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“EVERY CHILD A HOME”

ASSESSMENT AND CONCEPTUALIZATION OF A PROJECT TO STRENGTHEN METHODS FOR SOCIAL ADAPTATION AND COMMUNITY PLACEMENT OF UKRAINIAN CHILDREN

Submitted to:

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EXECUTIVE SUMMARY, FINDINGS AND CONCLUSIONS

This three-week survey of public and private institutions for orphans and street children in three regions of Ukraine (Kyiv, Chernivtsi and Donetsk) has led the assessment team to the following findings:

When the development of children in public institutions (boarding schools, orphanages and shelters) was compared with children in family-type institutions, as shown by tests administered by an academic psychologist, it was found that the development of children in governmental institutions was far below the norm for their age. It was also an important, if not unsuspected, finding that children's rights were frequently violated or denied in government institutions.

The effect of our proposed project should be to influence the re-allocation of locally available DOE funds for the support of Family Type Homes (FTH) in the 3 oblasts where the project is located. (FTH) There are, as of this writing, still no funds approved by the Cabinet of Ministers for the support of the other category of community homes, Foster Families. Advocacy from the proposed project (see Appendix I) should help to remedy this situation.

Children, formerly in institutions, or street children placed in family-type homes, were also found by the psychologist — to be able to catch up rapidly with non-institutionalized children — both academically and socially. Visits to a number of these homes gave encouragement to the idea, expressed in the proposed design for a new project that would establish more government funded family-type homes, (FTH) with better developmental conditions than can be found in government institutions for Ukrainian street and orphan children.

Funds for supporting Family-Type Homes are available within the overall education budget, although there is presently no specific line item for the support of families who decide to care and nurture children deprived of parental rights — however, local governments at the district level do have the right to take funds from their education budgets to support family type homes under Decree #564 — if they so choose.

The team also confirmed that, as stated in the SOW, when costs of governmental and private family placement are compared, support for private foster and family-type homes is substantially less costly to the government.

Although the assessment team was denied permission to visit *Colonies for Children*, administered by the Ministry of Interior, they did, however, meet with NGOs in Donetsk who have been able to work with these colonies. They learned that, as reported in Chapter IV on the response capabilities of Ukrainian NGOs, that the number of children in these institutions is relatively small (estimated 4,000) and is declining. The team recommends that former residents of these institutions be included in the population of orphanage half-way houses (see below) on an experimental basis.

The team also met with UNICEF in Kyiv and learned that the organization is focusing on changes at the Ministerial level. It is recommended that USAID and the project manager work closely with UNICEF on the changes in responsibilities by the various government agencies, such as both the team and UNICEF are recommending. (See below and in Chapter III)

The team concludes that pilot demonstration projects in the three oblasts where the assessment was carried out should result in the development of new methods for socially adapting and/or placing children currently institutionalized in orphanages and into community homes. The team believes that the results of such new methods could be highly valuable to other parts of Ukraine when government managers and communities look for alternatives to the present system of institutionalized care of orphans and street children. The team agrees with the task order SOW that changes at the oblast and district level will be easier to achieve than at the national level; indeed we think that it is only when effective social work methodologies have been demonstrated at the local levels that they are likely to impact on national policy making.

The team recommends that "half-way houses" for orphan graduates be created by the project where they, supervised by social workers trained by the project, could learn social adaptation skills at the same time they are either being trained in vocational skills, or are preparing to enter higher education institutions.

The team also recommends that model social adaptation homes for street children, as recently approved by the GOU, be developed, supervised and managed by graduate social workers trained by the project. Some NGOs visited by the assessment team have already begun to develop centers equipped with information and other services needed by street children. These, and similar NGOs with an interest in, as well as capacity for, managing such projects, should be further supported by the project.

Further, the team recommends that the project should increase the demand for placement of children in community homes by means of television documentaries, radio programs, newspaper articles and other media reports on successful efforts with community placements in FTH or mixed homes.

Since placement of children in the community is primarily a district responsibility, small grants and social work training for district-based NGOs should give them the incentives and the means to find, select and support, with training and visits, new family homes for children whose parents have been deprived of rights of parenthood. The NGOs may be branches of more centrally located NGOs that would, in turn, be assisted by the USAID project, and provide support to the district NGOs.

Finally, in order to strengthen this initiative to increase community involvement in raising Ukrainian social and biological orphans, the team finds that legislative action is urgently needed, as indicated above in the discussion on collaboration with UNICEF. Such efforts can come either prior to the project, or as a task of the project. Such efforts should result in increased control by the Service on Minors over both the placement and the financing of private home placements and needs to be created by the Cabinet of Ministers via amendments to laws #564 and 565, or by creating new decrees that would:

- ▶ Establish program budget (or line item in the budget) specifically to bear the maintenance cost for the placement of children deprived of parental rights in Family Type Homes. (The special program budget should be included in the Law of Ukraine on the National Budget.)

- ▶ Provide more control over the Guardianship Committees (hereafter GC) by the Department of Minors.

Finally, the team stresses that the preliminary project SOW provided here is not intended as a scheme for closing the government managed orphanages and boarding schools. We do think that an important early step for the project would be to assist the GC by training its members, thus creating a more professional, and better managed process of community placements in homes as an alternative to putting children in orphanages and boarding schools.

Given an understanding at the local and national level of the need for budgetary allocations targeted to the developmental needs of social and biological orphans, and given a stronger directive from the national leadership to place more children in community homes, both the government and the Ukrainian community, we believe, would respond generously and enthusiastically.

The proposed creation, testing and evaluation of new methodologies and alternatives in child welfare, and their presentation at a national conference, as was found with the "Aid to Russian Orphans Project" (ARO) in the Russian Federation, can serve to spread the new methodologies like rings in the water, resulting in new child welfare innovations throughout the nation of Ukraine. Some of the ARO innovations for social adaptation of orphan graduates are discussed in Chapter III.

This same Chapter III also presents a discussion of the role that private sources of funding could play in strengthening community participation in the care of orphans and street children. This subject, as we point out, would be important for the project to explore, and possibly make use of, during the proposed 3-year life of project (LOP).

Finally, the team found that partly as a result of the new legislation creating family-type homes, and partly from the successful examples of such homes that we saw during the assessment, that there is reason to believe that this is a good time to introduce more support from donors. It is the team's view that increased financing will speed and improve the potential for successful Ukrainian child welfare reform that is already under way in Ukraine.

UKRAINE/"EVERY CHILD A HOME"

INTRODUCTION AND METHODOLOGY

This assessment is an analysis of the situation of orphans and street children in three regions of Ukraine: Donetsk, Chernitshiv and Kyiv. As mandated by the team's SOW, the study was to deal specifically with the "...life and job skills of children and youth leaving MES and private children's institutions, as well as of street children." This important question regarding consequences of the lack of preparation of institutionalized and street children for adaptation to community and family life, was largely answered by the psychological research on both institutionalized children as well as on children living in private homes. The results of this research can be found in Chapter II, with a summary of the data listed in Appendix IV.

The assessment also concerned issues of:

- ▶ Strengthening of foster families (FFs) and family children homes (FCHs) to ensure they become vital institutions of exemplary care for the social and biological orphans in Ukraine.
- ▶ Promoting the gradual transfer of social and biological orphans from inefficient government institutions to more efficient private ones and/or return of social orphans to their biological families.
- ▶ Publicizing information on the plight of social and biological orphans as well as street children in Ukraine in order to advocate for the appropriate involvement of governmental and non-governmental organizations and volunteers into this work.

Our conceptualization for an activity (see Appendix I) is based on the findings of the assessment and addresses all three of the above issues. We are suggesting that new methods be developed for strengthening community participation in solving the problems of social and biological orphans, and then carefully tested in the three chosen Oblasts by means of grants and technical assistance to Ukrainian NGOs. Results from a mid-term evaluation (included in the budget of the project) of these methodologies, could become models for the other regions of Ukraine as well as for other newly emerged countries in the former Soviet Union who also may desire to develop private, community-based, alternatives to the Soviet system of government-managed institutions for children.

As stated in the SOW, and as pointed out in discussions with the USAID/Ukraine Mission, the assessment should also include:

- ▶ "Identification of key legal, budgetary and other systemic issues affecting the support of biological and social orphans in both public and private settings." We have included discussion of these issues primarily in Chapter I, but also in other sections of the report. This part of the assessment also includes two charts indicating the various roles and responsibilities of Ukrainian government agencies for different aspects of child welfare.

- ▶ “Determination of the specific types of assistance to orphans and street children which could be provided by means of assistance to Ukrainian NGOs” (that would, *inter alia*, provide the necessary training and technical assistance to the orphans and street children); Our recommendations, included at the end of each chapter, as well as in the Executive Summary, include this material. Appendix I outlines the goals, targets and resources needed by the USAID project to implement this assistance.

- ▶ “To assess the present capabilities and training needs of existing NGOs to carry out the work with orphans, street children and the institutions in which they are housed” — this will be found in Chapter IV: Capacity of NGOs.

A. PROJECT RATIONALE

Ukraine’s transition since independence has not been easy for its people. Serious economic and social issues face ‘orphans’. Orphans in Ukraine, as with other post-Soviet countries, are generally defined as children whose parents may be living but who are either unavailable because they are abroad, or otherwise unable to cope with child rearing because they are struggling with unemployment, alcoholism or other problems which make them dysfunctional as parents.

At the same time, as found by the assessment team, there are other parents in Ukraine who are somehow finding that they have the strength and the dedication to bring social and biological orphans into their homes. We visited many of them, were moved by their skills, heart and dedication and feel confident that, given examples such as these, by means of media exposure, as well as by state and private financial support and supervision, many other Ukrainian parents would do likewise.

The passing of Decree #564 on April 26, 2002, not only established Family Type Homes (FTH) as an alternative to government orphanages and boarding schools, but also provides funds for their support, *giving encouragement that the Ukrainian community can do not only more, but also better, in caring for social and biological orphans, than do the present government institutions.*

USAID Ukraine, as expressed in the Scope of Work for the Assessment team, is interested in describing the program activities that would address these problems and opportunities. The following assessment and proposed program design responses to this request.

B. METHODOLOGY

Interviews with institutional governmental staff and NGOs, as well as psychological tests for children, were carried out in three oblasts (Kyiv, Donetsk and Chernivtsi) between March 3 and March 21, 2003, in both government institutions and adoptive families.

The interviews focused on understanding the systems whereby the children were assigned either to governmental institutions, such as orphanages, boarding schools or shelters, or private homes certified as Family Type Homes, as well as on the consequences of these environments for the development of the children.

The present support by orphanages and boarding schools for social adaptation and job training programs for teenagers preparing to leave the institution and enter the community also were explored.

In the course of this effort, a number of FTHs were visited in each oblast and their social adjustment, parental management and the overall development of their foster children were evaluated by the assessment team. (See Chapter II and appendix IV for results of this research).

The assessment team also organized NGOs Roundtables which included some local government officials. They met with groups such as:

- ▶ Representatives of state authorities, ministers and committees responsible for orphans and street children;
- ▶ Personnel of orphanages, boarding schools, shelters, Center of medical and social rehabilitation;
- ▶ FTH mentors;
- ▶ Children from orphanages, boarding schools, shelters;
- ▶ Children from FTHs;
- ▶ Professors from the Kyiv Mohyla Academy, Kyiv National Taras Shevchenko University and other universities where the social workers are being trained;
- ▶ NGO representatives.

For complete list of appointments see Appendix V.

For a complete list of documents consulted see Appendix VI.

Donetsk, Chernivtsi and Kyiv oblasts were selected for visitation by the assessment team according to 3 principles – geographical location, income, and 3rd sector development level. Geographically Donetsk is Eastern, Kyiv is Central and Chernivtsi is a Western oblast of Ukraine.

Donetsk oblast is relatively richer and more developed than is Chernivtsi, in the sense that it is able to provide more for social needs from own budget. Kyiv oblast is not so developed but still has some money, Chernivtsi oblast has no money of its own in the budget for social welfare and gets all its money as tax remittance from the national budget of Ukraine.

Finally, while the level of development of the 3rd Sector is very similar in the three test oblasts, Kyiv oblast has a number of projects and social models, introduced by various donors that could be adapted and used as models in other regions of Ukraine.

CHAPTER I: LEGAL CHANGES AFFECTING THE STATUS OF UKRAINIAN SOCIAL ORPHANS AND CHILDREN DEPRIVED OF PARENTAL RIGHTS

FINDINGS

The team analyzed 10 different Ukrainian laws and decrees concerning children. It was found that the legislative system of Ukraine dealing with children has only recently begun to attempt to provide orphans with more favorable conditions.

