects**

For the component 3.4.1, projects will be financed through a grant scheme. Only county councils will be eligible to propose projects for financing under the grant scheme. Partnership with local councils is strongly encouraged and partnership with NGOs is possible, but not compulsory.

Costs eligible for financing under the grant scheme may include salaries, and running costs, investments and training costs. The grant scheme will respect the Phare Regulation with regard to the digressively of financing of operational costs (projects will be designed on the basis of a phasing out of Phare support for salaries and running costs, which will be progressively covered by local public finance within a specified time period).

Projects will be selected and managed under Phare DIS procedures and rules, and in particular rules for grant schemes, through national call(s) for proposals and transparent and competitive selection procedures.

Clear and precise project selection criteria will be established, including project financial limits (floor and ceiling) which will take into consideration not only the quality and feasibility of project proposals, but also consistency with judet strategy. Selection criteria will be prepared by the NACPA in the planning phase of the programme and endorsed by the EC Delegation.

The NACPA will be responsible for ensuring that all eligible authorities are provided with full information about the selection criteria, project financial limits, the deadline and conditions of calls for project proposals, and administrative arrangements.

A national project selection committee will be set up under the chairmanship of the NACPA. The composition and rules for the functioning of the Committee shall be agreed between the Authority and the EC Delegation. The Authority and the EC Delegation shall pay particular attention to the competence, integrity and credibility of the selection committee. The committee will assess the proposals received from judet authorities, and make recommendations to the NACPA and the EC Delegation as to those that correspond to the eligibility criteria, and on priorities for financing. Priorities for financing will take account of programmes and project being implemented under financing from other sources (such as World Bank, Development Bank of the Council of Europe, United States Agency for International Development). Where project proposals envisage co-operation between judet authorities and NGOs, the committee shall pay attention to the competence, experience and probity of the concerned NGOs.

### **6.3 Contracts**

The selected projects will be implemented through financing agreements between the CFCU and the proposing local authority, to be endorsed also by the NACPA concerning technical aspects, as mentioned at § 6.1 and § 9. The decentralised nature of the programme requires local authorities to assume responsibility for management of project funds provided under the financing agreements. Guidelines on financial procedures will be established, taking account of Phare DIS rules for grant schemes, covering:

1. transfer of funds from the CFCU to judet authorities, including a standard format for financing agreements, and payment procedures and arrangements for financial accounting and operational reporting on project implementation, and,
2. arrangements for the financial management of projects by the judet authorities, ensuring clarity as regards the authorities approving and endorsing the local contracts and payments and arrangements for financial control in accordance with national legislation, as well as specific recommendations which may be made by the Commission.

Mechanisms and criteria shall be established for monitoring the satisfactory implementation of projects financed under this programme to ensure the value for money and effectiveness of the activities being supported.

The implementation arrangements, conditions and rules will be further specified in programme documents including technical assistance terms of reference, programme implementation manuals and programme financing agreements between the programme supervising and implementing bodies.

Projects proposed for improved services based on co-operation between local authorities and NGOs will be encouraged.

## **7. Implementation Schedule**

7.1 Start of tendering: January 2002

7.2 Start of project activity: March 2002

7.3 Project Completion: November 2004

## **8. Equal Opportunity**

The field of child protection can be characterised by a much higher participation of women than men in all professions, all functions, throughout the country. In the semestrial reporting, statistics will be submitted regarding the number of men and women working for the Project and how gender issues were dealt with.

## **9. Environment**

N/A

## **10. Rates of Return**

N/A

## **11. Investment Criteria**

N/A

## **12. Conditionality and Sequencing**

A specific commitment will be made by the Ministry of Finance about the provision of national budget finance to sustain areas of activity developed through the Phare support. While it is the responsibility of judet or municipal authorities to provide funds within their budgets to sustain activities developed through Phare support, the Ministry of Finance will ensure the effective functioning of national financial mechanisms to ensure that local budgets have adequate resources to meet the requirements for implementation of the new approach to decentralised services.

This process has already begun: the Ministry of Finance has already guaranteed financial support through the Authority for local authorities wishing to enter co-financing agreements with Phare Programme. Financing will also be supported through the current transfer of institutions to the Judet councils. Further conditionality includes guarantees that the local authorities progressively assume responsibilities for operating costs once the utility of the activities have been demonstrated.

