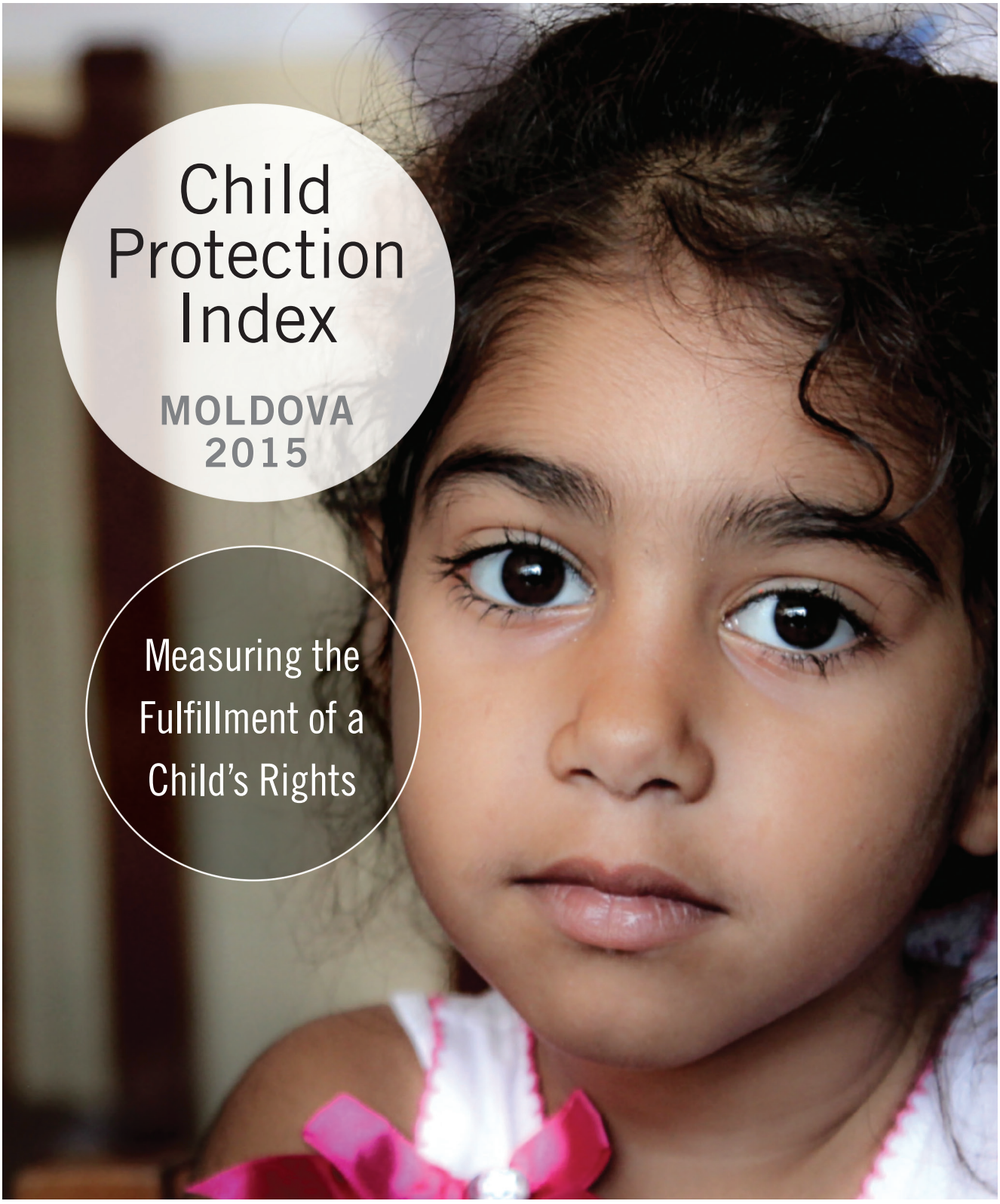

# Child Protection Index

## MOLDOVA 2015

## Measuring the Fulfillment of a Child's Rights

Created by a Consortium of Local, National, Regional and International Members of Civil Society

World Vision

ChildPact

apscf

FONPC Federația Organizațiilor Neguvernamentale pentru Copil România

**The Alliance of Active NGO's in the Field of Social Protection of Family and Child from the Republic of Moldova (APSCF)** is a union of Moldovan civil society organisations that work for children and together advocate for the protection of child rights and the development of systems to support children. APSCF is a member organisation of ChildPact. www.aliantacf.md

**The Alliance of Active NGO's in the Field of Social Protection of Family and Child from the Republic of Moldova (APSCF) includes the following member organisations:** A.O. "Orhideia" • A.O. „Picături de suflet" • A.O. «Compasiune» • A.O. «Copil-siguranţă-cămin» • A.O. «Frunza Codrului» • A.O. Părinţilor şi Pedagogilor • A.O. Pedagogilor şi Părinţilor „Speranţa" • A.O. Pentru tineret „Noi pentru viitor" • A.O. Prichindel • A.O. Suflet de lumină • A.O. Viitorul • Academia Duminicală pentru Copii şi Părinţi „2 ore + 3 iezi" • Adeona • Ajutor Copiilor • Alături de copil • Alter - Ego • Amici Dei Bambini, Moldova • Artizana • ASCHF Peresecina • Asociaţia Asistenţilor Paternali Profesionişti • Asociaţia de Reabilitare şi Integrare a Copiilor Nevăzători „PRO-ARIS" • Asociaţia de Sprijin a Copiilor cu Dizabilităţi "Paradis" • Asociaţia de Susţinere a Copiilor cu Cerinţe Speciale • Asociaţia Dezvoltarea Durabilă Mileniul – III • Asociaţia Familiilor MonoParentale AFMP • Asociaţia Femeilor „Iniţiativa" • Asociaţia Părinţilor şi Pedagogilor „Vatra" • Asociatia Părinţilor, Pedagogilor şi Copiilor „Pr.osperare" • Asociaţia pentru protecţia Copiilor de Vîrstă fragedă Aflaţi în Dificultate • Asociaţia psihologilor Tighina • Asociaţia Reabilitării Copiilor cu Fenilcetonurie (ARC-PKU) • Ave Copiii • Avîntul • AZI • Baştina • Călăuza • Caroma Nord • Casiopeea • CCF Moldova – Copil, Comunitate, Familie • Centrul Speranţa • Centrul de Informare şi Documentare privind Drepturile Copilului din Moldova • Centrul de plasament de Zi de tip familial „Mihaela" • Centrul de Reabilitare a copiilor cu Necesităţi Educaţionale Speciale • Centrul de Servicii Sociale pentru Copil şi Familie • Centrul de Tineret şi Adolescenţi Mateuţi • Centrul Internaţional pentru Protecţia şi Promovarea Drepturilor Femeii „La Strada" • Centrul juridic de protecţie a copiilor „Epitrop" • Centrul Naţional de Prevenire a Abuzului faţă de Copii • Centrul pentru Copii si Tineret „Bineva" • Centrul pentru educaţie şi reabilitare a adolescentilor „Adolescentul"» • Consiliul Municipal al Tinerilor şi Copiilor din Hînceşti • Demos • Deschidere • Dragostea Învinge • Drepturile Copiilor • Femeia şi Copilul – Protecţie şi Sprijin • Filiala din Moldova a Fundaţiei Stichting Dorcas Aid International • Filiala Sîngerei a Scauţilor din R.Moldova • Generaţia Mea • Generaţia Mileniului III • Încredere • INTECO • Junimea in activitate – JUNACT • Keystone Human Services International Moldova Association • Mass media pentru copii • Misiunea Sociala „Diaconia" • Nicolida-Nord • Oamenii pentru Oameni • Parteneriate pentru fiecare Copil • Pentru copii şi tineret cu disfuncţii locomotorii „STOICII" • Poarta Deschisă • Prietenii Copiilor • PRIMA • PRO Asistență și Dezvoltare Comunitară • Progres prin Alternativa • Promotorii Noului • Reprezentanţa „SOIR-MOLDOVA" • Reprezentanţa din Republica Moldova a Fundaţiei „Terre des hommes" • Sănătate pentru Tineri • Speranţa • Sprijin şi Speranţă • Tinerii Pentru Cristos Moldova • Verbina • Viitorul Copiilor Noştri „VICON" • Vis-Viitor-Integrare • Б.Ф. Сердце • Женская Инициатива • Родолюбец • Тираспольская Ассоциация семей детей инвалидов

**ChildPact** is a regional coalition of 650 NGOs that advocates for greater child protection reform in the Southeast Europe and South Caucasus subregions. Established in 2011, ChildPact is a coalition of coalitions: its members are national networks of child-focused NGOs from 10 countries within the European Union's Enlargement and Neighbourhood zones. www.childpact.org

**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. World Vision Middle East and Eastern Europe Office is the partner for the Child Protection Index. www.wvi.org/meero

June 2015

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# INTRODUCTION

## Towards Unity: Civil Society's Unique Role

With support from World Vision's family of organisations, ChildPact organised in 2011 to support and unify civil society organisations dedicated to child rights and protection around the Southeast Europe and South Caucasus subregions. Today, as a fully registered and independent regional coalition, ChildPact hosts ten member coalitions from ten countries and represents 650 local and national NGOs at regional and international fora.