At the same time, the system of implementation of this new legislation is tangled and inefficient. We found, for example, that there are six ministries and committees responsible for the care and development of orphans and street children. These state bodies sometimes try to shift their responsibilities to each other since their functions concerning orphans and street children are often similar and overlap each other.

Tables I and II, reflect this confusion. Table I shows the relationships and services to children provided at the national level. Table II describes the same relationships at the local level. Note that, in Table II, the Department of Education (DOE) controls the allocation of funding for children, in boarding schools and orphanages, (by its control of the Guardianship Committee, while the shelters and foster families are under the SOM. It should also be noted that the Juvenile Militia (JM) is only related to the SOM and to the Center for Social Services, and not to the DOE. The SOM needs more control over the Guardianship Committee in order to facilitate placement as well as funding for the support of Family Type Homes. This is further explained below.

The Guardianship Committee

An important structure, and a priority for concern with the welfare of Ukrainian orphans, relates to the powers given by Ukrainian legislation to the state bodies on guardianship and trusteeship.

The Guardianship Committee is the formal body of local authorities that takes decisions on child placement, adoption, and guardianship, as well as on children's property. It is run by the Inspector on Childhood Protection who, as Secretary of the Committee, represents the Department of Education. This individual also has access to, and controls, all documentation on a child presented to the Committee.

This body consists of the representatives of the local state administration departments. The team found that this body often does not take its responsibility for decisions on children's placement very seriously. One of the consequences of this irresponsibility is, that many children in Ukraine have been deprived of "flats" due to Guardianship Committee decisions. It should be noted that this is a violation of the children's rights as agreed to by the Government of Ukraine under the International Children's Rights Convention of the UN.

The placement of the child in an institution is treated by this committee only as a formality since the officials who make the decisions on placement usually have little or no contact with the child and are never involved in the monitoring of the welfare of the child.

Table I
Relationships and Services to Children Provided at National Level

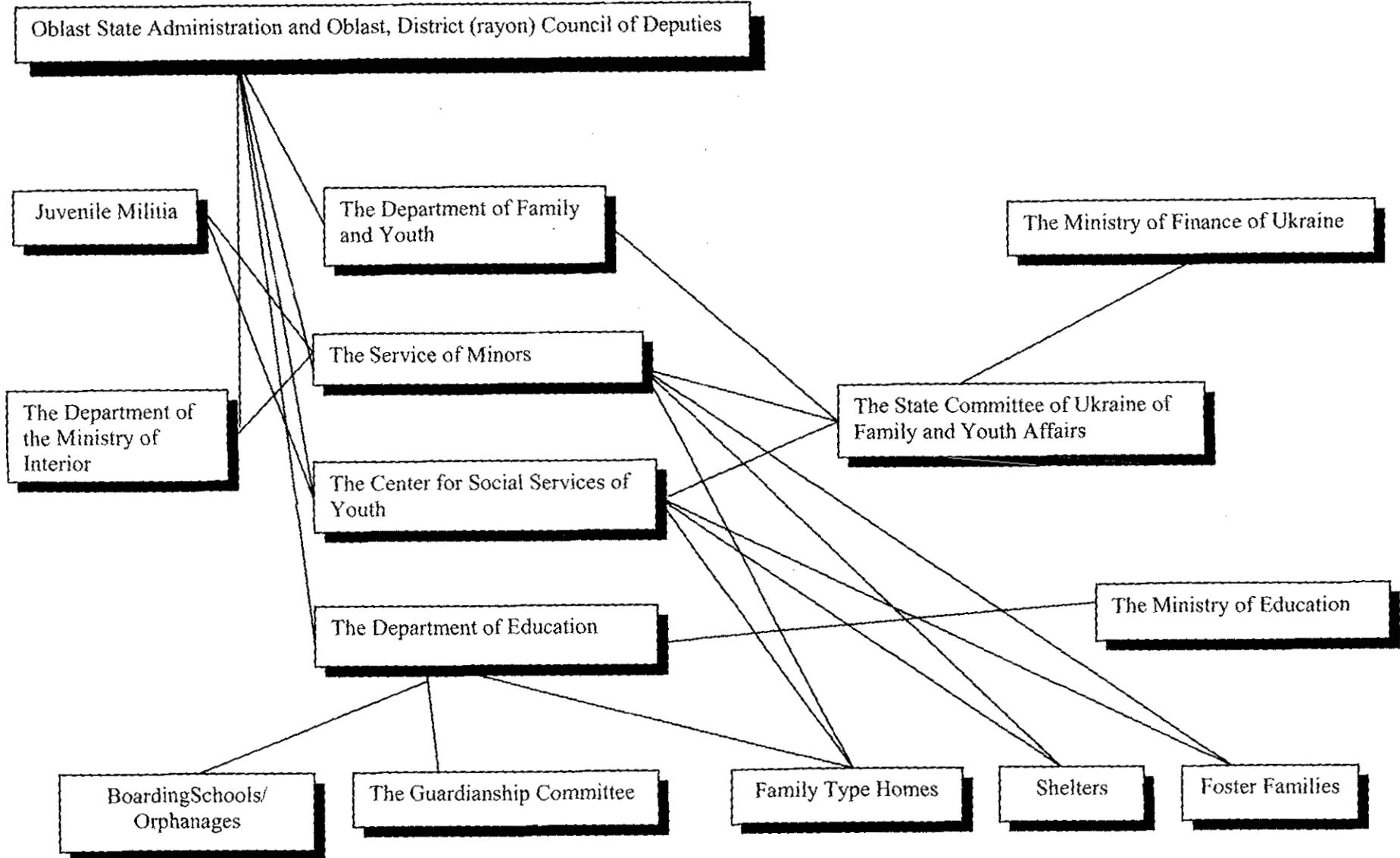
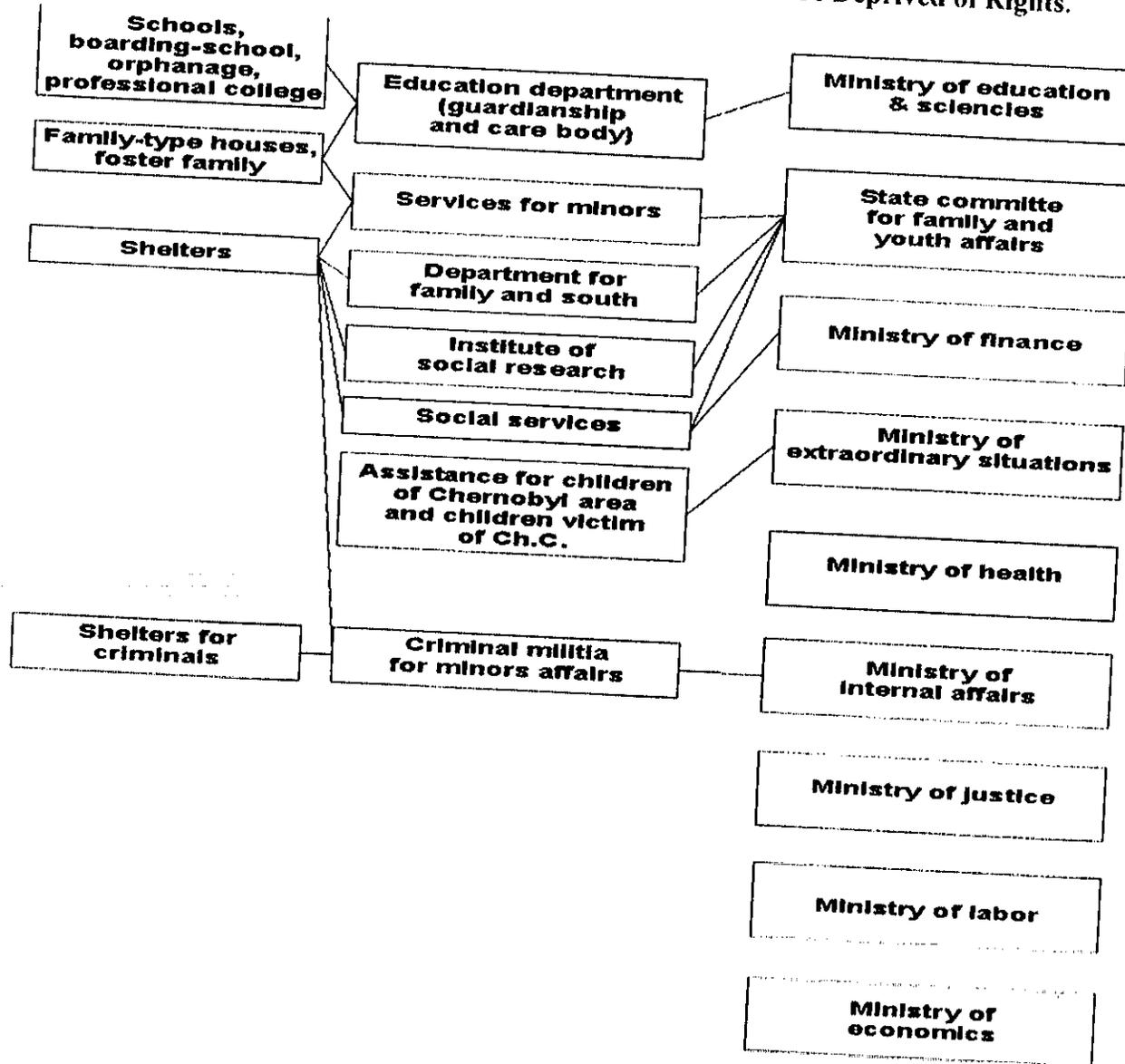


Table II
Local Responsibilities for Children whose Parents are Deprived of Rights.



Family Type Homes (FTH) and Foster Families (FF) are subordinate to the Ministry of Education since funding for the support of children without parental rights is provided by the Ministry. Meanwhile, the Department on Family and Youth Affairs, which is subordinate to the State Committee of Ukraine on Family and Youth Affairs, is charged with providing social support and supervision for FF and FTHs.

This division of responsibilities for the child causes confusion, among state bodies on how to best serve the child's needs and it creates problems at the local level concerning funding and governing issues. Boarding schools and orphanages, we found, are entirely subordinate to the Ministry of Education concerning pedagogical and financial affairs.

The Problem of Domestic Violence Law Implementation

One year after the Law of Ukraine "On prevention of domestic violence" was passed, no actions have been brought against people who have broken it. (This according to the Committee for Assistance on Children's Rights Protection.) This indicates that this Law is either inefficient or unenforceable. The state authorities responsible for its supervision (Center for Social Services for Youth, Family and Youth Department SOM, Militia on Minors) claim that they do not have time to work with the victims of domestic violence and for the most part interpret such cases as "ordinary family quarrels."

The biggest problem is the lack of shelters for domestic violence victims. Few of them exist in Ukraine, with only one for women in Kyiv and none for children). Some NGOs and religious organizations are trying to resolve this problem. For example, Winrock International is implementing the program "Civil initiatives on combatting domestic violence" through a network of its partners in an attempt to impact Ukrainian state policy in this field. ("Charitas" has a pilot project, as does the Korean Centre in Kharkiv.)

Orphans and the law

Participants of the assessment focus groups stated that it would be of no use to pay special attention to juvenile prisons (10 facilities for boys and 1 for girls) and special secondary schools of social rehabilitation. The reasons were:

First, institutions such as prisons for minor offenses, managed by the Ministry of Interior, are firmly closed to community participation and, as was learned from local NGOs with some experience in trying to upgrade them, it is difficult to change their management. (The USAID assessment team was denied access to visit them.) However, there is no reason why imprisoned minors after leaving these institutions could not become involved in socialization work using project social services and half-way-houses.

Special Schools are for children under 14 who have committed serious crimes. At this moment, we learned, these institutions are about to be closed as it currently is rare that children commit really serious crimes.

The International Renaissance Foundation has a program on reforming the penitentiary system of Ukraine. UNICEF has also started a program on reform of the juvenile justice system in Ukraine.

The Criminal Militia for Minors (Hereafter CMM)

This agency plays the significant role in identifying and putting street children into shelters. Olexander D. Zaporozhets, the Head of the Criminal Militia for Minors (CMM) Dept., Ministry of Internal Affairs of Ukraine, pointed out that there is a high need to train the representatives of the Criminal Militia on Minors on legal matters. The main aim of their work is prevention work with teenagers but we find that they will need technical assistance to improve their work (methodological materials as well as equipment). The representatives of the CMM rarely are invited to training courses.

