

PHARE 2003
STANDARD SUMMARY PROJECT FICHE

1. Basic Information

- 1.1. CRIS Number:** 2003/005-551.01.01
- 1.2. Title:** Developing and diversification of child protection activities
(Continued support for Children First)
- 1.3. Sector:** Strengthen Democracy and the rule of Law and Human Rights
- 1.4. Location:** Romania, all regions

2. Objectives**2.1. Overall Objective**

The 2003 Phare Programme has as overall objective to assist the Romanian authorities in the implementation of the National Strategy for Child Protection. It aims to improve and strengthen the child protection system in Romania in line with the principles emphasized within the UN Convention on the Rights of the Child.

2.2. Project purpose

Programme specific project purpose is to decrease the number of children residing in large old style residential institutions by:

- (i) Closure of large old style residential institutions, through development and implementation of modern integrated child protection services, such as family type homes, day care centers, recuperation centers, foster care networks and maternal centers. Priority will be given to projects that will close institutions for children up to the age of three, homes for handicapped children (camin spital) and any other large "old style" institution with more than approximately 100 children.
- (ii) Institution building support at the local and central level;

2.3. Accession Partnership (AP) and NPAA priority (and implementing measures envisaged by the Action Plan for AP priorities related to strengthening administrative and judicial capacity)

The project takes into consideration and fulfils the political criteria stipulated by the **Accession Partnership** concerning the reform of the child care system with respect to "ensure the administrative capacity in order to implement the new legislation".

Taking into account the strategic objectives formulated by the Government for child protection field, NACPA defined within **NPAA** the following short and medium term priorities related to this project:

- Continuing the development and diversifying of the community services for child protection;
- Closure of old style institutions, including the ones that protect children with handicap;
- Developing and promotion of programmes for the children with handicap, in order to facilitate their social and educational integration.

These priorities are included in the National Strategy for child protection field proposed for the period 2001-2004, document in which are also mentioned the actions, the responsible institutions and the measurable indicators.

2.4. Contribution to National Development Plan (and/or Structural Funds Development Plan/SDP)

Not Applicable

2.5. Cross Border Impact

Not Applicable

3. Description

3.1. Background and justification

The Government of Romania considers as a priority the assurance and respectfulness of children's rights and also places children in a special interest area.

The firm commitment from Romanian Government led to obtain a significant progress in this field, justified by the following results:

- a) The desinstitutionalization of the children from the residential care system and also the prevention of institutionalisation (number of institutionalised children decreased with almost 25% in the last two years);
- b) Closure of 60 old style institutions through development of adequate child protection services;
- c) Development of 260 new child protection services in the last two years;
- d) The integration of the deficient children/ pupils from the special education system in the ordinary education system (almost 20 boarding special school, from the total of 60 closed institutions, were closed and the children were moved towards the ordinary schools)

The European Commission in the 2002 Regular Report also, mentioned the progress obtained:

"Closure of large, old-style institutions is ongoing.... The move away from large institutions has been paralleled by a substantial increase in the number of professional foster parents and range of alternative child protection services. Living conditions in most placement centres (decentralised childcare institutions) are adequate, although care standards in the remaining large, old – style institutions do not respect the individual needs of children...."

The National Authority for Child Protection and Adoption is a professional body with a good management capacity. It is adequately staffed, although training could be improved.

Despite this overall progress, a general concern is that there are significant regional differences in the implementation of the reform programme".

In the above paragraph, we could find the main priorities within the child protection system and these will be addressed under this project (closure of old style institutions and specialised training provided to central and local staff).

Regarding the old style institutions, at the end of year 2002 there were a number of 131 institutions (each with more than 100 children protected), which have to be closed.

The National Authority for Child Protection and Adoption was established based on the Emergency Ordinance no.12/2001, approved by Law no. 252/2001 as specialized body of the central public administration, under the direct coordination of the Minister for the Coordination of the General Secretariat of the Government. The NACPA mission is providing the methodological coordination of local authorities involved in child protection, being responsible for the elaboration, coordination, and monitoring of the policy in the field.

In this respect, the main areas in which the NACPA staff should have competencies are the following:

- policy and strategy design, monitoring and evaluation;
- project cycle management (project and programme design, monitoring, reporting, evaluation etc.);
- international and european legal framework in the child protection field;
- monitoring and control of implementation legal framework;
- standards elaboration, licensing and accreditation of services provided in the child protection field.

More than that, all the above-mentioned should be approached considering that, in this moment, 4 draft laws are at the elaboration stage: law on child protection, on adoption and setting up two new central institutions: National Authority for Child Rights Protection and Romanian Adoption Office, through reorganising the present National Authority for Child Protection and Adoption.