ChildPact's primary objective is to improve the protection and well-being of girls and boys. The Child Protection Index was created to monitor and influence child-related policies at national levels so that together civil society can be an active and influential voice for policy and implementation changes nationally, regionally and internationally.

The Index offers a unique opportunity across the region. Together with the same indicators, measurements and timeline, we can build a unified approach to monitoring government policy and action. Using this approach, we can compare country reforms and progress with an eye towards strategic cooperation. With both successes and challenges in all countries, we can use comparison to exchange those successes and learn from each other to overcome the barriers that stop progress. With this knowledge, civil society can help lead on regional cooperation.

The index also provides an effective path to involve citizens and civil society in a new discourse with governments in the region. Given the complexity of reform and action that every government must pursue, each member of civil society and each citizen experiences the overall "system" in a different way. Now with a holistic or "big picture" view of child protection, civil society can offer a more unified approach for government and donor partnership. A unified approach is an important component for greater influence and joint action to achieve collective impact that improves the lives of girls and boys.

On behalf of ChildPact, we thank our partners, donors and members of the public for their support towards index implementation. ChildPact's Steering Committee adopted the goal to create a regional index in 2012. We are happy to see this goal achieved!

**Mariana Ianachevici**
President of ChildPact

## 25 Years after the UNCRC: Welcome to the Child Protection Index

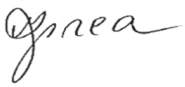
In November 2014 the world celebrated the twenty-five year anniversary of the United Nations Convention on the Rights of the Child. The birth of the UNCRC was created in parallel to other global events, namely the fall of the Berlin Wall and its aftermath. The plight of the institutionalized boys and girls was brought to the attention of the global public.

A few months after these recent 25 year anniversary celebrations, two new civil society organisations sought official incorporation in Romania.

The first, Federeii – The Association of the Adults from Children's Homes – is about coming of age. 'Ceauşescu's children', now adults, have united in a network to help each other overcome the traumas of the past and preserve the memory of what it was and what it still is for some children. They aim high: to build an 'orphanage museum'; to advocate for the creation of a presidential commission to investigate the abuses perpetrated in the public institutions; to bring the perpetrators to justice; and to improve the country's child protection system with recommendations formulated by those who have been directly affected by this system, both negatively and positively.

The second, ChildPact – The Regional Coalition for Child Protection – is also about coming of age. Child rights leaders decided that solving problems and building solutions for children was easier together. ChildPact informally established in October 2011, by a group of child rights leaders from the region, with support from World Vision International. ChildPact is a network of networks and one of its aims is to monitor child protection policies in a region where in the last 25 years all governments struggled to reform their child protection systems. At the end of 2012 the ambitious ChildPact leadership decided that a new, independent monitoring tool was needed and charged its secretariat to work towards the creation of a Child Protection Index.

We present you with the results of two years of thinking, consultations, research and debate at a time when "Federeii", the mocking name given to children living in orphanages, lead us towards a new child protection narrative, which notifies us that change is now not only necessary, but mandatory.



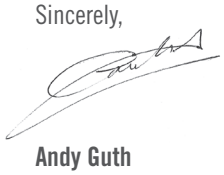
**Mirela Oprea**
ChildPact Secretary General
Honorary Member of Federeii

## A letter from the Co-author of the Index

The Index is a dream that has come true for me. Since I first read the UNCRC Implementation Handbook and its extended yes and no checklists a few years ago, the idea to build a comprehensive monitoring tool crossed my mind. I was lucky in many ways to be given an opportunity to co-develop and implement the CPI. I have had the chance to meet and work with a wonderful group of people across the region, make new friends and learn a lot from them. Regardless of any external successes that may come from the Index, the CPI is representing, among other things, a great learning tool for all those involved in its development and implementation.

I sincerely hope that the Index will help us all – civil society, governments, donors, and academics alike – to understand more completely and with greater resolve to do what we need to do together to improve how we protect children generally and in particular, the most vulnerable ones.

Sincerely,



**Andy Guth**
Co-Author of the Index and
Index Data Manager

# WHAT IS THE INDEX?

## What is the Index?

The Child Protection Index (the Index) is a comparative policy tool, organised and implemented by local and national level civil society organisations, that measures a country's current child protection system against a common set of indicators. The Index uses specific child protection articles from the UNCRC and principles from a systems approach to child protection as the common foundation. The results from each country level index illustrate each government's actions towards child protection through the lens of policy, service delivery, capacity, accountability and coordination.

The Child Protection Index is not meant to measure the well-being of children directly, rather, it measures government policy, investment, and services related to child protection.

This publication marks the second in a series of country-level indices that will be distributed over the next year to unpack and compare each country's successes and challenges.

The Child Protection Index (the Index) is a comparative policy tool, organised and implemented by local and national level civil society organisations, that measures a country's current child protection system against a common set of indicators.

## Why is it Important?

The Child Protection Index is designed to encourage regional cooperation, stimulate more robust implementation of the UNCRC, and serve as an early warning system for countries when they depart from a sound trajectory in child protection. Ultimately, improved cooperation, better implementation, and enhanced monitoring among child protection actors will help ensure that the region's girls and boys can thrive in a safe, nurturing environment.

This pilot year serves as a baseline for analysis and building data sets over time. It is our hope that the Index will allow for a new level of engagement between child protection experts in civil society, citizens, donors and government policy makers in countries throughout the region in years to come.

With the Index we seek to:

- Provide a rigorous, yet accessible evidence base that can inform policy debates;
- Help unite various sectors and actors (government, civil society and academia) under shared principles and increase collaboration;
- Identify gaps between policy and practice by documenting facts on the ground;
- Encourage cross-border learning among Southeast Europe and South Caucasus subregions, by highlighting the experience of countries that have succeeded in key child protection areas;
- Facilitate alignment of donor strategies for child protection, by creating an accessible dashboard of donor investments; and
- Encourage governments to take data collection for child protection seriously, by showing how data can help drive effective, efficient policy.

The Child Protection Index is designed to encourage regional cooperation, stimulate more robust implementation of the UNCRC, and serve as an early warning system for countries when they depart from a sound trajectory in child protection.

### ABBREVIATIONS

**CPS** Child Protection System

**UNCRC** United Nations Convention on the Rights of the Child

# INDEX METHODOLOGY

## The CPI Framework of Indicators

The Index framework includes a series of 626 indicators that together measure a state's policy and actions towards greater child protection. The indicators are drawn from four sources.

The first set of indicators draws from quantitative data about the current child protection status of girls and boys in each country. For example, one indicator considers the rate of children aged 0–2 in residential care (per 100,000 population aged 0–2), at the end of the year. For a review of all quantitative indicators used, please see the endnotes.[1] Data collected for this section originates directly from UNICEF's TransMoEE database,[2] a widely used source of data on the well-being of children globally and official statistical data reported by the five pilot countries.

The second set of indicators comes from Article 4 of the UNCRC. This Article requires that states apply all appropriate measures within the toolbox of government action to achieve child protection. The Index refers to this category as "the governance environment" for child protection. An example of the governance environment indicator is: Has a consolidated law on the rights of the child and child protection been adopted?