NGO/Local Government Focus Group Results:

Participants of focus groups arranged by the assessment team in Donetsk, Kyiv and Chernivtsi, composed of local NGOs as well as representatives of local and national agencies, made a number of interesting proposals concerning these legal and organizational issues:

- ▶ Concerning the legal responsibility of the Guardianship Committee, there was general agreement with the notion that the time had come to convey the function of the management of issues of adoption, guardianship and trusteeship to the division of the State Committee on Family and Youth Affairs.(SCFY). This idea was not new to state bodies, or to the NGOs, however, all three focus groups were in agreement that it will be necessary to strengthen the decision-making process of the Guardianship Committee with regard to the placement of children.

If this change was to be made, the Round Tables agreed, decision-making on the placement of the child, as well as the further supervision and social support, should then be provided by a single state structure focused on the welfare and development of the child. The MOE, however, is primarily concerned only with the education of the child and less with overall development. Transferring some of the powers of MOE to the SCFY would give SCFY more opportunity to deal with the overall welfare of the child, and not just its education. This is an important issue when we consider that placement of children in FF and FTHs in the community to a large extent removes them from the control of the MOE.

- ▶ The focus groups also recommended, concerning the (local) Guardianship Committees, that if the legal responsibility for the local decisions concerning the child's placement is put in the hands of the SCFY, then *funding powers* for supporting FF and FTH would also need to be moved there. More control over the Guardianship Committee by the SCFY would open the door to the option of placing the child in the community, where, after some home-schooling, the child could eventually enroll in a regular community school.
- ▶ Decrees of Cabinet of Ministers of Ukraine # 565 and 564 are the acts that provide the legal base for the establishment of FFs, and FTHs respectively. These decrees, according to our informants have some faults that need to be remedied. In particular, Decree # 565 on Foster Families does not make provision for the financing of the child's maintenance costs, foster parents salaries, or provision of pensions for the foster parents. As pointed out by focus group participants in Kyiv, when the FF Decree was first issued in 1996, a

number of families accepted children from state institutions. When these foster parents tried to obtain support from the state, the state refused saying that the Decree had no budget. As a result, some FF parents returned their adoptive children to the orphanage. It was reported that two children committed suicide after being returned to their orphanage.

- ▶ Other amendments to decree # 565 should be made: Foster parents need to be trained and retrained not once in 5 years, as indicated by the Decree, but on a regular basis — perhaps annually, with special supervision of the home made by state and NGO social workers. (For translated Decrees #565 and 564 see Appendix II).
- ▶ Another proposal from participants was to create jobs for the social workers with NGOs and to involve these social workers into the work in orphanages, boarding schools and with FF and FTH parents. This is greatly needed since the number of state social workers cannot easily be increased.
- ▶ Irena Gryga, head of Kyiv Mohyla Academy School of Social work stated that social worker training needs to be continued and strengthened. Currently, she stated, a major problem exists of graduate (B.A.) social workers getting employed in either governmental or non-governmental organizations because of an assumed lack of skills.

Publicity and Media Campaigns to Change Community Attitudes

Participants in the NGO Round Table also expressed an interesting analysis of current public attitudes with regard to orphans and street children. Since an important part of the project would be the formation of the public opinions and attitudes on the issues of reform of orphanage and street children management, we find it worthwhile to state these attitudes: At the moment the public opinion on these children are of two types: One group of people believes that these are poor children and that they need to be treated well and all their wishes should be fulfilled; others believe that these children are potential criminals and one should be on one's guard against them

CONCLUSIONS

If some of the issues stated above are resolved, especially the issue of financial support for Foster Families, this should lead to expansion of the number of foster families and family type homes. This should serve to expand foster caring as a professional activity in Ukraine.

The GOU (Cabinet of Ministers) should provide funding for FFs by amending Decree # 565. The next opportunity for advocacy on this issue will be in April, 2003 when the Cabinet meets again.

Decision-making on the placement of children is hampered by the powerful role played by the MOE which has a vested interest in assigning children to its schools in the orphanages and boarding schools.

The Guardianship Committees need information and technical assistance at the local level in order for them to be able to consider alternatives of making more placement of children in FF and FTHs in the community.

The community needs more social workers, not only to work with families in trouble, but to find, select, train and monitor FFs and FTH parents. The social workers are also needed to help manage half-way houses and to prepare teens leaving orphanages and boarding schools for life in the community. (See later discussion in more detail of this issue).

The Criminal Militia for Minors (CMM), Department of the Interior, needs training in how to deal with street children. It could also benefit from assistance in record-keeping and data-base management since its role in identifying children is very valuable, especially with regard to family re-unification.

Taking into consideration all of the above, we can conclude that the low level of competence of state officials in the sphere of child psychology, especially as it relates to children with 'deviant behavior', has led to many improper decisions on the implementation of legislation for the protection of orphans and street children.

A more realistic conception of the problems of the street children, orphans, their adaptation and re-socialization, needs to be formed in the Ukrainian community. People should be made aware, through mass-media, community discussion groups of the causes and consequences of this problem, and should have a better understanding of these children's psychology. This is a key point in stimulating the expansion of the number of the potential foster parents.

RECOMMENDATIONS

The legal and administrative changes suggested above, should, if possible, be made prior to the start of the proposed USAID project. If not, it should be a major objective of the initial part of the project to help NGOs advocate the above mentioned legislative changes. That is why it will be important to have as personnel on the project staff the Coordinator on Advocacy as well as legal consultants to help NGOs with lobbying. (See project staff budget in Appendix I)

If FFs do receive government monthly support for caring for adopted children, (i.e. if Decree # 565 is not amended to include FF support) the USAID project should avoid funding FFs for placement of social and biological orphans and should instead concentrate on the expansion of FTH placements for children whose parents are deprived of their rights.

- ▶ The Criminal Militia for Minors would benefit from a training needs assessment conducted by the project, followed by selected training for its staff. This agency should also be assisted in managing its records on youth, preferably by means of a computerized database of information on street children. Such a database has already been created in Kyiv oblast and last year it was successfully used to trace 151 missing children who were found in other oblasts. The CMM in each oblast of the project, e.g., Donetsk and Chentiv, should be assisted by the project to create such a database.
- ▶ Representatives of the CMM should also be invited to the training for social workers. They must master the necessary knowledge and skills. The training also will provide an opportunity for establishing contacts, and for working out approaches and sharing experience between the CMM and the social workers.

In order for the amendments to the decrees to be effectively implemented, a change in the budget structure will be needed: There should be a *specific program budget* for the FFs, rehabilitation centers and FTHs within the oblast and national budget.

CHAPTER II. ASSESSMENT OF THE CAPACITY OF CHILDREN IN PUBLIC AND PRIVATE INSTITUTIONS TO ADAPT TO SOCIETY

To the best of our knowledge, the assessment team carried out the first psychological research implemented in Ukraine comparing the developmental levels of children being raised in institutions with those placed in foster homes. The methodology used for the survey on the children's personal development, and their capacity for socialization when they graduate from orphanages and private homes, was as follows:

- ▶ A questionnaire on the child's competence in adapting to community life was created and administered in public institutions and private homes inhabited by children whose parents have been deprived of their parental rights. This survey included questions on the children's future plans;
- ▶ To analyze their personality and their emotional attitude towards the world — (i.e. their world perception) — projective psychological methods, i.e. drawings, were requested from the children; and
- ▶ Another questionnaire was designed and given to the orphanage staff and boarding school personnel. This was aimed at learning about their attitudes with regard to their professional job responsibilities for preparing the children for their future.

The survey was made in six orphanages and five private homes.

The number of survey participants was as follows:

Methods of Research	Participants		
	Orphanage Children	Children in Private Homes	Orphanage Staff
Questionnaire	107	7	49
Psychological methods(drawings)	89	50	-

The difference in the number of participants (107:89) engaged into two research methods is due to the refusal of 18 institutionalized children to participate in our psychological research; Most children from private homes were under age of 14 and since the questionnaire was designed for the children of age 14 — 17 we have only seven participants who filled in the questionnaire. (See Appendix IV for details)

FINDINGS

The results of the survey show that children in orphanages are not being provided with the skills needed for life competence and are definitely not ready to live in society.

The graduates of the orphanages had very few ideas regarding their future. They had no idea where they might live or what work they would do. They do not know from whom or from

which organization they could ask for help after graduation from the orphanage. Very importantly, the children have a very unclear idea of their rights and responsibilities. Almost none of the orphanage graduates knew about the allowances and facilities provided them by the state.

Most orphans know that you can die from getting HIV/AIDS but they had no idea how it is transmitted. Most of them (about 80 %) are completely unaware of health education issues.

The children in the orphanages were found to have distorted levels of personal development profiles – they were found to be:

- ▶ Aggressive;
- ▶ Emotionally unstable;
- ▶ Impulsive;
- ▶ Egocentric.
- ▶ Low levels of self-esteem;
- ▶ They are not used to introspection;
- ▶ They cannot make up their minds independently; and
- ▶ They are not able to plan their actions and to take responsibility for them.

All these characteristics of orphanage children were found to be the effects of their life situation. Orphanage staff representatives stated that they believe that their main objective is to be custodians of the children. The orphanage teachers and counselors believe that their principal responsibility is to help the state maintain these children within the framework of the orphanage's administration.

Strict behavioral regulations in the institutions exclude the opportunity for the children to attain assertive behavioral skills. The child has few alternative behaviors from which to choose: e.g. — to obey or to protest, or to defend one's personal views. Those who obey are generally left alone. Those orphans who protest are punished and as a result they frequently run away from the orphanage and become street children.

The issue of children's preparation for their future is not a priority for the orphanage staff. According to our survey results, none of the orphanage staff could describe a training program on the preparation of children for their future. Some of them mentioned the "UN Convention On the Right of The Child," or the "National Education Concept" (Ukrainian State Educational Concept) as such programs. This demonstrates that they had no idea of the issues about which we were raising.

Virtually all the orphanage staff consists of elderly women. They do not have any specific knowledge on how to work with difficult children (virtually all social orphans are children of this kind). Orphanage workers generally do not try to improve their own skills and qualifications through further training or education.

Problems Caused by the Frequent Shifting of Orphans Among Institutions

A serious drawback of the orphanages, we found, is the frequent movement of children from one institution to another based on their age:

- 0 — 3 years — baby home
- 3 — 7 orphan kindergarten
- 8 — 15 orphanage (school)
- 16 — 17 technical school, university.

This confusing system in effect make the children social orphans 3-4 times during their life, since they are constantly having to adapt to new institutions, friends and staff. Another negative is that brothers and sisters can easily become separated, with no attention to their wishes to stay together.

The team received various impressions from meetings with the representatives of various organizations responsible for the upbringing and development of orphans and street children: On the one hand, officials were absolutely sure that the state is doing everything possible to enhance the well-being of the children. On other hand, most of the state officials were not aware of the real causes of problems. For example a representative of the Criminal Militia on Minors (Director in Kyiv) stated that he was absolutely sure that children leave their homes, or escape from the institutions, because they “just like traveling and adventures.”

Officials responsible for the orphans and street children do not acknowledge, and probably do not understand, that the existing state institution system has serious disadvantages for the development of the child. To prove the existence of these disadvantages, and to demonstrate the need for substantial reform of institutional system, we need to cite some examples.

The team does agree with the government’s approach to selecting children for placement according to their age. The system needs to be changed to match the level of the child’s social adaptation and skill level. As we found, it is quite common for street children in Ukraine to be illiterate at age of 13 but under the present system this child will be placed at 8th form in the orphanage school and can never catch up. The state officials to whom we spoke do not see the disadvantages of this system. They apparently only want to follow the current rules without paying attention to their logic or to the impact on the children’s development.

The state officials with whom the team spoke, did express concern about the increasing number of street children and young beggars. However, the number of these children is still unclear as there are no attempts to establish databases on these children.

Even taking into consideration the fact that orphanage graduates are not ready for life in the community, and cannot easily adapt to it — state officials have little or no awareness that this situation might be improved through the development of new and different forms of family placement.

Moreover, state officials, we found, did not realize the difference between adoption, FFs, FTHs, mixed type homes etc. For example, some of them told us that FF is a charitable activity made by rich people in order to get the respect from fostered children and the public. In reality fostering

of street children is the difficult work for foster parents. This work can only be done by the well-educated pedagogues doing this job professionally, while being paid adequately.

Shelters

Life conditions for children in the shelters are quite similar to those in the orphanages. The level of the personnel is also very similar in skills and attitudes.