The Government should ensure that the financial control system relating to local public budgets is put in place in accordance with the principles of the new legislation on financial control, and applied in relation to Phare and public funds provided for the implementation of reformed child protection policies.



At local authority level, the funds would be provided subject to respect for the standards and guidelines established by the Authority at national level. Projects would be subject to technical monitoring by the Authority concerning respect for programme guidelines and legally required standards.

The Authority should ensure also that the accreditation system for NGOs is in place and that a model(s) for closure of institutions will be developed and agreed before the call for proposals. These models will include provisions for the future use of the redundant building, the staff and the children. These models will be included in the Guidebook.

## **ANNEXES TO PROJECT FICHE**

1. Logical framework matrix
2. Contracting and disbursement schedule

Annex 1 to Project Fiche			Programme name: and number:	
<b>LOGFRAME PLANNING MATRIX FOR (Strengthening and diversification of the child protection activities)</b>			Contracting period expires: 30/11/2003	Disbursement period expires: 30/11/2004
<i>Project Number</i>			Total Budget: 10 M€	Phare contribution: 10 M€
<b>Wider Objective(s)</b>	<b>Indicators of Achievement*</b>	<b>How, When and By Whom Indicators Will Be Measured</b>		
Assist Romanian authorities to improve and strengthen the child welfare system	<ul style="list-style-type: none"> <li>Decreased number of children protected in old style residential care services</li> </ul>	<ul style="list-style-type: none"> <li>National statistics</li> </ul>		
<b>Immediate Objective (Purpose)</b>	<b>Indicators of Achievement*</b>	<b>How, When and By Whom Indicators Will Be Measured</b>	<b>Assumptions and Risks</b>	
<ul style="list-style-type: none"> <li>Strengthening and diversifying services through grant assisted projects to ensure extension/diversification of the child protection activities</li> <li>Increased awareness of effects of institutionalisation and available alternatives</li> <li>Increased capacity at local and national level to implement and monitor</li> </ul>	<ul style="list-style-type: none"> <li>Closure of a number of old style residential institutions</li> <li>Increased number of children protected by alternative social services</li> <li>Decreased entry of children in residential care</li> <li>Decreased number of legally abandoned children</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring by National Authority for Child Protection and Adoption, with Technical Assistance</li> <li>Opinion polls on public awareness</li> </ul>	<ul style="list-style-type: none"> <li>Commitment of local authorities towards reform (local strategies)</li> <li>Financial contribution from national budget to sustain areas of activity developed through the Phare support.</li> <li>the financial control system relating to local public budgets is put in place</li> <li>model(s) for closure of institutions are developed and agreed</li> </ul>	

child protection projects			
<b>Results (Outputs)</b>	<b>Indicators of Achievement*</b>	<b>How, When and By Whom Indicators Will Be Measured</b>	<b>Assumptions and Risks</b>
<ul style="list-style-type: none"> <li>Increased availability of community child welfare services</li> <li>Public awareness campaign</li> </ul>	<ul style="list-style-type: none"> <li>Closure of a number of old style residential institutions</li> <li>Increased number of children protected by alternative social services</li> <li>Decreased entry of children in residential care</li> <li>Increased awareness on effects of institutionalisation and existing alternatives</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring by Technical Assistance of implementation of local projects</li> <li>Opinion polls on public awareness</li> </ul>	
<b>Activities</b>			<b>Assumptions and Risks</b>
<ul style="list-style-type: none"> <li>Grant scheme for local projects (possibly in partnership with NGOs)</li> <li>Public Awareness Campaign</li> <li>Technical Assistance manage the grant scheme</li> <li>Technical Assistance to the NAPCA</li> </ul>			Accreditation system for NGOs functioning

\* Must be **quantified** and **measurable**

<b>Strengthening and diversification of the child protection activities</b> <b>CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE (10 M €)</b>												
	31/03/02	30/06/02	30/09/02	31/12/02	31/03/03	30/06/03	30/09/03	31/12/03	31/03/04	30/06/04	30/09/04	31/12/04
<b>CONTRACTED</b>	1.5	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
<b>DISBURSEMENT</b>		5.5	6.5	6.5	7.5	8.0	8.3	8.5	8.7	8.7	10.0	10.0