Third, the Index uses specific child protection articles from the UNCRC and principles from the systems approach to child protection as the common foundation and matrix for its qualitative indicators.

626

The Index framework includes a series of 626 questions that together measure a state's policy and actions towards greater child protection.

To unpack each Article's requirements, the Index framework heavily relies on the *Implementation Handbook for the Convention on the Rights of the Child* published by UNICEF. The *Handbook* offers analysis on each UNCRC Article from the Committee on the Rights of the Child's Concluding Observations in over 300 different opinions.[3] The *Handbook* provides a series of "yes", "no" and "partially-implemented" checklists to create an understanding of each Article's significance. The Index uses these checklists as core indicators for the framework.

The qualitative indicators are "yes", "no" and "partially-implemented" questions that measure a state's (i) Policy/ legal and regulatory framework; (ii) Services, processes, mechanisms; (iii) Capacity; (iv) Accountability; and (v) Coordination and cooperation in relation to the UNCRC articles on child protection. These key elements are necessary to achieve a functional child protection system.[4]

UNCRC articles chosen are those associated with every child's right not to be subjected to harm. The articles together form adequate responses to prevent and respond to violence, abuse, exploitation and neglect experienced by girls and boys in all settings. The following UNCRC articles form the basis of the Index:

**Article 9** Separation from parents

**Article 19** Child's right to protection from all forms of violence

**Article 20** Children deprived of their family environment

**Article 21** Adoption

**Article 23** Rights of children with disabilities

**Article 25** Periodic review of treatment (integrated with other articles, where relevant)

**Article 32** Child labour

**Article 33** Children and drug abuse

**Article 34** Sexual exploitation of children

**Article 35** Prevention of abduction, sale and trafficking

**Article 36** Protection from other forms of exploitation

**Article 38** Protection of children affected by armed conflict

**Article 39** Rehabilitation of child victims (integrated with other articles, where relevant)

Three to four reviews over a total period of 3 to 4 months were required for the entire review process.

For example:

**Article 19** Does the state protect children from all forms of violence?

| LAW & POLICY | SERVICES & MECHANISMS | CAPACITY | ACCOUNTABILITY | COORDINATION |
|---|---|---|---|---|
| Does the legal and regulatory framework protect children from all forms of physical or mental violence, corporal punishment, any other form of cruel or degrading punishment or treatment in any setting? | Does the state provide or sponsor rehabilitative services and measures to promote physical and psychological recovery and the social reintegration of all children who are victims of any form of neglect, violence or abuse? | Does the state provide or sponsor standard services accessible and with national coverage to all children? | Are all decisions taken by state bodies in reference to violence against children (potentially) reviewable by the judiciary? | Does the state provide a central coordinating body for all engagement between various agencies and issues on violence against children? |

The fourth set of indicators focuses specifically on government support for social workers. Social work plays a key role within the public sector to administer child protection mechanisms, processes and services at both the local level and regional or national levels. Therefore, the Index includes specific indicators on social work, with the importance of this role in mind.

## Data Collection & Validation

Moldova's data collection team included six child protection experts (one served as national coordinator) and two legal experts selected in order to acquire a variety of expertise. A training workshop led by the Index Data Manager (and co-author of the Index framework) provided training to the team prior to collection. In the first stage of collection, groups of two experts collected data independently on one of four sections of indicators (using reports, studies, articles, statistics data, etc.) to validate a "yes", "no" and "partially-implemented" responses to each Index indicator. In this way, two experts reviewed the same indicator separately. Where such evidence-based information was not available, interviews with relevant stakeholders and information based on the personal experience of professionals with relevant expertise in that particular field were taken into account.

After the completion of individual review and validation, responses provided for the same indicator by two different experts were considered and compared side-by-side by the Index Data Manager. Responses found to be inconsistent between the two experts or that lacked sufficient validation required further review and evidence gathering. The two experts assigned to the same indicator again in group work reviewed and discussed the evidence and sought additional information when needed. Joint answers provided by each sub-team were further reviewed by the Index Data Manager. Three to four reviews over a total period of 3 to 4 months were required for the entire review process, in order to reach final agreements on each indicator considered.

A final cross-check of information provided under the various sections of the Index framework was performed by the Index Data Manager before finally validating the National Index, with the support of the National Coordinator and the team of experts.

## Scoring

Each qualitative indicator required a "yes," "no," or "partially-implemented" answer. To score the results, "yes" = 1, "no" = 0, and "partially-implemented" = 0,5. In situations where several sub-indicators contributed to one main indicator, the final main indicator score is calculated as an average of the scores of its sub-indicators (e.g. 1+0,5+0+1+0,5 = 3 : 5 = 0,6).

For the quantitative indicators, a linear transformation formula was applied:

**Y = X – Xmin / Xmax – Xmin**

where Y is the score, X is the quantitative data for the respective country, Xmin is the quantitative data of the least performing country, and Xmax is the quantitative data for the strongest performing country.

An average score was calculated for three of the four sources of indicators 1) Current Child Protection Status of Girls and Boys, 2) Governance Environment and 3) Social Work. In the case of the main source (UNCRC Articles analysed with the Child Protection Systems Approach), each UNCRC article and its indicators is scored separately (to create one average score per article) and equally contributes to the final Index score. Therefore, the final CPI score for each pilot country is calculated as an average of the three sources and the average scores from each UNCRC article.

## Endnotes

1 Quantitative Indicators include:
- Rate of children separated from their families (per 100,000 population aged 0–17)
- Rate of children with disabilities separated from their families (per 100,000 population aged 0–17)
- Rate of children in residential care (per 100,000 population aged 0–17), at the end of the year
- Rate of children aged 0–2 in residential care (per 100,000 population aged 0–2), at the end of the year
- Percentage of children with disabilities in public residential care (all types of institutions), at the end of the year
- Percentage of children placed in foster care out of the total number of children separated from their families, at the end of the year
- Percentage of children with disabilities placed in foster care out of the total number of children 0–17 placed in foster care, at the end of the year
- Percentage of children placed in kinship/ guardianship care out of the total number of children separated from their families, at the end of the year
- Gross adoption rate (per 100,000 average population aged 0-3)
- Percentage of children with disabilities adopted through domestic adoption out of the total number of children adopted through domestic adoption, at the end of the year
- Percentage of children aged 7–17 adopted through domestic adoption out of the total number of children adopted through domestic adoption, at the end of the year
- Ratio of qualified social workers per 100,000 of the general population
- Ratio of specialized judges specialized to work on addressing children issues (per 100,000 population aged 0–17)
- Total social Protection expenditure as percentage of GDP
- Expenditure on social benefits under Family/Children function as % of total social protection expenditure