National Authority for Child Rights Protection, based on the provisions of new law, will be more focused on the quality of services provided to children and their families, on the quality of local authorities activities and, also, on the quality of its own activities.

Through the new law on child protection, at the local level some changes will be made: the competencies of the County Directions and Commissions for Child Protection will be re-defined (they will be more focused on the coordination and control of the activities developed at the below level – municipality and village level), some institutions and structures will be involved in the child protection field (courts), more structures and institutions will be involved in this field and for this reason it will be compulsory to establish good cooperation relationships.

The training at the central level will be complemented by training at local level provided for a proper implementation of the spirit of the new legislative package. At this very moment this package is still under revision and discussions with the representatives of the European Commission.

As soon as the draft laws will be finalised, the training modules at the local level will be specifically mentioned in the fiche.

3.2. Linked activities

The Government's central body entrusted with the child protection activities and regulations have been a recipient of Phare support since 1998.

Funding has involved some 36.5 M€ for Grant Schemes, 5.1 M€ for public awareness campaigns and 4.6 M€ for technical assistance for the implementation of the grant schemes.

Support has also been made available for emergency intervention during the 1999 Romanian financial crisis through Phare Project 1998 amounting 10 M€.

Part of the activities foreseen will carry on the previous Phare projects concerning the development of new alternative child protection services and training of staff involved in these types of services.

Under the previous Phare projects (1999, 2001 and 2002), as a result of development of new alternative child protection services, will be closed almost 70 old style institutions, as following: 28 institutions – 1999; 17 institutions – 2001 and 25 institutions – 2002.

Activities from other donors linked to the implementation of Phare

The **national interest programmes** represent a category of concrete instruments whereby the implementation of the reform is oriented, performed and supervised. They represent modalities in which state budget resources can be used to co-finance activities for the protection of the child at a local level. The Government, by means of the NAPCA, supervises the way in which the funds allocated to these programmes are spent. Since 2000 an amount of 2,577 billions ROL were allocated through these programmes to support: the closure of old-style institutions (2 institutions were closed until now); social integration of street children; social and vocational integration of young persons leaving care institutions and training of local staff in child protection issues (specialised foster parents, social workers for street children, social workers involved with potentially adoptive families).

The British Department for International Development is providing Technical Assistance to NACPA amounting 3 million £ with the following components: the improvement of legislative framework, the development of an accreditation system for the NGOs who are working in this field and the development of the infrastructure of NACPA and personnel training at this level. Until now, under the training component was organised a study visit in the United Kingdom for 16 people from the central level and 6 people from the local level in order to understand better their child protection system. Under this programme were, also, organised training sessions on designing strategies and closure plans for people from local level (135 representatives from County Directions for Child Protection).

The mutual French – Romanian cooperation programme in the field of child protection has started in 2001 by supporting the development of the legal framework and training of specialised staff. 4 people from NACPA participated to a study visit in France, under this cooperation programme. More than that, it were also organised training sessions on management of services for children with handicap (59 people from local level).

3.3. Results

The expected results of this Programme are:

- Reduced number of children residing in large old-style institutions and increased number of children re-integrated into their natural or extended family, or benefiting from child protection services such as foster care, family type homes or other suitable manners of care. Closure of at least 30 large old style institutions and creation of alternative child protection services.
- Efficient management of the grant scheme;
- People from local and central level trained (the exactly number will be established after the approval of legislative package)

3.4. Activities

Activities to be developed within this Phare Programme include:

- Children First Fund. The specific objective of this grant scheme is to support the development of alternative childcare services in Romania that will enable old style large institutions to be closed. Priority will be given to projects that will close institutions:
 - for children up to the age of 3 (*subject to revision as the new legislation will enter into force, so that no children under 2 years will be institutionalised*),
 - camin spital and
 - any other large old style institutions with more than 100 children
- Technical assistance will have three main roles:
 - assist NACPA in selection and monitoring of the projects under the Children First Fund;
 - evaluate the impact of the previous Phare programmes on the reform process;
 - provide training on the specific issues:
 - principles and methods of policy and strategy planning
 - connection between strategies and financial planning
 - inspection procedures and methodologies
 - coordination and control procedures of all activities developed at the municipalities and villages level;
 - and on those issues which will be identified after the new laws will be approved by the Parliament.

3.5. Lessons learned

The main difficulties in implementing the former Phare programmes were related to lack of knowledge regarding the project cycle management on Phare programmes.