However, the children in the shelters are much more difficult to manage, or to help, since life in street has usually brought them into contact with the criminal subculture. Moreover, children staying at the shelter are under considerable emotional stress, especially in the very beginning of their stay after being caught by the Militia and forcibly taken to the shelter. Most of them are addicted to drugs (glue, acetone, marihuana, tobacco, alcohol) and have experienced sexual and physical abuse in their past.

Almost all the children staying at the shelters need qualified psychological help which cannot presently be provided by the shelter personnel due to lack of resources. The aim of the shelter is to determine the placement of the child within 90 days. However the range of the places where the child could be put is very limited. The first alternative is the biological family and home that the child left behind. The second place for the child to go is the orphanage where the child likely will escape again. It is interesting to note that one shelter manager told us that he, together with the other shelter staff, make the recommendations for placement which are generally followed by the local officials. In spite of the fact that the local officials are not involved in the placement decision, they hold up the process with paperwork so that it still takes an average of 90+ days.

Boarding Schools

Children who are placed in boarding schools have one or both parents living, or at least one relative who is serving as a guardian. These children for the most part have their family and home but have to study at the boarding school, either because their home is far way from the school or because their family is poor and cannot provide them with clothing or food.

Conditions for the personal development of children in boarding schools is generally more favorable than at the shelters or orphanages, since the negative impact of the boarding school regime is lessened under the influence of family involvement.

FFs and FTHs

The children's level of life competence at Foster Families and Family Type Homes, we found in the psychological survey, generally meets acceptable psychological standards, i.e.

- ▶ The children indicated in the tests that they know what they would like to do in the future.
- ▶ They have an idea of where they will live and can name people who can help them in their life. They have almost full knowledge of their rights, responsibilities, state allowances and facilities provided for orphans and orphanages graduates.

According to the indices of child personal development, children from the FFs and FTHs are similar to children from successful biological families.

Vocational Training

In all state institutions the team visited the assessment team asked to see the facilities for what is euphemistically called "professional training". In none of them did we find that there was a serious attempt to prepare the children for the world of work. While many state institutions had sewing machines, for example, virtually none of them had materials for making clothes. In one we found a 20-year old computer, and this was used by the school accountant. Foreign languages were either not taught at all, or only to a limited extent. Most institutions, it seems, were depending on their graduates enrolling in vocational training upon graduation.

Social Workers

Some very important issues in child and family welfare concern the roles and responsibilities of social workers working with children without parental rights. Ideally, these should be:

- ▶ Selection and training of future foster parents;
- ▶ Joint family training for children and foster parents;
- ▶ Providing assistance in drawing up documents for FF establishment;
- ▶ Providing FF monitoring; and
- ▶ Working, after training and placement, as counselors in "half-way houses" (and in Social Adaptation Centers for Street Children). In this capacity social workers would assist them in social adaptation, job training and community adaptation. These houses should be considered as FTHs and should receive government support.

Social workers can also play a significant role in the prevention of children's homelessness. The social workers should be working with families under crisis (to encourage them to contact services such as: family psychotherapist, psychologist, experts in narcology, etc.).

If the parents fail to cope with their problems and cannot improve the situation within the family -the social worker will recommend fast withdrawal of the child from the family and will work to find a FF. After that the social worker is responsible for providing this child social support until the age of majority when the child should be able to live independently.

A problem exists in the lack of certified social workers in Ukraine. For example, only 25 students with a Master's degree in Social Work annually graduate from Kyiv Mohyla Academy School of Social work. Kyiv National Taras Shevchenko University will have the first group of social workers only in 2 years. The number of the social workers in other oblasts of Ukraine is fewer.

During the team meeting at Kyiv Mohyla Academy School of Social work in Kyiv, the team found that the employment process of social work graduates is complicated by the current legal regulations on social work (5000-6000 children to each social worker when, according to the Western practice, it should be one social worker per 506 troubled families). Only a small number of social work positions have been created and filled by the government. However, most of the

people who are working as social workers in these positions, do not have the necessary training and qualifications and cannot provide the needed social support to families in trouble.

The current weak circumstance of the social work system of Ukraine may be due in part to the market transition. This current period shows some contradictions: On one hand, there is great lack of professionals: we were told that presently most government social workers do not have degree in social work. On other hand, the number of positions authorized for social workers, along with the present low levels of expectations for social work by the government, do not, at present, promise any expansion of much needed social services, nor for the employment of more qualified social workers.

The managers of Social Services for Youth believe that the current regulations are adequate and they are not aware of any lack of efficiency in their work. In reality efficiency becomes a relative concept since neither social workers, nor their supervisors, can measure the efficiency of social work, as they define it. Most social workers, for example, try to avoid working with the most difficult cases (families under crisis, families with alcohol and drug addicted people, or families with domestic violence). Instead of genuine social work activities most government social workers usually work as organizers of different shows and public holidays (e.g., "Rayon Holiday," "drawing on pavement" etc.). Sometimes the social workers do what they did during the USSR period: helping lonely people – and it is believed by their supervisors that they are working successfully!

Participants of the focus groups stated that many of these problems can be resolved by more involvement of NGOs in social work activities. NGOs with grants from donors can hire qualified, degreed social workers who can demonstrate what can be done with more effective methodologies of social work. The transfer of social work methodologies to both of these categories of social workers (government and NGO employed) from an international NGO social welfare organization would greatly increase efficiency in working with orphans and street children.

When meeting the representatives of the Christian Children's Foundation and Every Child Charity — we found that those organisations have been working for the past 2 years to provide NGOs with social work training, and they have had some good results.

CONCLUSIONS

Taking into consideration all the facts brought out by our survey — the team concludes that orphanages do not prepare children well, if at all, for their future life. The orphanages contribute to the distortion of the personal development of their children.

The team also concludes that the lack of competence of state officials in the area of psychology of children with deviant behavior undoubtedly has led to many wrong decisions in the process of implementing legislation on protection of orphans and street children.

FFs and FTHs, in contrast, are much better able to prepare children both socially and educationally for their future. Boarding schools are somewhat less capable.

Officials responsible for orphanages must begin considering how these institutions can begin to change and become more effective.

The team believes that the efforts of the government and NGOs could be combined by involving them in joint training and in cooperative social support work through Agreements on Cooperation.

RECOMMENDATIONS

- ▶ It will be necessary to establish "half-way houses" for the orphanages graduates where they can live in a groups of 10-15 people under counselors' surveillance till the moment they will get the profession, will be employed and can get their own flat room. The USAID project should establish such centers where trained Social Workers can work with the children's needs for social adaptation, job skills and orientation to the community.
- ▶ Boarding school is a useful form for the preparation of children for the future life for children from families with low incomes and large families. However, boarding schools need substantial support, including training for the personnel, and providing students with necessary vocational training aimed at becoming employed in the local job market. Boarding schools also need technical support and training on fundraising. The team is not certain whether the resources of the proposed USAID project can, or should, extend to dealing with the needs of boarding schools. We do recommend, however, that the project study this problem in more detail and perhaps develop some methodology by assisting one such boarding school in each oblast of the project.
- ▶ Shelters must decrease the number of children they accept. They should be established in all the districts for children to know about them and visit them voluntarily. Shelters should be oriented toward being recreation and information centers that meet the needs of street children. We recommend that in each oblast of the project one such model shelter be created. The Social Adaptation Homes, approved in Ukrainian legislation, should be used as a model for this new institution.
- ▶ Centers for foster parent training could be established attached to the shelters. The future FPs will have the opportunity to communicate with children through the special training program. The goal of this program would be for the foster parents and orphans to come to know and understand each other before making the decision on establishing a foster-parent relationship with the child.
- ▶ Social workers should be recruited and trained under the project. While they will be attached to the project, and will be paid during the LOP through NGO grants, it will be necessary to demonstrate to the government agencies the roles and responsibilities that social workers should be performing in child and family welfare. The effect should be reforms in the training, recruitment and hiring of additional social workers by the government.

- ▶ Some (NGO) child charities have had experience in establishing FTHs, and in preparing social workers. They have developed training courses and have established networks of trainers who work with foster parents and children. Many also have had good experience working with governmental structures. In the team's opinion they should become partners in the implementation of new programs that establish FTHs and prepare social workers to monitor and assist them.

CHAPTER III. GOVERNMENT CAPABILITY TO DEAL WITH PROBLEMS OF INSTITUTIONALIZED YOUTH AND STREET CHILDREN

FINDINGS

The institutional structures for dealing with orphans and homeless children established during the Soviet period are still very much in evidence in today's independent Ukraine. Ranging from orphanages to boarding schools and shelters, these institutions were designed by the Soviets as alternatives to family life under the presumption that the state could adequately provide the necessary education and shelter for children whose parents could not, or would not, raise them in the home.

While the causes of placing a child in a state institution have changed somewhat, these days many children, estimated by some at 20-30 percent, can be found in shelters and boarding schools, or on the streets, because their parents left them behind when they left Ukraine for new opportunities in foreign countries.

The transition to a market economy has also created unemployment, and hence poverty, often accompanied by drug and alcohol abuse, violence in the home and abandonment of children to the streets.

At the same time, the government is being stressed financially to provide the same level of resources to institutions that characterized the Soviet period. A number of institutions visited indicated that they receive money from the government for food, clothing and staff salaries only intermittently. Some institutions, we found, have had to raise funds themselves and occasionally receive donations in the form of food (e.g. potatoes) from the local community. As a consequence of this lack of support the physical plants of many institutions are deteriorating rapidly, and major repairs on roofs, drainage and the infrastructure of institutions inhabited by populations of children entirely dependent on government support cannot be adequately maintained.

Vocational and technical training, as observed by the assessment team, often is irrelevant to the job skills needed in the new Ukrainian economy, or is completely lacking due to the absence of equipment such as computers, or even materials so that sewing classes can make and repair the clothes that the children wear. Shoes, in many cases are a major problem and some institutions have had to turn to foreign charities to obtain used shoes for the children.

Models of social adaptation developed in the Russian Federation under the USAID supported Aid to Russian Orphans (ARO) project include "social hotels" for orphan graduates, similar to the half-way houses we have proposed. While these are described in more detail in the ARO mid-term report, we can say from visits and interviews conducted with the residents of these facilities in Russia by one of the authors of this report (Heegaard, 2001) that the change from the orphanage to a "group living facility", managed by trained social workers, had a highly positive effect on the capacity of the orphan graduates to adjust to life outside the orphanage.

We can also report that these facilities included occupational skills training, especially in computers, as well as cooking, shopping, home maintenance and cooking skills training. In the Russian program the "social hotels" were primarily managed by NGOs, with few people trained

in social work. We think that our recommended use of trained Ukrainian graduate social workers would be an improvement on this model.

Lack of Decentralized Powers in the Ukrainian Government System

Ukrainian local authorities have less autonomy than their Russian counterparts. While some Oblasts have enough resources of their own to be able to fund at least part of their own social programs, and others depend on revenue sharing from the national budget, virtually *all* local officials appeared to look to Kyiv for policy guidance.

Many officials did not understand the system of Ukrainian child welfare, or the needs of institutionalized children, and were confused by the many overlapping responsibilities of different agencies. There is a definite need to help them understand what powers and responsibilities they do have with regard to the welfare of children whose parents are deprived of parental rights. Some of this problem may be due to changes made since Ukraine's independence which have not been communicated to officials by means of training and written memoranda. In other cases regulations from earlier Soviet times are still operating because there has been no effort to cancel them.

Powers of Placement of Children

The Guardianship Committee of the Oblast, as mentioned in Chapter I, is responsible for the placement of children whose parents are deprived of parental rights. The composition of the committee, with the first three individuals representing the Executive Committee, is:

- ▶ Chairman: The Deputy Head of the Department of Local Administration and Humanitarian Affairs;
- ▶ The Department of Education (DOE) Inspector. This individual serves as Secretary to the Committee and is responsible for collecting all documents and materials related to the individual case before the committee; and
- ▶ The local Representative of the Service on Minors.

The following are also members of the committee, but in practice they often only sign the documents on the disposition of the case, (their signature is required by law) without attending the hearing.

- The Department of Health local representative;
- The Local representative of Family and Youth,
- A Deputy of the Oblast Committee (the only elected official on the committee); and
- A member from the community, or an expert witness, such as a doctor;

The power of this committee is thus primarily in the hands of the DOE whose inspector controls all information related to the disposition of the child's case and eventual placement of the child. Alternative placements of the child in the community, it can be surmised, is at this time not an option for this official, and hence for the committee, since the agency (DOE) to which the

committee Secretary reports, controls the government institutions into which the majority of the children are assigned.