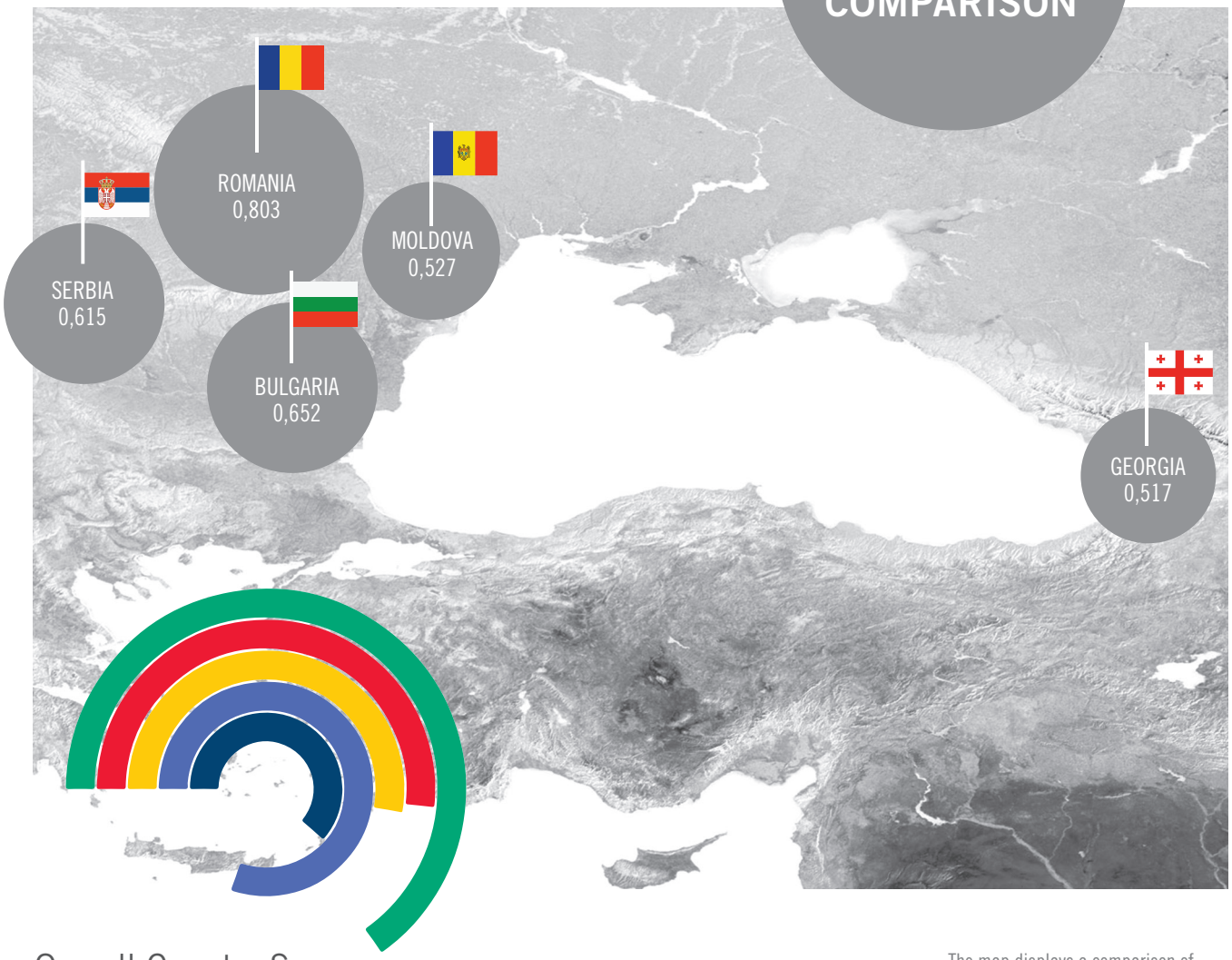
2 www.transmonee.org

3 www.unicef.org/publications/index_43110.html

4 UNICEF – Adapting A Systems Approach to Child Protection: Key Concepts and Considerations: www.unicef.org/protection/files/Adapting_Systems_Child_Protection_Jan__2010.pdf; Save the Children – A Rough Guide to CP Systems: http://resourcecentre.savethechildren.se/sites/default/files/documents/5103.pdf; World Vision International – A Systems Approach to Child Protection: www.wvi.org/child-protection/publication/systems-approach-child-protection

## Overall Country Scores

**CROSS REGIONAL COMPARISON**




## Overall Country Scores

An average score was calculated for three of the four sources of indicators:

- Current Child Protection Status of Girls and Boys
- Governance Environment
- Social Work

Additionally, each of the twelve UNCRC articles concerning child protection is scored separately and equally contributes to the final Index score. This category is referred to as the UNCRC Articles analysed using the Child Protection Systems Approach.

Therefore, the final CPI score for each pilot country is calculated as an average of the three sources and the scores from each UNCRC article.

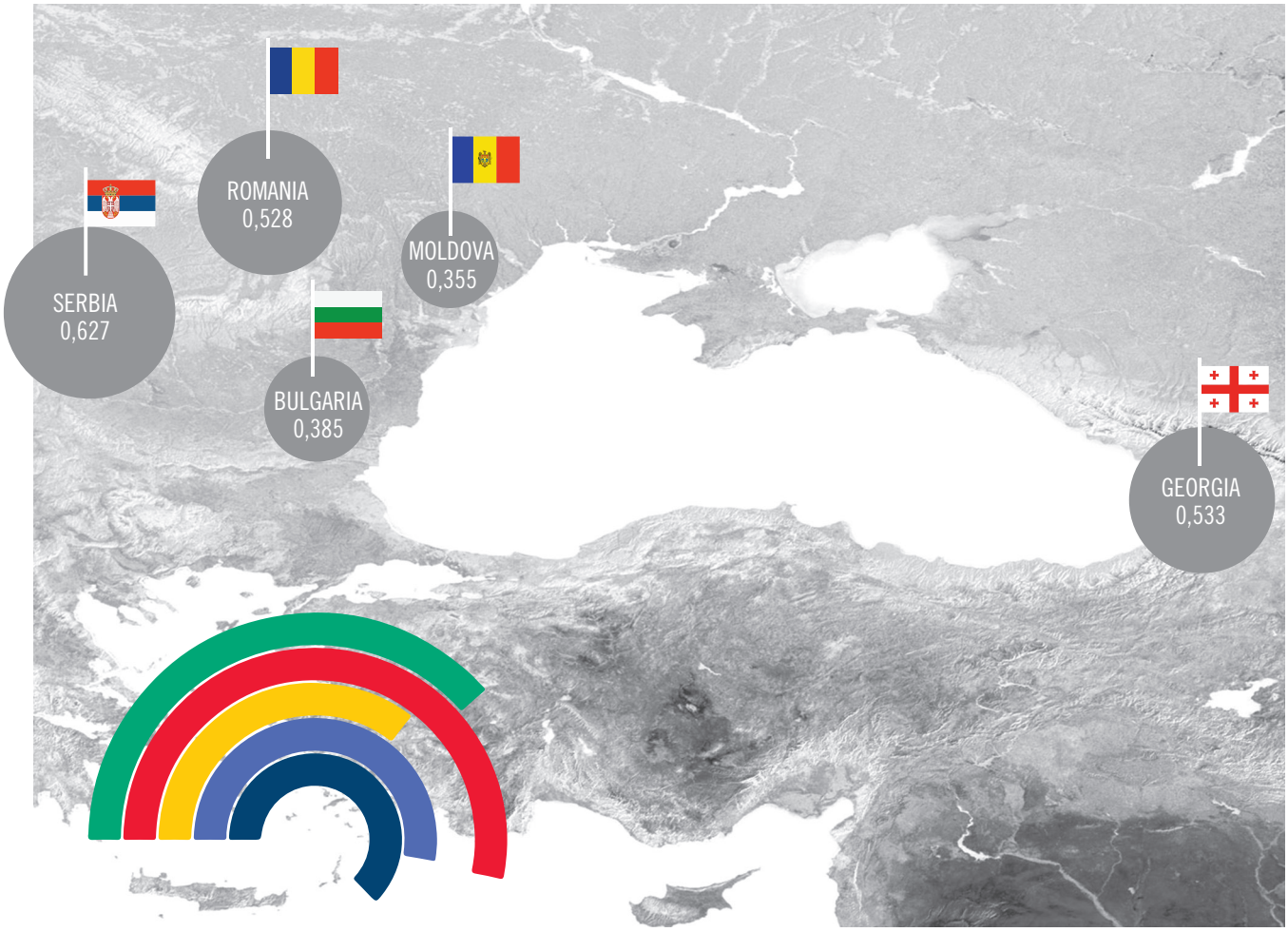
Based on all the aspects mentioned above, with a total CPI score of 0,527, Moldova ranks fourth out of the five pilot countries. Moldova's position is just slightly higher (0,01) than that of Georgia in the last position (0,517).

The map displays a comparison of scores from the five pilot countries: Bulgaria, Georgia, Moldova, Romania and Serbia. Larger circles represent higher scores with 1 as a maximum possible score, and 0 as the lowest possible score.

The swatch chart represents a parallel display of the data. A full circle represents the fulfillment of a state's responsibility to protect children in accordance with the Index indicators.

- **GREEN** Bulgaria
- **RED** Georgia
- **YELLOW** Moldova
- **BLUE** Romania
- **NAVY** Serbia

## Current Child Protection Status of Girls and Boys




## Current Child Protection Status of Girls and Boys per Country: Quantitative Data

On the current child protection status of girls and boys (quantitative data), Moldova scores 0,355 and takes the last position of the five pilot countries.