Training on designing and implementing Phare projects was provided during 2002 to the counties by the Technical Assistance team of Phare 99 (for a number of 149 persons).

Meanwhile, the Project Cycle Management training course organised by the Ministry of European Integration was attended by three of the NACPA 's PIU members.

4. Institutional Framework

On the 20th of November 2001, by Prime Minister's Decision no. 401, the Independent Group for International Adoption Analysis was established.

According to the responsibilities set by the Prime Minister's Decision, this Group presented the evaluation report regarding the reorganisation of the international adoption and child protection system.

The legislative working group established based on the provisions of the *Synthetic strategy For Implementation of Measures from the Report of the Independent Group for International Adoption Analysis* has elaborated the new legislative package that comprise the Law on child protection, Law on the legal framework of adoption, Law on the organisation and operation of the Romanian Adoption Office and Law on the establishment, organisation and operation of the National Authority for the Protection of Children's Right.

Overall, technical and administrative aspects of implementation shall be the responsibility of the National Authority for Child Protection and Adoption (National Authority for the Protection of the Rights of the Child-based on the provisions of the new laws).

The Programme Implementation Unit from NACPA will manage the professional implementation. Participating institutions include the local authorities that through their specialised public services will submit projects under the grant scheme.

The project is in line with the Government Strategy within the child protection field (2001-2004) and The Operational Plan for implementing the Government Strategy within the child protection field (2001-2004)

5. Detailed budget

	Phare Support					
	Investment Support	Institution Building	Total Phare (=I+IB)	National Cofinancing*	IFI*	TOTAL
Grant scheme	10		10	3.34		13.34
Technical Assistance		1.5	1.5	0		1.5
Total project	10	1.5	11.5	3.34		14.84

the figures are in M€

6. Implementation Arrangements

6.1. Implementing Agency

The CFCU will be responsible for the administrative and financial management of the projects, under the responsibility of the Programme Authorising Officer.

PAO: Jeana Buzduga
 Director CFCU – Ministry of Public Finances
 Phone: +40 21 211 99 79
 Fax: +40 21 210 83 48

NACPA (NAPCR), the Implementing Authority, has a Phare Senior Programme Officer (SPO) and a Deputy Senior Programme Officer appointed through Secretary of State Orders, who will be responsible for the technical management of the project.

SPO: Mrs. Liliana Momeu
 Deputy General Director of the General Department for Policies, Strategies and Implementation – NAPCA
 Phone: +40 21 315 36 33
 Fax: +40 21 312 74 74

6.2. Twinning

Not applicable

6.3. Non-standards aspect

Component 1 will be implemented through grant schemes elaborated on the basis of the Guidelines for Applicants elaborated by NAPCA, and taking into consideration the experience gained under former grant schemes, where final beneficiaries shall be selected through open calls for proposals.

Component 2, the technical assistance component (service contract), may be awarded by direct agreement to the contractors who delivered similar services under the previous Phare programmes, in order to benefit from increased efficiency due to experience gained under these previous programmes.

Regarding the Grant Scheme the procedures stipulated within the Practical Guide for Phare, ISPA and SAPARD, section for grants are applicable.

The non-standards aspects are related to the fact that only local specialised public services for child protection may apply. They may individually or as a lead partner in partnership with a non-profit making organisation/institution or an international organisation (these must be authorised to develop activities in the field of child protection according to the law). All partner organisations must have their Headquarters within European Union and/or Phare countries.

6.4. Contracts

The programme shall be implemented through a service contract and a grant scheme.

The grant scheme component of this programme will be implemented on the basis of grant agreements between the CFCU and local authorities.

7. Implementation Schedule

7.1. Start of tendering/call for proposals

February 2004

7.2. Start of project activities

September 2004

7.3. Project completion

May 2006

8. Equal Opportunity

The field of child protection can be characterised by a much higher participation of women than men in all professions and all functions, throughout the country. In the project, all functions will be scaled and the relevant job descriptions will be prepared. In all reporting, statistics will be submitted on the proportion of men and women working for the Project and how gender issues were dealt with.

The National Authority for Child Protection and Adoption is an equal opportunity employer. Equal participation of men and women in training and operating activities will be assured consistent with the gender distribution within the institution.

9. Environment

Not applicable

10. Rates of return

Not applicable

11. Investment criteria

Not applicable

12. Conditionality and sequencing

After contracting of the Phare 2002 grant scheme and before launching the 2003 call for proposal, the National Authority for Child Protection and Adoption will provide to the Commission an overview of the remaining large old style institutions still open whose closure would trigger Phare support under the project. At that stage the project budget will be re-assessed on the basis of the identified needs. Funds in excess of the needs will be re-allocated to other performing projects.