If there a change in the powers to determine the placement of, as well as of the control of funding for children without parental rights, the composition and structure of this committee will also have to change. This is discussed in more detail under our recommendations at the end of the chapter. We think that training of this committee, by exposing them to the benefits and opportunities for placing children in the community will open more options as well as more interest in making community placements in FTHs or FFs.

Finally, it is important to note that the Guardianship Committee should be considered as a key element in the supply of children in need of family care in the community. If, from other efforts with the community, the demand for children to be placed in the community is increased, (e.g. via media and other community information efforts) and it is found that the Guardianship Committee cannot respond rapidly - the community will eventually lose interest in taking children from the street and/or from the orphanages.

GOU Exploration of Alternatives

The GOU has begun to realize that there is a high need for structural reform of this system and has taken a number of steps to begin to test community-based alternatives to institutionalization of children.

Among these the most important are:

1. The creation, on April 26, 2002, by the Cabinet of Ministers, of Decrees # 564 and 565. (See Appendix IV for English translation of these). Decree #564 established the Family-Type Home, (FTH) in which a family or individual can obtain permission, and government financial support, to organize: (See Appendix II)

"...an independent family...by request of a couple or single person who takes 5 or more children deprived of parental care for upbringing and joint living."

Decree # 565 established the Foster Home (FF which also differs from the FTH in the number of children which it is allowed to accept):

"...a family that voluntarily has taken from the institutions 1-4 orphans or children deprived of the parental care for upbringing and joint living."

Unlike decree #564 establishing FTHs, Foster Families are not guaranteed an income from the state for their services. This undoubtedly has had considerable effect in diminishing the number of people volunteering to become Foster Families. While the intent of the Cabinet may have been to discourage families from considering foster care for economic gain (i.e. to make a living from being foster parents), the present economic straits of most people in Ukraine makes it virtually impossible for the majority to consider the option of becoming foster parents due to the additional economic burdens of having more children in the home. Foster parents, who care for many children, usually including their own biological children, often cannot hold jobs outside the home.

Funding for FFs, however, can come from other sources. There have been efforts to start private foundations in Ukraine. The USAID project should, (a) make an effort to identify private sources of funds, both internal Ukrainian and foreign (there are already many international religious groups funding such homes in Ukraine), and, (b) find out whether children can be placed in FF whose the income level meets the government criteria for child maintenance. In Russia, the law prevented families of above average income from accepting children if the government did not have sufficient funds in the allowance budget to pay the FFs for the maintenance costs. Such rules are irrational and when and where they exist, they should be removed by legal action.

2. The establishment, in 1995, of the State Committee on Family and Youth (SCFY) and the Service on Minors (SOM).

These agencies, which have representative offices at both national and local levels, lack the powers to determine where best to place children under state control, e.g. in shelters, boarding schools, orphanages or private homes. The agencies also lack fiscal control over funds with which to support FF and FTHs in the community. The Ministry of Education (MOE) controls these funds, but has not created program budgets, or even line items, that would direct funds towards community placement of children in family situations.

At the oblast and district levels, however, educational budgets for the support of orphanages and boarding schools may be diverted to the support of FTHs. It is anticipated that the project would work with the local budget officials to strengthen this process of allocating money for community participation in the care of social and biological orphans.

We also found that training for prospective adoptive families has not been perfected by local administrations. One such program in Donetsk was found to have invited 10 prospective, adoptive families; however, only one family 'passed' the course with the others either failing or dropping out. The family which succeeded in passing the course reported that the course was not good, and was taught by government officials who did not understand what was involved in taking into the home as many as 10 children to raise. The proposed project should help in the design and testing of improved training for prospective foster families and should ensure that the government increased its capability for implementing such training.

3. The creation of Social Adaptation Homes for street children. The legal authority for these homes is quite recent, but the creation of at least one such home, Sunlight, in Kyiv oblast, begun and funded by an NGO, and visited by the team on March 13, 2003, suggests that with the development of additional such models in the proposed project. Such models could also be funded under the existing decree 564, family-type homes.

CONCLUSIONS

Some efforts of the GOU to reform the system of institutionalization of children deprived of parental rights are under way. Both of the Decrees of 2002 which authorized placement of children in the community in Foster Families and Family Type Homes, were found by the

assessment team to be promising steps in the direction of de-institutionalization of Ukrainian children.

The adverse consequences of institutionalization, remain as the principal reasons why alternatives to government institutionalization are needed in the direction of creating community home-type placements for the care of Ukrainian children whose parents are deprived of rights.

RECOMMENDATIONS

Efforts of the GOU to reform the system of institutionalization of children deprived of parental rights, especially as this reform increasingly gives more opportunities for the community and private families to contribute, should be supported by donors. The placement of children in the community in the newly authorized Foster Families and Family Type Homes were found by the assessment team to be a good opportunity both to transfer and to demonstrate new methodologies of social work that have not been tried in Ukraine.

A new decree, or amendments to existing decrees # 564 and 565, should fund support for Foster Families, and should transfer more powers, including fiscal and budgetary authority from the MOE to The Service on Minors so that better decisions can be made for the development of the child. The Service on Minors already has become convinced, from the successful placement of children in the community in Kyiv oblast, that community placement can be a viable alternative to institutional care. These legal initiatives and reforms, if not already implemented by the beginning of the project, should be a component of the project by means of advocacy grants to NGOs working on children's rights issues.

Control of the Guardianship Committee needs to be transferred to the Service on Minors and the Committee should be assisted to develop better and more efficient methodologies for handling the placement of children. The Guardianship Committee's understanding and acceptance of the alternative of placing children in community family settings, such as FFs and FTHs is critical to the future of community involvement and participation in the care of children whose parents are deprived of their parental rights. Assistance to the guardianship committees, in the form of training for the youth affairs representatives, should be a part of the proposed USAID project.

CHAPTER IV. CAPACITY OF NGOs TO FACILITATE AND ASSIST IN THE PROCESS OF IMPROVING LIFE-SKILLS OF YOUTH

FINDINGS

A number of NGO are already working with street children, as well as with orphan graduates of state institutions. Most of them are funded under programs of special interest to donors, such as those dealing with children's labor and exploitation.

The experience of the International Labor Organization (ILO) project in Ukraine presents an interesting opportunity for the proposed USAID activity. This project works with parents of children in the labor force, providing medical diagnosis, treatment, and return to school initiatives.

ILO also works with State officials, educational workers and officials, as well as with Social workers and with representatives of the criminal militia on minors. For their current project they use training programs created by NGOs about 4 years ago. These NGOs have had the experience of creating and implementing programs for teachers and children using interactive training methods.

One of the ILO project's priorities is cooperation with NGOs that work with state structures, such as,

- ▶ Local centers for the social services for youth;
- ▶ Local services for minors; and
- ▶ National Centre for the social services for youth.

Since the governmental organizations and services on Youth and Children's Affairs have relatively few staff there is a high need for them to cooperate with NGOs, since, as we learned, NGOs can be responsible for:

- ▶ Social support of families;
- ▶ Assistance in establishment and training of foster families;
- ▶ Special training for the children in shelters, boarding schools, orphanages, colonies, special schools; and
- ▶ Training for local staff on new methodologies for children's welfare services, including community placements in FTH and FF.

The assessment team found, however, that representatives of NGOs and social workers generally will need special additional training, particularly for social workers and trainers who will work with children in institutions. NGOs will also need assistance in:

- ▶ Publishing their programs and training materials;
- ▶ Analyzing the current state of institutionalized children; and
- ▶ Training on new methods of 'healthy way of life promotion', and prevention education within the institutions. It was also found that there is a need for the training and support of training programs on 'healthy way of life' methodology, e.g. publication of the handouts, manuals and aids for children on health issues.

A high demand exists for this training program despite there being no materials (manuals, textbooks, handouts) currently remaining.

Legal Clinics

Legal clinics established by ABA/CELI (USAID supported) also could be involved and supported within the project framework to teach courses on Children's rights.

The experience and knowledge of these clinic representatives, composed primarily of university students, could be used at the orphanages, boarding schools, family type homes and foster families, juvenile prisons, special schools and technical colleges.

The experience of these legal clinics has demonstrated that students can more easily establish contact with children in shelters and orphanages while conducting the training. A peer-education methodology is used in this training.

These clinics could provide consultation on life-skills as well as training in practical (street) law. Examples can be found in legal clinics established in Kyiv, Odesa, and in Ivano-Frankivsk. The training of the legal clinic staff on practical and psychological approaches to working with children, and their use of interactive methods could be highly relevant to the future USAID project.

There are presently 20 such legal clinics in Ukraine. The legal clinic staff could be potential consultants for NGOs and can share their experience in managing 'hotlines'. Most legal clinics staff have graduated from the "Practical Law" ("Street Law") training program which has been adapted for children in government institutions.

Media and Business Support

Special attention should be paid to publicity and the work of changing public opinion through mass media. The issue of the involvement of business structures of certain local community, as discussed below, into the project activities is also very important.

NGO focus group participants stated that the business involvement issue should be examined within the UNICEF research program on business' charitable support of state institutions. At the same time it was pointed out by many people whom we met during the assessment, that businesses and local community institutions get little explicit information on this category of children and, furthermore, most of this support is non-permanent. Support largely is provided during holidays by joint ventures and multinational corporation branch offices. Involvement of local businesses in conferences and training programs conducted by the project may help to both expand this support and to make it more sustainable.

NGO Training Programs on Social Adaptation

The problem of old, Soviet-time training programs and approaches to education in orphanages and boarding schools can only be resolved by promoting advocacy to make changes. Project advocacy programs could resolve this problem through encouraging the establishment and

approval by MOE of more flexible educational programs and plans and more children friendly regulations on orphanages and boarding schools.

Most of the substantial assistance on orphanages training programs improvement could be provided by other existing projects. This assistance does not require a lot of money and there are many already developed training methods and courses that Ukrainian NGOs can use for teaching the orphanage and boarding school staff members.

Various NGOs have training programs for preparation of the children for future life: "How to start own business", "First steps in business," "Practical Law." These NGOs could benefit from assistance from the project in adapting these training programs for orphanage graduates and street children, especially as these are found in the "half-way houses" for orphanage graduates and in Social Adaptation houses for street children. Such assistance could be provided for these NGOs through a small grants program.

Social workers of the NGOs, after some training, can provide the educational help for family-type home staff. They also can work on inclusion of these new training programs in the state education program for the orphanages.

In summary, the assessment found that Ukrainian NGOs who will work on the proposed USAID project for community adaptation and placement of children will need the following knowledge, skills and values. We suggest, however, that the implementers of the project conduct its own, more thorough, training needs assessment prior to giving training programs and grants to NGOs for implementation of the needed action:

To work in child welfare, Ukrainian NGOs need additional knowledge of:

- ▶ Legislation, children's rights and advocacy for children.
- ▶ Social work, and
- ▶ Public relations and mass media use.

They need skills in:

- ▶ Working with children in respectful way,
- ▶ Communications.
- ▶ Designing and implementing training for results and training for trainers.
- ▶ Organizational development and grant writing for sustainability.
- ▶ Leadership, and
- ▶ Program evaluation.

They need values of:

- ▶ Respect for children and their rights, and
- ▶ Importance of children's participation in issues affecting their rights.

The Winrock Model on Human Trafficking

A good example of an overall social welfare program, with identified results, is the network of "Woman for Woman" centers established by Winrock International under USAID support (known as The Human Trafficking Prevention Program). These centers have created an integrated program where all the subprograms interconnect and interact with each other: i.e.:

- ▶ Training programs (designing training courses; training for trainers (TOT); publication of manuals and textbooks);
- ▶ Legal aid programs (providing comments and consultation from Ukrainian and international law agencies, advocacy, and publications on legal/rights issues); and
- ▶ Small grants program (provide assistance with small grants to NGOs in small towns and villages; NGOs from these towns interact with the centers and other subprograms).

All these subprograms cooperate with "Woman for Woman" centers in seven cities of Ukraine. A great deal of work is done by the centers as they impact on legislation concerning community attitudes with regard to trafficking. The center has training programs, as well as 'hot lines', and provides consultations by psychologists and lawyers. The USAID project might benefit from this model, particularly from the transfer of learning that occurs between the seven city centers.

CONCLUSIONS

The assessment team found that although there was a lot of enthusiasm, as well as some prior experience among NGOs in working with orphans and street children, most NGOs would need additional training in order to be effective in working with orphanage graduates, foster families and local government officials concerned with the placement of street children in the community.