There are some positive results. In comparison to the other pilot countries, Moldova hosts a higher percentage of girls and boys in kinship or guardianship care out of the total number of children separated from their families. Moldova also hosts a higher percentage of girls and boys with disability adopted through domestic adoption out of the total number of children adopted. Finally, Moldova's total percentage of girls and boys between the ages of 7 and 17 adopted through domestic adoption is high in comparison to the other five pilot countries. These positive scores are an indicator of some of Moldova's strong child protection components. The structures and methodologies used to achieve these results should be highlighted with more specificity in the future.

At the same time, Moldova is the lowest performer on five other vulnerability indicators for girls and boys. For example, Moldova hosts a high rate of girls and boys separated from their families (ages 0–17). The percentage of girls and boys placed in foster care is low in comparison to the rate of children separated. The ratio of specialized judges equipped to work on issues relating to children and the number of qualified social workers per 100,000 people of the general population is also low.

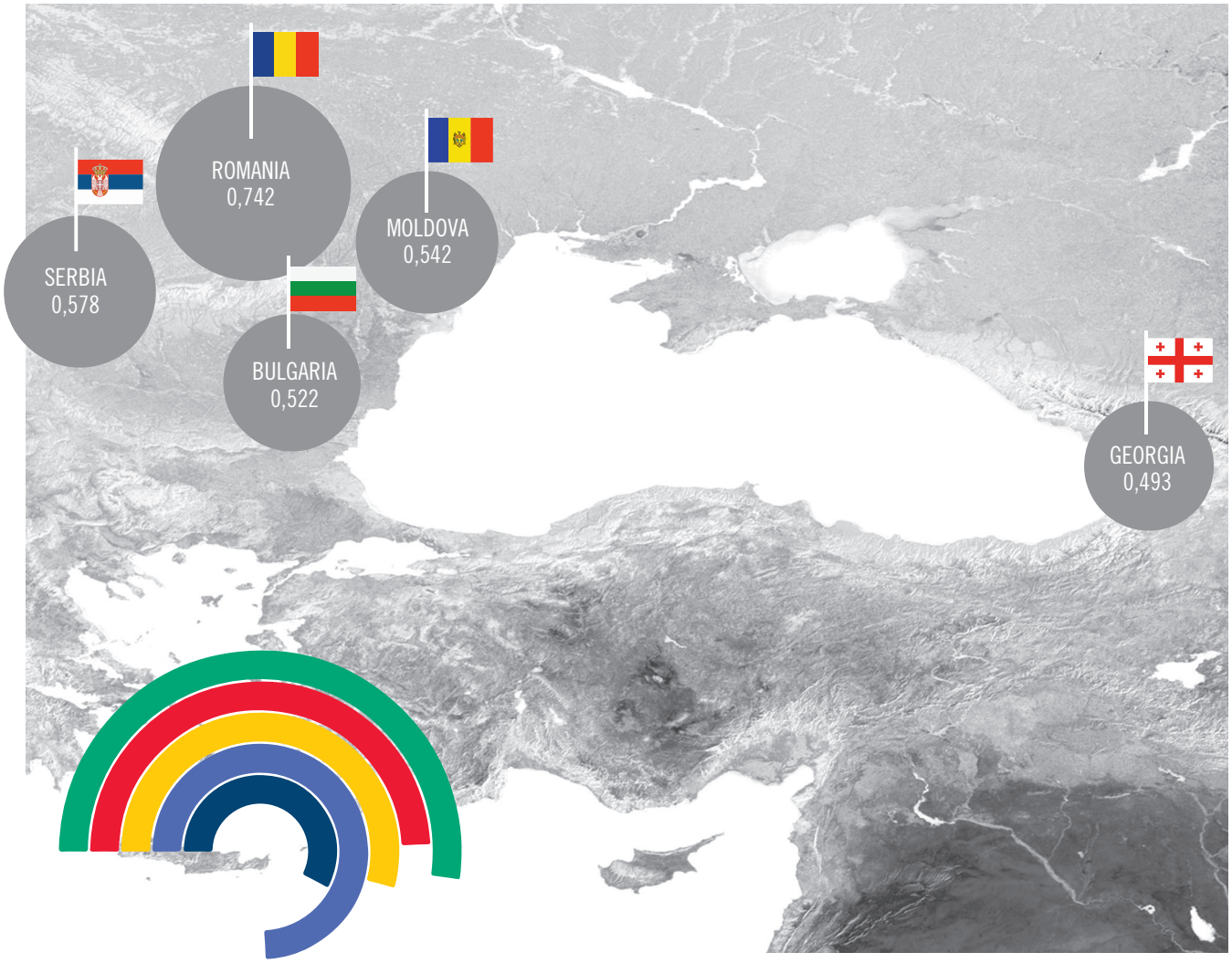
The map displays a comparison of the current child protection status of girls and boys in each of the five countries. Larger circles represent less vulnerability overall (with a score of 1 as a possible maximum score, and 0 as the lowest possible score).

The swatch chart represents a parallel display of the data.

A full circle represents increasing numbers of girls and boys in situations of vulnerability, comparing rates of children per 100,000.

- GREEN Bulgaria
- RED Georgia
- YELLOW Moldova
- BLUE Romania
- NAVY Serbia

## Governance Environment




## Governance Environment

Moldova ranks third in the category of "governance environment". It scores 0,542 in comparison to other countries (Romania as a strong performer at 0,742 and Bulgaria ranking below Moldova at 0,522).

Highlights from the governance environment indicators verify that Moldova has created mechanisms at the national level for consulting on matters relating to child rights and protection policy development and implementation. These consulting mechanisms connect government actors to NGOs and directly to girls and boys for greater participation and debate.

However, with a score of 0,542, the Index results show gaps in Moldova's governance environment as well. Moldova has yet to complete a comprehensive review of all legislation linked to child rights and child protection to ensure compatibility with the UNCRC. Until this process is complete, harmony between legislation and the UNCRC remains in question.

A full circle represents the fulfillment of a state's responsibility to create an adequate governance environment to protect children, in accordance with Article 4 of the UNCRC.

- GREEN Bulgaria
- RED Georgia
- YELLOW Moldova
- BLUE Romania
- NAVY Serbia

Moldova has not yet adopted one consolidated law on the rights of the child and child protection. This one action has proven to be an effective means to harmonize both the legal and regulatory environment for children in many countries throughout the region and is a recommendation of the Committee on the Rights of the Child to efficiently create compatibility with the UNCRC in many policy areas related to girls and boys.

Permanent measures for consistent and periodic budgetary analysis at both the national and local or regional levels have not yet been established. Such measures should include review of the proportion of overall budgets and expenditures devoted to children as well as an assessment of disparities between regions, rural and urban areas, and particular groups of children. Such assessments are necessary to compare and contrast appropriate budgetary responses to the most disadvantaged groups of children.