Having as benchmarks the Government Programme and the Government Strategy in the field of the protection of the child in difficulty (2001-2004), the Romanian Government have evinced strong political commitment to solve the problem of institutionalised children, through legislative, administrative and financial measures. As such, the primary conditions for starting the programme are fulfilled.

Sufficient human resources will be made available by the NACPA (NAPCR) and the other involved institutions for the timely implementation of all the planned operations.

Annex 1 : Logframe Matrix for project “Developing and diversification of child protection activities”

LOGFRAME PLANNING MATRIX FOR Project „Developing and diversification of child protection activities” (Continued support for Children First)	Programme name and number	
	Contracting period expires 30 November 2005	Disbursement period expires 30 November 2006
	Total budget: 14.84 MEURO	Phare budget: 11.5 MEURO

Overall Objective	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> to improve and strengthen the child protection system in Romania in line with the principles emphasized within the UN Convention on the Rights of the Child 	<ul style="list-style-type: none"> The regional differences in the implementation of the reform programme will be reduced 	<ul style="list-style-type: none"> Central and local government data Existing Romanian official statistics Information from NGOs and Civil Society 	
Project Purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> Closure of large old style residential institutions Institution building support at the local and central level. 	<ul style="list-style-type: none"> Increased number of alternative services Number of institutions closed will be increased 	<ul style="list-style-type: none"> Central and local government data Existing Romanian official statistics Information from NGOs and Civil Society 	<ul style="list-style-type: none"> Economic conditions in Romania The future changes will be only constructive ones Sustainability of government efforts at central and local level towards childcare system reforms

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<ul style="list-style-type: none"> Reduced number of children residing in large old-style institutions and increased number of children re-integrated into their natural or extended family, or benefiting from child protection services such as 	<ul style="list-style-type: none"> Number of alternative services will be increased with 10% Number of children protected in residential institutions will be decreased with 10% X number of local and central 	<ul style="list-style-type: none"> Central and local government data Existing Romanian official statistics Information from NGOs and Civil Society 	<ul style="list-style-type: none"> Economic conditions in Romania Reduced turnover rate of specialised staff within the system

Annex 1 : Logframe Matrix for project “Developing and diversification of child protection activities”

foster care, family type homes or other suitable manners of care. <ul style="list-style-type: none"> ▪ Efficient management of the grant scheme; ▪ People from local and central level trained ▪ Evaluation report on the impact of the previous Phare programmes provided 	people trained <ul style="list-style-type: none"> ▪ Map of services 		
Activities	Means	Costs	Assumptions
<ul style="list-style-type: none"> ▪ Prepare Terms of Reference for the technical assistance component ▪ Prepare Guidelines for applicants (grant scheme) ▪ Launching the tender for service contract ▪ Launching the call for proposals for Grants ▪ Evaluation procedure and Contract's signature for service contract ▪ Evaluation procedures and signature of contracts for grant assisted projects ▪ Implementation phase of all components ▪ Close-up phase 	<ul style="list-style-type: none"> ▪ Human resources: sufficient and properly trained staff from Programme Implementation Unit 	<ul style="list-style-type: none"> ▪ Financial resources: 15.5 MEURO 	
















Preconditions

Annex 2 : Detailed implementation chart for project “Developing and diversification of child protection activities”

“Developing and diversification of child protection activities” (Continued support for Children First)

	2003						2004												2005												2006						
calendar months	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	
activities																																					
Prepare Terms of Reference for the TA component				D	D	D	D																														
Prepare Guidelines for applicants (grant scheme)				D	D	D	D																														
Launching the tender for TA								C	C	C	C																										
Launching the call for proposals for Grants								C	C	C	C																										
Evaluation procedures and contract signature for TA												C	C																								
Evaluation procedures and signature of contracts for grant assisted projects												C	C	C	C																						
Implementation phase of all components															I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I		
	D = Design C = Contracting I = Implementation																																				

Annex 3 : Cumulative contracting and disbursement schedule for project “Developing and diversification of child protection activities”

“Developing and diversification of child protection activities” (Continued support for Children First)												
CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE (MEURO 14.84)												
DATE:												
	31/12/03	31/03/04	30/06/04	30/09/04	31/12/04	31/03/05	30/06/05	30/09/05	31/12/05	31/03/06	30/06/06	30/09/06
CONTRACTED												
DISBURSEMENT												
NB: 1. All contracting should normally be completed within 6-12 months and must be completed within 24 months of signature of the FM. 2 . All disbursements must be completed within 36 months of signature of the FM.												