Many resources potentially useful to the project were found, including already developed courses on 'Healthy Way of Life', legal clinics with experience teaching 'street law' and children's rights, as well as other resources, many developed in earlier USAID supported projects.

Public relations, especially as it builds support in the community for community-based, non-governmental facilities (though supported by the government) is needed. Media programs, especially documentaries featuring interviews with foster parents and their adopted children, would be important in strengthening community support for local, Ukrainian adoptions of street children and social/biological orphans.

Many NGO child charities have had experience in establishing the FTHs, and in preparing social workers. They have training courses and a network of trainers who can, and do, work with Foster Parents and children. Many have good experience working with governmental structures. They can be partners in implementing new and additional programs on establishing FTHs and preparation of social workers.

RECOMMENDATIONS

All of the issues below should be included in the training and would benefit orphan graduates and street children, as useful topics under the rubric of 'social adaptation':

- ▶ The "Healthy Way of Life" program, established under the support of OSI-NY, should be supported within the new project. This program includes training courses on drugs, alcohol, tobacco addiction prevention, sex, education, nutrition culture: AIDS prevention issues.
- ▶ Various NGOs have training programs for preparation of children for future life: "How to start own business", "First steps in business", "practical law". NGOs should be invited to share those skills in the new project through grants.
- ▶ NGOs need assistance in adaptation of training programs for the work with orphanage graduates and street children.
- ▶ Such assistance could be provided for these NGOs through the small grants program. Social workers with the NGOs, after some training, can provide the educational help for orphanage and family-type home staff.

A Ukrainian NGO with strong skills in the transmitting the knowledge, skills and values cited above is needed to help provide the training and support to the project NGOs as they develop the new social work methodologies. The combination of introducing new social work skills together with good training and evaluation skills will be very important for the success of the project.

The assessment team proposes to use in the future project current USAID projects with business associations in order to involve business structures in establishing vocational training for orphanages graduates and street children in half-way-houses and/or FTH. It is highly necessary, for the sake of their employment, for children graduating from orphanages to be competitive in the local job market.

Training on the identification and prevention of domestic violence should be included in the training of the project social workers.

Guardianship Committees, regardless of whether their powers are changed, should be the recipients of technical assistance and training to enable them to make better quality decisions regarding the placement of children. It is especially important that they become familiar with both the benefits and the opportunities of placing children in FF and FTH situations.

Social workers should be hired and trained under project NGO grants to initiate finding, selecting, training and supporting/monitoring FF and FTH parents.

- ▶ To manage teen post-institutional "half-way houses" where graduate teenagers would learn job and community-life skills. The half-way houses should be registered as FTHs in order for the Social Worker Guardians to receive a living stipend.
- ▶ To manage Social Adaptation Homes for street children. (See Chapter III)

- ▶ To establish a small travel grant program in order to enable the social workers and state officials to be able to learn as well as share their experience, both within Ukraine and abroad. (See budget, Appendix I)
- ▶ Documentaries on radio and TV — using art, psychological and documentary films on FTHs and their experiences will be needed for people who think they might want to become foster parents.
- ▶ Finally, we strongly recommend that, early in the project, in each targeted oblast the project conduct a series of round tables, training workshops and public hearings for the state officials, NGOs and practitioners who are working with street children. These workshops need to include, social work professors, psychologists specializing at deviant child behavior and other specialists in child welfare programs. This activity will provide all the participants, especially the state officials, with an opportunity to raise the level of their competence in this field, and will help them take more qualified decisions while expanding their understanding of the complexity of the problem. It will also help to build a common cause with others in the community on the need to solve some of the problems related to street and orphan children.

APPENDICES

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APPENDIX I

PROJECT SYNOPSIS

PROJECT CONCEPTUALIZATION

The project is visualized as a three-year cooperative agreement with a US non-profit organization, experienced in child welfare reform in both the US and in the FSU.

The project should be considered as a pilot-project, covering no more than 3 oblasts. We recommend the oblasts of Kyiv, Donetsk and Chernivtsi where the assessment was conducted in March, 2003.

The proposed project should not be seen as an attempt to replace the present system of governmentally supported shelters and orphanages, but rather as an attempt to develop new methodologies whereby the community could increasingly play a role in the raising of social and biological orphans. A central aim of the project is to place an ever increasing number of children in community homes where they will have opportunities for psychological and personal growth that is not available in government institutions.

The principal objectives of the project would be:

- ▶ Educating the Guardianship Committees to increasingly use their MEO budget allocations for the support of community placements of orphans and street children;
- ▶ The development, or adaptation of new and more effective social methodologies for social adaptation of street children and graduate orphans to community living;
- ▶ The documentation, and sharing by means of media presentations and conferences, of the new social methodologies in order to influence both government policy-makers and other, non project, local authorities who may want to introduce new approaches to child welfare in their jurisdictions;
- ▶ Finally, through all of the above, to provide opportunities for the local Ukrainian community to increasingly take responsibility for the development of children who would otherwise be placed in institutional settings with all their dysfunctional consequences for the child's development.

The project is conceived as a grant-giving, training and technical assistance activity. Grants would be given to Ukrainian NGOs, selected in open competition, who would manage most of the work, jointly with local authorities, of contacting potential FTH parents, providing the training for the families and for the social workers who, funded by the project, would help to monitor the placement of the children in families. Social workers would also be trained to manage the half-way houses for orphan graduates and street children. NGOs would also be responsible for, guided by the USAID grantee, establishing and monitoring the new half-way houses.

The grantee will be responsible for demonstrating that resources, primarily from DOE, but also from other governmental and non-governmental sources, can and will increasingly be made available to families chosen, trained and monitored by the project in unison with the cognizant local government officials.

According to the logic of the project, no FTH would be selected and the parents trained, and no children placed in an FTH, before commitment has been made for its support by the concerned Guardianship Committee. The training of the Guardianship Committee thus becomes an important and early activity of the project.

The training of the GC members should include information on the provisions of Laws 565 and 564 which authorizes community placement of children. The training should also include exposure to currently operating community homes, as well as institutions such as orphanages and shelters, in order that the members of the committee can begin to understand the developmental impact of different types of placements. Given the generally low level of understanding of developmental Psychology in Ukraine, this training should be carried out by professionals qualified to explain the consequences of the different types of placement on the children's development and future adaptation to society. Finally, the training will need to include an orientation to the different government agencies, as well as private groups such as NGO, with different responsibilities and concerns for children's welfare.

Significant increases in the share of Ministry of Education appropriations allocated to community placements would be an indicator of success, as would of course initiatives and requests from the GC for more families willing and able to take street children and orphans.

The training of social workers, and the establishment of post-orphanage half-way houses is an activity which also has a high priority early in the project. (See the PERT chart below for some suggested relations between these activities.) The goal of this activity will be to introduce social adaptation methodologies to street children and recent orphanage graduates which will facilitate and improve their transition to independent living in the community. Indicators such as reduction in the number of arrests and prison incarcerations, length of time a job is held, or ability to find and maintain their own accommodations, may all be used as measures of the success of this component of the project.

The documentation of the new methodologies, especially in a form that can be used by television, radio and print media, is an important component that should be initiated no later than 12 months after the initiation of the project. It cannot be introduced much sooner than that since methodologies have to be established and evaluated before they can be shared and recommended to other for adaptation. The documentation of the new child welfare methodologies will also be an input to the national conference, planned to take place in the 24th month of the LOP, as well as in the local conferences, planned on an annual basis, i.e. every 12 months, except in the 24th month when the local conference would be displaced by the national conference.

Advocacy for improved child welfare legislation would be the responsibility of selected NGO sub-grantees. Indicators of success in this area would be the creation of funding for Foster Families, currently left out of the legislation. An important achievement in this work would also be the creation of a program budget at both the national and local level, specifically to cover the costs of placing orphans and street children in community homes.

Conclusions:

The project concept is based on key findings and conclusions of the assessment. We think that all of the major initiatives proposed, e.g. (a) changing responsibilities of GOU ministries to increasingly reflect concern for the overall development of the child, and not just its education. (b) working with the Guardianship Committees to help them make better decisions for child welfare; (c) combined with increasing use of social workers to facilitate social adaptation and community placement, (d) as well as strong support for media programs that positively influence community attitudes towards orphans and street children. will all combine to help increasing numbers of orphans and street children find living situations where their growth, development and life skills will be enhanced.

The emphasis of the project should be on developing, testing, evaluating and documenting new methodologies for: (a) preparing orphanage graduates in social adaptation and employable skills. and, (b) strengthening the new system of increased participation by the community in accepting children in Family-Type and Foster Family homes. A mid-term evaluation has been budgeted for, this should provide some examples and cases of how the new social work methodologies are working in the pilot oblasts and districts.

NGOs participating in the project should be considered as future resources to other oblasts in Ukraine that may wish to learn some of these methodologies, hence the packaged training courses, as well as trained trainers, will be developed with this end in mind.

A project conference, to be held approximately 2 years after the start of the project. will be held in Kyiv and officials and NGOs from other oblasts, sociologists and central government officials. along with the national media, would be invited to hear and discuss the results of the testing of the new methodologies for dealing with orphan graduates and street children. In each of the project oblasts, also, an initial as well as annual conference will be held to ensure that NGOs, government officials and the community are united in dealing with problems of social and biological orphans, and are committed to cooperate in solving the problem.

Project Activity Chart

PROJECT TASKS	MONTHS																																					
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36		
A. Establish grant giving - award grants every 6 months																																						
Monitor/evaluate grants																																						
B. Establish training																																						
Train GC																																						
Train social workers																																						
Train FTH parents																																						
Train Militia For Minors																																						
C. Establish half-way houses																																						
For orphans																																						
For street children																																						
D. Evaluate half-way houses																																						
E. Documentation/Publicity on social methodologies																																						
F. Advocacy on childrens welfare reform																																						
G. Conferences																																						
Local																																						
National																																						

Project Activity Chart

April 25, 2003

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PROJECT RESOURCES NEEDED

A non-profit USAID Grantee who can transfer knowledge, skills and values to Ukrainian sub-grantees, as these relate to:

- ▶ Social work (foster family selection; training for prospective FFs; preparation of institutionalized children for life in FFs; family therapy; individual trauma therapy for sexual and physical abuse; management of post-institutional group houses for teens and model shelters.);
- ▶ Training methodologies e.g. needs assessments, learning methodologies, training of trainers (TOT), training/conference event design, and evaluations of training impact. (Some of these skills can be derived from a local Ukrainian NGO with already developed skills in these areas);
- ▶ Research methodologies for data collection on origins of child homelessness and post-institutional social dysfunctional behaviors;
- ▶ Data base creation and analysis related to above;
- ▶ Hotline management;
- ▶ Public and community relations;
- ▶ Media production ('case study' documentaries on FTH and FF success stories); and
- ▶ Knowledge and understanding of how to design vocational training leading to employment by post-institutional youth;

Grantee Experience Needed

- ▶ Social work with adolescent, post-institutional social adaptation;
- ▶ Experience with post-Soviet problems of social work;
- ▶ Work with NGOs, development of NGO capacities;
- ▶ Ability to work under conditions of unclear governmental guidelines;
- ▶ Writing of quarterly and annual reports for donor organization; and
- ▶ Cooperation and coordination with local NGO partner organizations (e.g. legal research/advisory, training, social work, advocacy and media groups, among others.)

SOME PRIORITIES FOR THE PROJECT

To develop, test and promote models of youth welfare methodology that will:

- ▶ Strengthen life skills in the immediate post-institutional period through the creation and testing of supervised group homes for teenagers;
- ▶ Increase community involvement with care of children, e. g. by strengthening foster care, children's mixed group homes, increased training of social workers, and the improved selection and training of foster families;
- ▶ Strengthen families in danger of abandoning children through increased training and deployment of social workers and community volunteers;
- ▶ Facilitate family re-unification through social work and family therapy; and
- ▶ Demonstrate that community alternatives to orphanages and shelters, such as FF and Family-type homes, can be a viable alternative to governmental institutionalization of children in Ukraine.