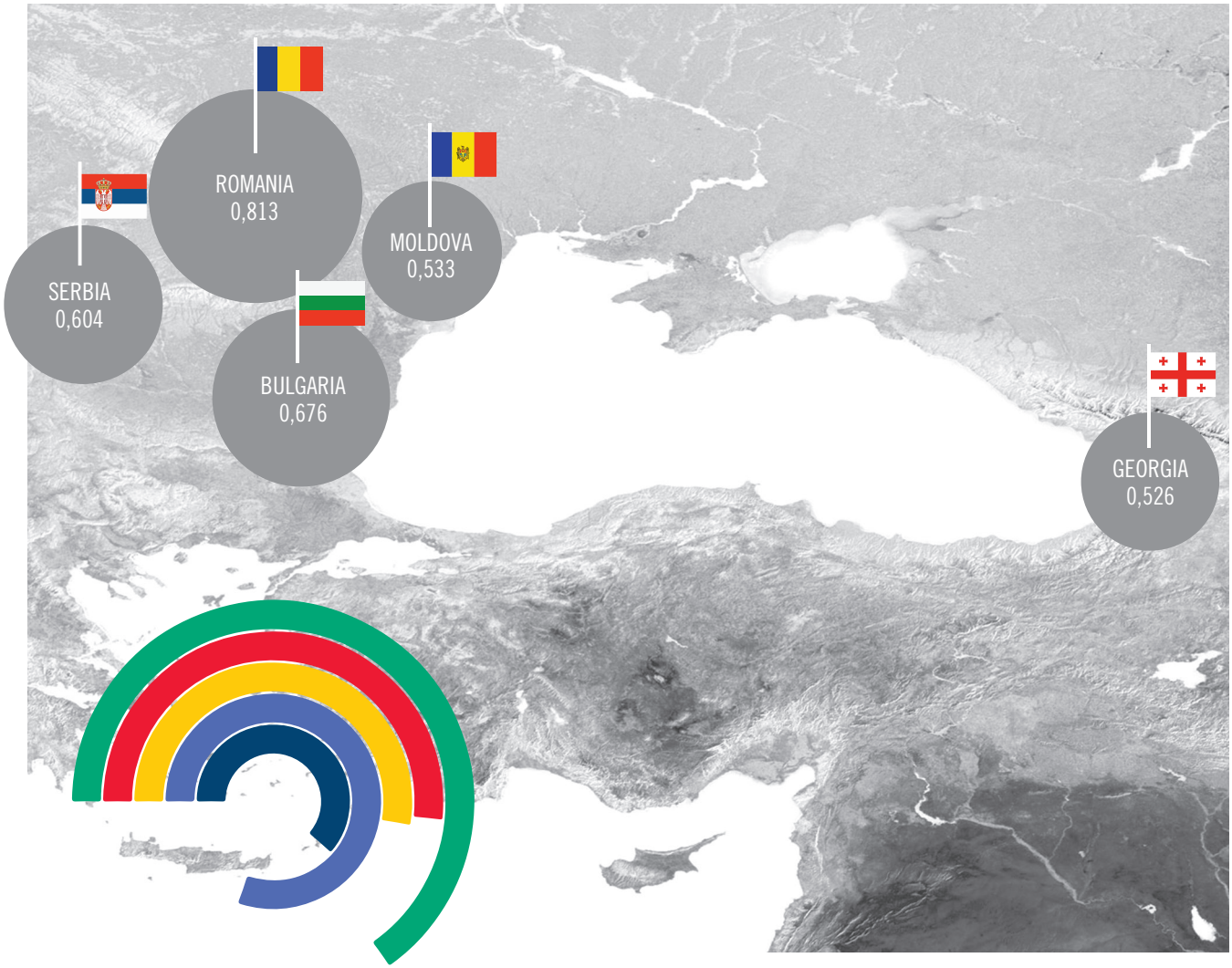
There is no parliamentary body with a clear mandate to assess, investigate and solve child rights and child protection issues.

Finally, Moldova's Ombudsman Office does not fully comply with the Paris Principles on the status of national human rights institutions.

Because a strong governance environment naturally enhances the overall reform process and its many parts, **this preliminary Index review recommends full and focused attention on the governance environment as a key element for long-term child protection success.**

**Recommendations:**

- Intensify efforts to align Moldova's legal framework to the UNCRC.
- Consider a consolidated law on child rights and protection to create a holistic approach to the needs of vulnerable girls and boys.
- Establish permanent measures for budgetary analysis at all relevant levels of governance to ascertain: (i) the proportion of overall budget and expenditure devoted to children; (ii) disparities between regions or particular groups of children, and (iii) the most disadvantaged groups of children.
- Create a permanent parliamentary body mandated to assess and solve child protection issues.
- Increase the Ombudsman's Office compliance with the Paris Principles on the status of national human rights institutions.




## UNCRC Articles Analysis Based on the Child Protection System

On the UNCRC and Child Protection Systems Approach indicators (based on the average of twelve separate scores that correspond to the child protection articles of the UNCRC), Moldova places fourth out of the five pilot countries with a score of 0,533. Romania is the strongest performer with a score of 0,813 and Georgia is the lowest with 0,526. Moldova outranks Georgia due to recently adopted legal and regulatory frameworks that increase Moldova's alignment with the UNCRC. However, it should also be noted that Moldova records the largest gap between its adopted policies and the implementation of those polices.

Below, each section provides specific analysis and recommendations within the categories of policy, services, capacity, coordination and accountability.

The map displays a comparison of implementation efforts to comply with the UNCRC articles on child protection in accordance with the Child Protection Systems Approach in each of the five countries. Larger circles represent higher scores (with a score of 1 as a maximum possible score, and 0 as the lowest possible score).

The swatch chart represents a parallel display of the data. A full circle represents the fulfillment of a state's responsibility to adequately create policy, services, capacity, coordination mechanisms and accountability mechanisms to protect children, in accordance with the 11 child protection articles of the UNCRC and the Child Protection Systems Approach.

| | |
|---|---|
| GREEN | Bulgaria |
| RED | Georgia |
| YELLOW | Moldova |
| BLUE | Romania |
| NAVY | Serbia |

## Law and Policy

Moldova with a score of 0,786 ranks a close fourth in the category of law and policy, just below Serbia (0,792). Georgia is a low performer with 0,655 and Romania a strong performer at 0,952.

A full circle represents the fulfillment of a state's responsibility to adequately create policy to protect children, in accordance with the 12 child protection articles of the UNCRC and the Child Protection Systems Approach.

- GREEN Bulgaria
- RED Georgia
- YELLOW Moldova
- BLUE Romania
- NAVY Serbia

Moldova has recently made strong efforts to improve its legal and regulatory framework for child protection. Progress towards full adoption of law and policy in accordance with UNCRC requirements is ongoing. A review of current policy suggests a need to further define child protection services and to develop quality standards for those services that are not yet covered. Services not yet covered include community homes for children at risk, rehabilitation centers for victims of domestic violence, kinship care, psychological counseling and support, and hotlines or help lines.

With the introduction of specific definitions and standards applied to services, Moldova will be able to create funding standards for these services as well. The absence of adequate procedures and standards reduces the ability of government, civil society and citizens alike to effectively monitor service delivery. Accountability to protect girls and boys becomes more difficult when standards are uncertain. The absence of such provisions also minimizes the quantity and quality of service delivery nationwide. Without clear standards, different providers may interpret Moldova's overall policies in different ways. Discriminatory practices may arise that cannot be quickly dealt with through comparison between standard and practice.

Finally, there is a need to improve formal cross-sector coordination and cooperation mechanisms within the regulatory framework. Although Moldova adopted a cross-sectoral coordination mechanism in 2013, roles and responsibilities are not yet clearly defined at all relevant levels of administration and there are no guidelines adopted to support implementation.

Once formal or open mechanisms for coordination and cooperation have been adopted, actors and various sectors can locate and directly engage with the correct public sector officials to create more holistic response to the needs of girls and boys. Lacking formal mechanisms, it may be difficult to determine which agency or official owns the final responsibility for certain actions or decisions.

**This preliminary Index review recommends the following new regulatory provisions:**

- Define services and develop quality standards for those services that are not yet covered. Services that need further review include: (i) community homes for children at risk, (ii) rehabilitation centers for victims of domestic violence, (iii) kinship care, (iv) psychological counseling and support, and (v) hotlines or help lines.
- Specifically define and standardize funding for all relevant services (linked to quality standards).
- Improve cross-sector coordination and cooperation mechanisms with special emphasis on the roles and responsibilities of all relevant levels of administration and with guidelines in place to support implementation of these mechanisms.

## Services

Moldova again ranks fourth out of five pilot countries with a score of 0,561. Romania as a strong performer is 0,885 and Georgia is a low performer with 0,538. The score includes an assessment of the types of services that exist and the scale of services provided.

Moldova's score on services reflects an overall lack of specific services and mechanisms to respond to the real needs of girls and boys and their parents and kin in situations of vulnerability.

At the local level, there is a need to scale community based services to prevent situations of abuse, neglect and exploitation, support families in need and refer cases for appropriate and holistic care. At the present time, there are not adequate and specialized psychological counseling and support services to families and children confronted with crisis or situations of risk. Children with disability require rehabilitation services and outreach support in accessible and inclusive settings. There are not adequate and specialized services for girls and boys experiencing homelessness, child labour and drug abuse.

**This preliminary Index review recommends the following new efforts for service provision:**

- Develop and scale community based services to prevent, support and refer cases of abuse, neglect and exploitation.
- Develop and scale adequate services to address the various needs of girls and boys exposed to labour or any other kind of exploitation.
- Develop and scale adequate services to address the various needs of girls and boys exposed to drug abuse.
- Develop and scale adequate services to address the various needs of girls and boys exposed to homelessness.
- Specific to children with disability, create adequate rehabilitation services in accessible and inclusive settings.

A full circle represents the fulfillment of a state's responsibility to adequately create services to protect children, in accordance with the 11 child protection articles of the UNCRC and the Child Protection Systems Approach.

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| GREEN | Bulgaria |
| RED | Georgia |
| YELLOW | Moldova |
| BLUE | Romania |
| NAVY | Serbia |

## Capacity

Generally speaking, all countries across the region are facing difficulties on capacity, which includes human resources, financial resources, infrastructure and equipment. Moldova is the low performer at 0,352 while Georgia ranks a close fourth at 0,358 and Serbia ranks third at 0,408. Romania as the strongest performer ranks 0,540, which is also quite low.

Moldova's lowest scores in capacity concern situations of adoption with a score of 0,125 and child-family separation with a score of 0,285 out of a possible score of 1. Analysis for detailed recommendations requires further review of Index results, however preliminary recommendations, like Georgia, its counterpart in low capacity, include:

- Improve staff structures, workloads, and ongoing training and supervision requirements related to all services provided to girls and boys and their parents.
- The funding of services should be based on calculated costs linked to quality standards.
- There is a need for new infrastructure and equipment to implement specific services according to quality standards.

A full circle represents the fulfillment of a state's responsibility to adequately provide capacity in the public sector to protect children, in accordance with the 11 child protection articles of the UNCRC and the Child Protection Systems Approach.

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| GREEN | Bulgaria |
| RED | Georgia |
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| NAVY | Serbia |

## Accountability

A full circle represents the fulfillment of a state's responsibility to adequately make available accountability mechanisms for public sector decisions and actions to protect children, in accordance with the 11 child protection articles of the UNCRC and the Child Protection Systems Approach.

- GREEN Bulgaria
- RED Georgia
- YELLOW Moldova
- BLUE Romania
- NAVY Serbia

Again, all countries across the region are facing difficulties to create accountability mechanisms that adequately monitor public sector actions, decisions and quality, and afford beneficiaries and their guardians the right to question those judgments. Data management is also a component of accountability because data over time builds an understanding of the status of vulnerable children and the impact of services.

Moldova is a low performer in accountability with a score of 0,425. Georgia and Serbia remain close in rank to Moldova with scores of 0,431 and 0,439, respectively. Romania as the strongest performer ranks 0,730.

**The low score in accountability is attributable to the following elements:**

- A lack of consistent and independent quality monitoring mechanisms for services provided to children and their families. At the present time, monitoring mechanisms are not independent.
- There is also a need to implement licensing procedures for services. Although regulations exist, the capacity to process or license services is still underdeveloped.
- Careful consideration needs to be given to develop dedicated complaint mechanisms for children as beneficiaries (related to service provision) that are accessible and child friendly. Such mechanisms should be developed with the direct contribution of children themselves according to age and level of development.

Data collection and management as a core activity for improved monitoring and accountability is lacking. There is no data collected or centralized on girls and boys who are victims of violence, exploitation, and who are missing or homeless. Data collected on drug abuse needs improvement. With the exception of studies on girls and boys who are victims of economic exploitation and trafficking, there are no other recent state-commissioned or sponsored studies on vulnerabilities facing children.

**This preliminary Index review recommends the following new efforts for increased accountability:**

- Develop a dedicated complaint mechanism for children as beneficiaries (related to service provision) that is accessible and child friendly. Such mechanisms should be developed with the direct contribution of children themselves according to age and level of development.
- Create consistent and independent monitoring mechanisms to review the quality of service provision.
- Develop the capacity to implement licensing regulations for service providers.
- Create and implement new data collection targets on child protection issues based on urgency, need and gaps.

## Coordination

Moldova is a low performer in coordination with a score of 0,471. Georgia ranks fourth with a score of 0,525. Romania is the strong performer at 0,903 out of a possible score of 1.

As previously mentioned, there is a need to improve formal cross-sector coordination and cooperation mechanisms within the regulatory framework. Although Moldova adopted a cross-sectoral coordination mechanism in 2013, roles and responsibilities are not yet clearly defined at all relevant levels of administration and there are no guidelines adopted to support implementation.

Once formal or open mechanisms for coordination and cooperation have been adopted, actors and various sectors can locate and directly engage with the correct public sector officials to create more holistic response to the needs of girls and boys. Lacking formal mechanisms, it may be difficult to determine which agency or official owns the final responsibility for certain actions or decisions.

**This preliminary Index review recommends the following new efforts for increased coordination:**

- Improve cross-sector coordination and cooperation mechanisms with special emphasis on the roles and responsibilities of all relevant levels of administration and with guidelines in place to support implementation of these mechanisms.

A full circle represents the fulfillment of a state's responsibility to adequately coordinate between various sectors and agencies to protect children, in accordance with child protection articles of the UNCRC and the Child Protection Systems Approach.

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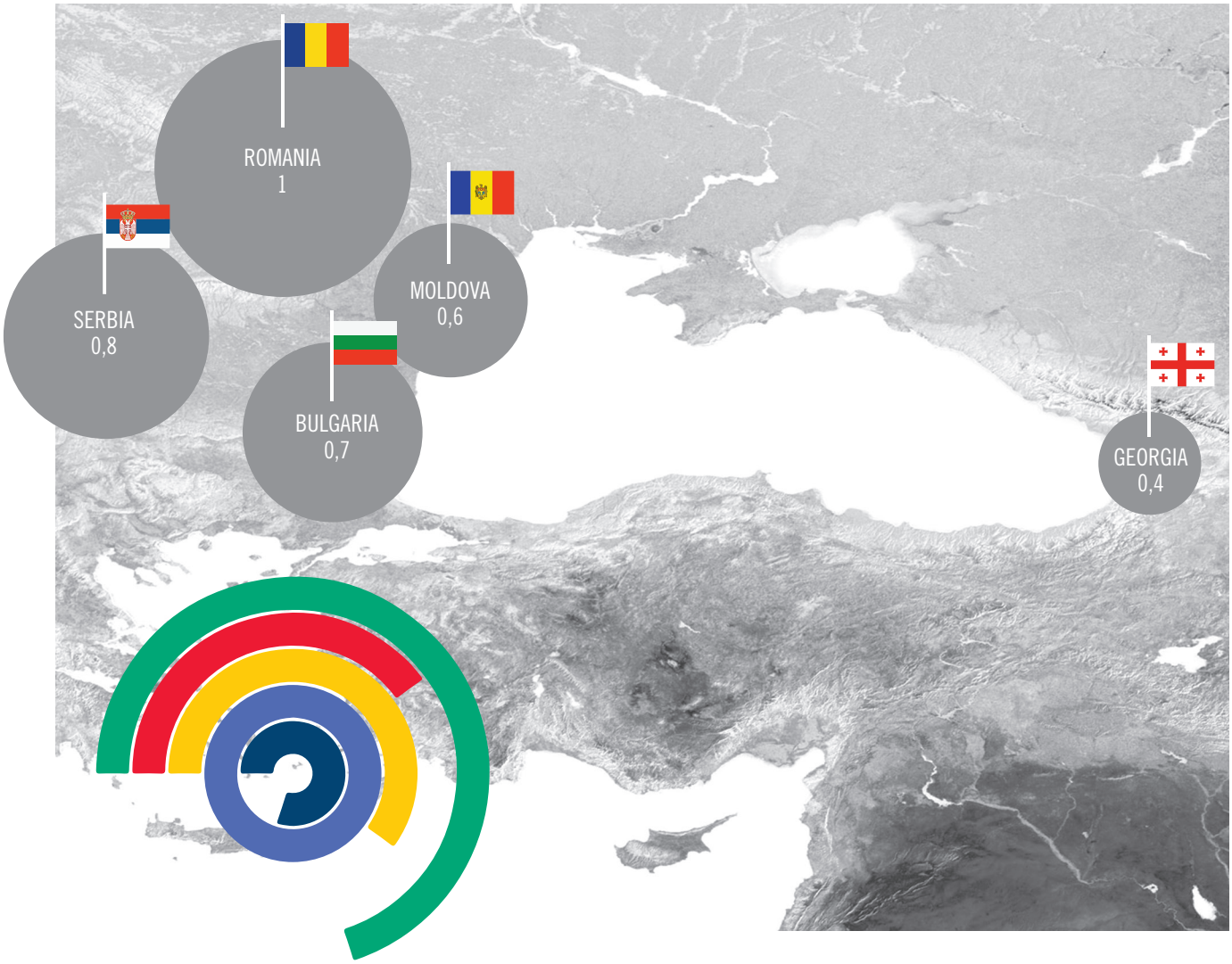