SOME TARGETS FOR THE PROJECT

In each oblast:

- ▶ Develop and test 2 half-way houses for orphanage graduates; (minimum 18 months of operation during LOP); criteria of success: (1) 80-90% employment over a 12 month period, (2) successful independent living in the community; (3) certification of the half-way house as FTH by government;
- ▶ Develop and test 2 Social Adaptation Centers for street children (minimum 18 months of operation during LOP) Obtain government support for the centers as certified FTHs;
- ▶ By means of initiatives with district-based NGOs, develop, test, monitor and document a combined minimum of 10 Family-Type Homes for orphan graduates and street children; test adaptation of both street children and orphanage children for social adaptation and educational achievement;
- ▶ Provide small grants to district NGOs to employ social workers, and/or community activists to find, place and monitor children in community homes. Make grants conditional on performance, i.e. to find and certify at least 1-2 families in the district for FTH per month. (staff to be trained by the project);
- ▶ Provide training to local representatives of the Department of Family and Youth as members of the Guardianship committee. Training should help the committee to provide children suitable as candidates for Family-Type Homes as these are identified by district NGOs and social workers;
- ▶ Arrange and implement a project conference of the 3 project oblasts in Kyiv, after approximately 24 months of the LOP, to share the learning from the tested methodologies with the other oblasts, government officials, other donors and NGOs;
- ▶ Work with the Criminal Militia for Minors to train their staff and to develop a database on street children in each district of their oblast. (restricted to Donetsk and Chenitsivi since Kyiv already has such a database.);
- ▶ Train 2-3 family therapists, (Psychologist PhDs or MSWs) in each oblast over the LOP;
- ▶ Provide annual workshops, for local government officials, NGO and institutional staff, with the first one early in the project, in each oblast to promote understanding of, as well as commitment to, alternative methodologies for facilitating social and life adjustment of orphans and street children;
- ▶ Provide grants to media-experienced NGOs to produce television and radio programs on: Half-way houses, Social Adaptation Centers and FTHs initiated by the project. Each program should be approximately 20-30 minutes in length. Each production must be broadcast at least once, either locally or, preferably, nationally; and

- ▶ Produce training packages, and trainers, ready for use with other oblasts, or districts, on the new methodologies developed in the project.

An illustrative budget for the project follows:

Development Associates, Inc
 Proposed Budget for Support to Orphans in the Ukraine
 April 4, 2003

DETAILED BUDGET BY YEAR										
	Year 1			Year 2			Year 3			Total Cost
	Cost/Unit	Units	Cost Year 1	Cost/unit	Units	Cost Year 2	Cost/unit	Units	Cost Year 3	
DIRECT LABOR										
A. Home Office										
Home Office Coordinator	\$360	50	\$18,000	\$378	50	\$18,900	\$397	60	\$23,814	\$60,714
Admin Support	\$145	30	\$4,350	\$152	30	\$4,568	\$160	35	\$5,595	\$14,513
Subtotal Home Office			\$22,350			\$23,468			\$29,409	\$75,227
B. Field Office										
Chief of Party (Expat)	\$250 /day	238	\$59,500	\$263	238	\$62,475	\$276	238	\$65,599	\$187,574
International Specialists	\$450 /DAY	160	\$72,000	\$450	144	\$64,800	\$450	144	\$64,800	\$201,600
Subtotal Field Office			\$131,500			\$127,275			\$130,399	\$389,174
C. Local Staff (CCN)										
Deputy Chief of Party	\$50 /day	230	\$11,500	\$53	238	\$12,495	\$55	238	\$13,120	\$37,115
Local Consultant Specialists	\$70 /day	50	\$3,500	\$70	50	\$3,500	\$70	50	\$3,500	\$10,500
Grants /Training Director	\$40 /day	220	\$8,800	\$42	238	\$9,996	\$44	238	\$10,496	\$29,292
Legal Advisor/Advocacy/Training	\$40 /day	215	\$8,600	\$42	190	\$7,980	\$44	190	\$8,379	\$24,959
Data Base Manager (Consultant)	\$50 /day	200	\$10,000	\$53	238	\$12,495	\$55	238	\$13,120	\$35,615
Secretary	\$36 /day	238	\$8,568	\$38	238	\$8,996	\$40	238	\$9,446	\$27,011
Accountant	\$36 /day	238	\$8,568	\$38	238	\$8,996	\$40	238	\$9,446	\$27,011
Driver w/vehicle	\$19 /day	238	\$4,522	\$20	238	\$4,748	\$21	238	\$4,986	\$14,256
Subtotal Local Staff			\$64,058			\$69,207			\$72,492	\$205,757
TOTAL PERSONNEL			\$217,908			\$219,949			\$232,300	\$670,158
FRINGE BENEFITS										
Fringe Benefits on DA Employees	34.85%		\$28,525			\$29,951			\$33,110	\$91,586
Fringe Benefits on Special Employ	8%		\$5,760			\$5,184			\$5,184	\$16,128
Social charges (Local)	20%		\$12,812			\$13,841			\$14,498	\$41,151
Total Fringe Benefits			\$47,096			\$48,976			\$52,793	\$148,865
Travel/Per Diem										
AirFare--COP&SPOUSE (One Way) DC/Kyiv	\$1,988 ea	2	\$3,976				\$1,988	2	\$3,976	\$7,952
AirFare--COP & SPOUSE (R&R)	\$3,976 ea	0	\$0	\$3,976	2	\$7,952	\$3,976	2	\$7,952	\$15,904
AirFare--STTA DC/Kyiv	\$1,842 ea	8	\$14,736	\$1,842	6	\$11,052	\$1,842	6	\$11,052	\$36,840
Airport Transfers	\$80 ea	40	\$3,200	\$80	40	\$3,200	\$80	40	\$3,200	\$9,600
Local Travel	\$10	238	\$2,380	\$10	238	\$2,380	\$10	238	\$2,380	\$7,140
Per Diem (Kyiv)	\$262 /day	120	\$31,440	\$262	90	\$23,580	\$262	90	\$23,580	\$78,600
Per Diem (Other)	\$177 /day	80	\$14,160	\$177	90	\$15,930	\$177	90	\$15,930	\$46,020
Total Travel/Per Diem			\$69,892			\$64,094			\$68,070	\$202,056

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Development Associates, Inc.

ALLOWANCES-COP										
UNACCOMPANIED BAGGAGE	\$2,000	1	\$2,000				\$2,000	1	\$2,000	\$4,000
STORAGE(Orign/Handlg/Move	\$282	12	\$3,384	\$282	12	\$3,384	\$282	12	\$3,384	\$10,152
SHIPMENT Household Goods	\$9,000	1	\$9,000				\$9,000	1	\$9,000	\$18,000
TEMP QUARTERS ALLOW	\$196	30	\$5,880				\$196	0	\$0	\$5,880
LIVING QUARTERS ALLOW	\$2,000	11	\$22,000	\$2,000	12	\$24,000	\$2,000	12	\$24,000	\$70,000
POST DIFF @20%	\$1,083 /mo	12	\$13,000	\$1,138	12	\$13,650	\$1,194	12	\$14,333	\$40,983
Post Allowance @ 5%	\$271 /mo	12	\$3,250	\$284	12	\$3,413	\$299	12	\$3,583	\$10,246
Total Allowances			\$58,514			\$44,447			\$56,300	\$159,260
Other Direct Costs										
OFFICE RENT & UTILITIES	\$2,065 /mo	12	\$24,780	\$2,065	12	\$24,780	\$2,065	12	\$24,780	\$74,340
OFFICE GUARD SERVICES	\$250 /mo	12	\$3,000	\$250	12	\$3,000	\$250	12	\$3,000	\$9,000
COMMUNICATIONS	\$500 /mon	12	\$6,000	\$500	12	\$6,000	\$500	12	\$6,000	\$18,000
OFFICE SUPPLIES	\$350	12	\$4,200	\$350	12	\$4,200	\$350	12	\$4,200	\$12,600
POSTAGE/COURIER	\$100	12	\$1,200	\$100	12	\$1,200	\$100	12	\$1,200	\$3,600
LEGAL FEES	\$0		\$0	\$0		\$0	\$0		\$0	\$0
PROCUREMENT (Comp/OfcEquip)	\$49,500	1	\$49,500		0	\$0		0	\$0	\$49,500
PHONE SERVICES	\$0	0	\$0	\$0	0	\$0	\$0	0	\$0	\$0
MOBILE PHONES	\$200 /mo	12	\$2,400	\$200	12	\$2,400	\$200	12	\$2,400	\$7,200
ONE TIME INSTALLATION	\$0		\$0	\$0	0	\$0	\$0	0	\$0	\$0
INTERNET PROVIDER	\$550 /mo	12	\$6,600	\$550	12	\$6,600	\$550	12	\$6,600	\$19,800
BANK FEES	\$150 /mo	12	\$1,800	\$150	12	\$1,800	\$150	12	\$1,800	\$5,400
SUBSCRIPTIONS	\$200 /mo	12	\$2,400	\$200	12	\$2,400	\$200	12	\$2,400	\$7,200
INSURANCE FOR OFC EQUIPMENT	\$100	12	\$1,200	\$100	12	\$1,200	\$100	12	\$1,200	\$3,600
SEMINARS/WKSHPS/ROUNDTABLE:	\$4,000 ea	4	\$16,000	\$4,000	6	\$24,000	\$4,000	6	\$24,000	\$64,000
PUBLICATIONS PRODUCTION	\$400 /mo	12	\$4,800	\$400	12	\$4,800	\$400	12	\$4,800	\$14,400
MEDIA DEVELOPMENT/DISSEMINATION			\$0			\$0			\$0	\$0
TRANSLATION SERVICES	\$400 /mo	12	\$4,800	\$400	12	\$4,800	\$400	12	\$4,800	\$14,400
VISAS/PASSPORTS	\$100 /trip	8	\$800	\$100	6	\$600	\$100	6	\$600	\$2,000
MEDEVAC INSURANCE--LTTA	\$163 /year	2	\$326	\$163	2	\$326	\$163	2	\$326	\$978
MEDEVAC INSURANCE--STTA	\$23 /mo	12	\$270	\$23	12	\$276	\$23	12	\$276	\$822
DBA INSURANCE @1.44			\$857			\$900			\$945	\$2,701
SUB-TOTAL ODCs			\$130,933			\$89,282			\$89,327	\$309,541
TOTAL DIRECT CHARGES			\$524,343			\$466,748			\$498,789	\$1,489,880
INDIRECT CHARGES										
Overhead (Salaries & Fringe)	31.24%		\$82,787			\$84,012			\$89,063	\$255,863
Occupancy (Home Ofc&Fringe)	9.75%		\$2,179			\$2,288			\$2,867	\$7,335
G&A (Total Direct Chgs+OH)	8.61%		\$52,274			\$47,420			\$50,614	\$150,308
Total Indirect Charges			\$137,240			\$133,721			\$142,544	\$413,506

PROJECT GRANTS										
Training & NGO Development	\$20,000	1	\$20,000	\$25,000	1	\$25,000	\$32,000	1	\$32,000	\$77,000
-Train local Reps of Dept Family and Youth										
-Train Criminal Militia for Minors Staff										
-Train 2-3 family therapists in each Oblast										
-Produce training package and trainers for use with other Oblasts										
Media Development	\$25,000 /oblas	1	\$25,000	\$25,000	1	\$25,000	\$25,000	1	\$25,000	\$75,000
-Produce and air radio & television programs in each Oblast										
Research and DataBase Creation	\$50,000 /oblas	3	\$150,000	\$45,000	3	\$135,000	\$45,000	3	\$135,000	\$420,000
-Develop & test 2 half-way houses in each of the three Oblasts										
-Develop & test 2 Social Adaptation Centers in each of the three Oblasts										
-Develop, test, monitor a minimum of 10 Family type homes for orphans in each of the three Oblasts										
Travel & Conferences										
-Arrange/Implement annual workshop in three Oblasts	\$5,000	3	\$15,000	\$5,000	3	\$15,000	\$6,000	3	\$18,000	\$48,000
-Arrange/Implement Project Conference 24 months after start of Project			\$0	\$10,000	1	\$10,000				\$10,000
District NGOs	\$5,000	3	\$15,000	\$5,000	3	\$15,000	\$5,000	3	\$15,000	\$45,000
Employ Social Workers										
Total - Grants			\$225,000			\$225,000			\$225,000	\$675,000
Project Total			\$886,584			\$825,469			\$866,334	\$2,578,386

APPENDIX II

DECREES #564 AND 565

CABINET OF MINISTERS OF UKRAINE

DECREE # 564
(April 26, 2002)

ON APPROVAL OF THE REGULATIONS ON FAMILY TYPE HOME

Aimed at establishing the necessary conditions for the upbringing of orphans and children deprived of parental care within the family environment the Cabinet of Ministers of Ukraine decrees:

1. To approve the Regulations on Family Type Home (FTH).
2. The State Committee on Family and Youth affairs is to co-ordinate and provide methodical support for the FTH activities.
3. The Council of Ministers of the Autonomous Republic of The Crimea, Oblast and Kyiv and Sevastopol City Administrations are to provide assistance in establishment and work of FTHs.
4. To nullify:

Decree of the Cabinet of Ministers # 267 "On approval of the Regulations on Family Type Home" (1994).