## Social Work

Finally, on **Social Work**, Moldova ranks fourth with a score of 0,6. Romania is a high performer at 1,000 and Georgia is a low performer at 0,4.

In Moldova, there is no professional social work body responsible for the professional licensing and ongoing trainings for social workers. There is also no continuous education or ongoing training package officially approved.

**This preliminary Index review recommends the following new efforts for social work:**

- Create a professional body or organization of social work with an officially recognized mandate to maintain standards of work and provide for compulsory ongoing professional trainings.

A full circle represents the fulfillment of a state's responsibility to adequately maintain social work as an important element to local and national level child protection.

- GREEN Bulgaria
- RED Georgia
- YELLOW Moldova
- BLUE Romania
- NAVY Serbia

# CREDITS

## Data Collection Experts

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**Mariana Ianachevici** is the Executive Director of AVE Copiii Association and ChildPact's President of the Board. Ms. Ianachevici is known nationally and internationally as a very passionate advocate for children in difficult situations (victims of abuse, neglect, exploitation and trafficking, children in institutions, and children left behind due to migrating parents). She is an expert in various child protection issues including alternative forms of child protection, adoption procedures, services and standards in protecting trafficked children and implementing and monitoring the UN Convention on the Rights of the Child.

**Parascovia Munteanu** is a Community Services Development Manager at Keystone Human Services International Moldova Association. She has worked for USAID and for Moldova's Social Investment Fund as a Strategic Planning Consultant. These positions have helped Ms. Munteanu develop an expertise in strategic planning processes for local public authorities that include strong citizen participation. She has actively participated in the development of national strategies and policies, including the National Youth Strategy, the Non-Formal Education Strategy, the Regional Strategy, the Strategy for Social Inclusion of People with Disabilities, and Quality Standards and Regulations for New Community Services for People with Disabilities. Ms. Munteanu is an author and co-author of several publications that tackle the social inclusion and protection of people with disabilities, human trafficking and youth participation. To promote social inclusion and human rights, she has collaborated with various civil society organizations, including: Expert-Group, Centre of Legal Assistance for People with Disabilities, East-European Foundation, Alliance of Organizations for Persons with Disabilities and Alliance of Active NGOs in Social Protection of Child and Family. She holds a MBA in Sociology and is working towards a PhD in Social Sciences at the Academy of Science of Moldova.

**Sergiu Rusanovschi** is a Human Rights Program Coordinator at Soros Foundation Moldova. Prior to joining Soros Foundation Moldova, Mr. Rusanovschi worked at UNICEF as a national expert on juvenile justice supporting the Ministry of Justice to assess possible amendments to primary and secondary legislative frameworks. He participated in the final evaluation of the juvenile justice system reform in Moldova. Mr. Rusanovschi has also worked to revise the legal framework that regulates the social inclusion of children in partnership with the Ministry of Education. Mr. Rusanovschi just completed a UNICEF mission to assess the legal and informal guardianship in child care and protection in Moldova. Mr. Rusanovschi has collaborated with various institutions, including the Council of Europe, UNDP, UNICEF, and the National Council on Child Rights Protection. He holds a Law Licence from the Moldavian State University, Faculty of Law and is working towards a MA in Human Rights from the same university.

**Stela Vasluian** is President of the Alliance of Active NGOs in the field of Child and Family Welfare (APSCF). She started her career as a professional translator and teacher and then expanded her area of expertise in child protection, child rights, adoption, child and youth participation, deinstitutionalisation, child trafficking and exploitation, young care leavers, civil society empowerment. Stela holds a BA degree in Philology and an MA in Social Services Management. She has participated in numerous special courses and trainings which built her knowledge in the field of child protection.

**Liliana Rotaru** is the Director of CCF Moldova & Representative of Hope and Homes for Children UK. Ms. Rotaru works on the development and implementation of alternative care services for vulnerable children. Her career includes collaborations with U.S. Peace Corps and, Mission Without Borders Moldova. Ms. Rotaru is also a lecturer at the Moldova State University. She holds a PhD in Comparative Literature from the Bucharest State University.

**Ludmila Malcoci** is the Executive Director of Keystone Human Services International Moldova Association. Ms. Malcoci's child protection career spans over 15 years with engagement in and with organizations such as UNICEF, UNDP, Soros Foundation and Moldova's Government Ministries. Her expertise includes the development and management of projects related to community and social development, education, social protection and public health. She has an extensive sociological research background in institutional development, poverty, public health, education, social protection, equity and discrimination, communication and mass media, project baseline studies and impact assessments. Ms. Malcoci holds a PhD in Sociology from the Institute of Philosophy and a PhD in Sociology and Law from the Academy of Science of Moldova.

**Alina Turcan** is a lawyer with a special expertise in family law. She has held positions with UNICEF Moldova, Soros Foundation Moldova, and the Association for Charity and Social Assistance "ACASA".

She has also worked in projects that advocate for better support of children within the justice system. Ms. Turcan served as a Trainer for the Council of Europe and the European Union's Joint Programme for *Strengthening the capacity of lawyers and human rights defenders for the domestic application of the European Convention on Human Rights (ECHR) and of the Revised European Social Charter (RESC)* in partnership with the Moldovan Bar Association, the National Institute of Justice, and the Non-Discrimination Coalition. Ms. Turcan holds a BA in Law from the Faculty of Law (MSU), and a BA in Psychology and MA in Psychology from the Faculty of Philology and Educational Sciences (USM).

## Strategic Contributors

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## Authors

**Andy Guth** is one of the leading child protection specialists in the region, with over 24 years of work experience in child welfare and protection. His portfolio includes work with various national and international NGOs (The Romanian Orphanage Trust, For Our Children, the Romanian Federation of NGOs for Children, World Learning, SOS Kinderdorf, and World Vision), UN Agencies (WB, UNICEF) and Governments in Romania, Bulgaria, Moldova and Russia. Between 1991 and 1997, he contributed to the design, implementation and scale up of various alternative care services (small group homes, foster care, mother and baby units), and also contributed to introducing specialized child protection services to Romania. Starting in 1997 Mr. Guth was directly involved in the design of the Child Welfare Reform Strategy for Romania and Bulgaria. He also contributed to developing the child welfare services network in Moldova and promoting child welfare system reforms in Russia (the regions of Kostroma, Rostov, Altay Krai, and Buryatia).

**Jocelyn Penner Hall** is Policy Director for World Vision's Middle East and Eastern Europe Office. Ms. Penner Hall has worked for greater child protection and child rights in the CEE/CIS region for seven years. Ms. Penner Hall has authored several publications on child protection, including Welcoming Europe's Youngest: How the EU Accession Process Transformed Child Protection in Romania. Prior to her work at World Vision, Ms. Penner Hall served as a visiting lawyer at the Inter-American Court for Human Rights and held positions at The Legal Aid Society of Washington, D.C., Fairfax Circuit Court of Virginia, and the International Labour Organisation. Ms. Penner Hall is a founding staff member of the International Justice Mission. Ms. Penner Hall holds a J.D. and LL.M. in International Law from the University of Notre Dame.

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# Child Protection Index

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