Decree of the Cabinet of Ministers # 310 "On amendments and alterations to the Regulations on Family Type Home" (1998).

The Premier Minister of Ukraine

A.Kinakh

Approved by the Decree of the Cabinet of Ministers # 564 "On approval of the Regulations on Family Type Home" (April 26, 2001).

THE REGULATIONS ON FAMILY TYPE HOME

General Provisions

1. The goal of establishment of the FTH is the provision of the necessary conditions for the upbringing within the family environment of orphans and children deprived of parental care.

2. FTH — is an independent family that is being established by request of a couple or single person who takes 5 and more children deprived of parental care for upbringing and joint living. Mentors(Parents) — people who take the children for upbringing and joint living children deprived of parental care.

The children stay at the FTH till the age of 18. In case of their studying at the technical college or University the children stay at the FTH till the moment of the graduation from the technical college or University.

The total number of the children within FTH can't exceed 10 children taking into account the biological children.

The establishment and liquidation of the Family Type Home

3. The decision on establishment of the Family Type Home shall be taken by the district, district in cities Kyiv and Sevastopol state administration, of Executive Committees of the City Halls (in Cities of Oblast (in the AR Crimea — republican) subordination) based on application of the person/people who has conceived a wish to establish FTH and the conclusion of the corresponding Dept. on Family and Youth Affairs on availability of the conditions for FTH establishment.
4. In terms of the decision on establishment of the Family Type Home the agreement between the governing body that had taken that decision is to conclude an agreement with a mentors according to the model elaborated.

The validity of the agreement could be suspended in case of unfavourable conditions for upbringing and joint living of the children appear in the FTH (mentors' serious illness, lack of understanding with children, conflict relations with children); reunification of the fostered children with a biological family (guardian, adopter etc); attainment of children's majority;
by mutual consent; because of other reasons specified in the agreement and according to the court decision.

In case of agreement validity suspension the decision on further children placement is taken by the trusteeship and guardianship body.

5. When the decision on FTH establishment is taken the mentors are to be provided out of turn with a house of a big apartment free of charge according to the legal regulations.

The house or apartment need to be equipped with all the necessary furniture and equipment.

The list of such equipment is to be made by the government body that has taken decision on establishment of the Family Type Home.

6. In case of children's number reduction in consequence of majority attainment or other reasons the decision on placement of new children to FTH need to be taken by mutual agreement.

7. Children's living conditions monitoring is to be made by the trusteeship and guardianship bodies, family and youth affairs departments of the district, district in cities Kyiv and Sevastopol state administration, of Executive Committees of the City Halls (in Cities of Oblast(in the AR Crimea - republican) subordination.
8. Children in FTH keep all the statutory benefits and guarantees for themselves as for the orphans or children deprived of parental care.
9. The liquidation of the FTH can be conducted according to the decision of the governmental body that established it only or in accordance with the court decision.
10. The officials who are guilty of violation of the legislation concerning the FTH, bear responsibility according to the legislation in power.

Placement of the children to the FTH

11. There is a priority for the children with family ties to be placed in one FTH with the exception of cases when they can't be brought up together because of medical indices or other reasons.
12. Trusteeship and guardianship body is to provide for the mentors following documents for every placed child:

Birth Certificate

- ▶ Medical reference on the state of the health of the child or extract from child development history;
- ▶ Reference(certificat)on education or the reference of the psychological educational medical commission on child personal development level;
- ▶ Documents concerning the parents or guardians (death certificate, court verdict/decision, reference on illness, search of parents and other documents that prove absence of parents or their incapability to bring the children up);
- ▶ Reference on brothers and sisters and other close relatives and their place of residence;
- ▶ The description of the children's property (real estate included) and the information on people who are responsible for its preservation;
- ▶ Pension book for child who gets pension, copy of the court decision on levy of alimony.

In case of absence of any of the documents at the moment of placement to FTH the trusteeship and guardianship body is committed to provide mentors with those documents within 3 months.

Trusteeship and guardianship body and the head of the institution where the child was placed is responsible for the authenticity of the documents.

13. The FTH is to completed with children within 3 months from the moment of its establishment. The local Family and Youth Affairs Dept. is responsible for monitoring of children selection process.

14. Children placed in FTH keep for themselves all the alimonies, pensions and other benefits that need to be transferred to the child personal banking account.

Mentors can use this money only under concordance with the trusteeship and guardianship body if only there's a need of specific medical treatment (heart operation, transplantation etc.); acquisition of specific instruments for child skills development and special assistant equipment for the children with special physical needs.

15. Trusteeship and guardianship bodies are responsible for the protection of the children's property and control its use.
16. The children have right to maintain contact with their biological parents and other relatives if it doesn't conflict with their interests or prohibited by court decision. The form of such a contact shall be defined by the trusteeship and guardianship body along with mentors' recommendations.

Mentors, their Rights and Responsibilities

17. The mentors could be adults with the exception of:
 - ▶ People who are acknowledged by the court as incapable or partially incapable;
 - ▶ People who are deprived of parental rights;
 - ▶ People who are relieved of the post of guardian because of inapplicable fulfilment of their obligations;
 - ▶ People who can't meet commitments on children education because of their health state (disabled people of groups I and II; people who suffers from serious neurotic diseases, alcohol and drug addiction; who is ill with AIDS, tuberculosis, mental disorder; people with officially registered asocial deeds and inclination to violence.

People who live with the family members suffering from serious neurotic diseases, alcohol and drug addiction; who is ill with AIDS, tuberculosis, mental disorder; people with officially registered asocial deeds and inclination to violence can't be the mentors of the FTH.

18. The applicants for the FTH mentor post are to provide the body taking decision on establishment of FTH with following documents:
 - ▶ Reference on family composition (Form 3);
 - ▶ Certificate of marriage copy (for couples);
 - ▶ Education certificate;
 - ▶ Passports copies; and
 - ▶ Reference on the state of health of applicants and people who live with them; Notarized letter of consent of all the adult members of the family who live together with the applicants in case the applicants decided to establish the FTP at their apartment.

Mentors are to participate in the preparation and practical trainings (once in 5 years)conducted by the local Youth and Family Depts.

19. Mentors are responsible for the life, health, physical and psychological development of the foster children.
20. Mentors are the legal representative of the children at the FTH. their interests in all the bodies, institutions and organisations without any specific powers.
21. General and obligatory state social insurance in favour of mentors, payments for General and obligatory state social insurance, obligatory pension tax payments are made by the body that has taken the design on establishment of the FTH and deducted from the salaries of the mentors according to the legislation for employed workers in power.

All the period of time when the mentors are working in the FTP is included into their general labour time record.

22. The range of the salaries of the FTH mentors is to be determined according to the procedures of the Ministry of Education and Science.

Annually The FTH mentors are provided with the pecuniary aid at the rate of 1 month salary before their vacations.

23. The issue of housing rights of the mentors and people who are living with them are to be regulated within the framework of certain agreement.

Family Type Home Material Security

24. The funding of the FTH (salaries for mentors and children maintenance costs) is provided from district budgets, republican (of the Autonomous Rep. Of the Crimea) and budgets of the cities of oblast subordination.

Every month the FTH is provided with money for acquisition of food, clothes, toys, medicines, personal hygiene items, books etc. According to the standards for orphans and children deprived of parental care established by Ministry of Education and Science.

According to the standards and tariffs for public utilities of certain region and correspondingly to the number of children the FTH shall be provided with all necessary funding for the coverage of the expenses for public utilities and communication.

The money that could be saved by the mentors can't be withdrawn by the state officials but should be used mentors for the needs of the children next year.

25. By mutual consent the FTH can be provided with a small holding for vegetable gardening that is situated near the place of location of the FTH. The FTH can also be provided with a vehicle.
26. If children studying at the University or technical college after the age of 18 keep living at the FTH, money for their maintenance costs are to be transferred to the FTH by the local administration during all the time of his/her studying period.

27. Local Family and Youth departments along with NGOs, trade unions are responsible for organising the free of charge summer rest activities for the FTH children every year.

Those children who need medical treatment or specific supervision should be provided with an opportunity of free stay at the health centre.

28. All the other problems on the material and financial security of the FTH should be resolved by the body that has taken decision on establishment of the FTH.
29. The FTH can obtain charitable aid from juridical entities and natural persons.

**Top of Form 1
CABINET OF MINISTERS OF UKRAINE**

DECREE # 565
(April 26, 2002)

ON APPROVAL OF THE REGULATIONS ON FOSTER FAMILY

Aimed at sharing the experience of establishment of foster families as a new form of the upbringing of orphans and children deprived of parental care the Cabinet of Ministers of Ukraine decrees:

1. To acknowledge as positive the results of the experiment on establishment of the foster families (FF) in the Autonomous Republic of the Crimea, Zaporizhzhya, Lviv, Kharkiv oblasts and in the city of Kyiv and to ensure the spread of this practice in all the regions.
2. To approve the Regulations on FF.
3. The State Committee on Family and Youth affairs is to co-ordinate and provide methodical support for the FTH activities.
4. The Council of Ministers of the Autonomous Republic of the Crimea, Oblast and Kyiv and Sevastopol City Administrations are to provide assistance in establishment and work of FFs.
5. To nullify:

Decree of the Cabinet of Ministers # 241 "On experiment on establishment of FF in Zaporizhzhya oblast and approval of the Regulations on FF" (1998).

Decree of the Cabinet of Ministers # 1713 "On experiment on establishment of FF in some regions of Ukraine" (1999).

The Premier Minister of Ukraine A. Kinakh

_____ Approved by the Decree of the Cabinet
of Ministers #565 "On approval of the Regulations on FF" (April 26, 2001).

THE REGULATIONS ON FOSTER FAMILY

General Provisions

1. The goal of establishment of the FF is the provision of the necessary conditions for the upbringing within the family environment of orphans and children deprived of parental care through their placement into the families for the upbringing and joint living.
2. FF — is a family that voluntarily has taken from the institutions 1-4 orphans or children deprived of the parental care for upbringing and joint living.

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Foster Parents — married couple that takes the children for upbringing and joint living children deprived of parental care.

Foster Children — orphans or children deprived of the parental care placed into the FF.

The children stay at the FF till the age of 18. In case of their studying at the technical college or University the children stay at the FF till the moment of the graduation from the technical college or University.

3. In case of establishment of FF foster parents take foster children to their apartment if there is adequate life, sanitary and hygienic conditions in their apartment.
4. Foster children keep all the statutory benefits and guarantees for themselves as for the orphans or children deprived of parental care.

The Establishment of the Foster Family

5. The decision on establishment of the FF shall be taken by the district, district in cities Kyiv and Sevastopol state administration, Executive Committee of the City Hall (in Cities of Oblast (in the AR Crimea — republican) subordination) based on application of the married couple that has conceived a wish to establish FF and the conclusion of the corresponding Dept. on Family and Youth Affairs on availability of the conditions for FF establishment.

The body that has taken decision on establishment of the FF bears responsibility for its operating within the framework of the legislation in power.

6. In terms of the decision on establishment of the Foster Family the agreement between the governing body that has taken that decision is to conclude an agreement with a foster families on placement of the children to this family for upbringing and joint living according to the model elaborated.
 - ▶ The validity of the agreement could be suspended in case of unfavourable conditions for upbringing and joint living of the children appear in the FF (foster parents' serious illness, change of foster parents marital status, lack of understanding with children, conflict relations among children);
 - ▶ Reunification of the fostered children with a biological family (guardian, adopter etc);
 - ▶ Attainment of children's majority;
 - ▶ By mutual consent;
 - ▶ Because of other reasons specified in the agreement; and
 - ▶ According to the court decision.

In case of agreement validity suspension the family is deprived of its "foster family" status and the decision on further children placement is taken by the trusteeship and guardianship body.

7. Children's living conditions expertise and agreement provisions conduct monitoring is to be made by the trusteeship and guardianship bodies, family and youth affairs departments of the district, district in cities Kyiv and Sevastopol state administration, of Executive Committees of the City Halls.

8. Local family and youth affairs departments, departments of education, departments of health care (chief medical officers of the district hospitals), departments of labour and population social protection of the district, district in cities Kyiv and Sevastopol state administration, of Executive Committees of the City Halls; the administration of the institutions the orphans or children deprived of parental care assist the foster families in selection of children and establishment of the contacts with them.
9. Local family and youth affairs departments in co-operation with the professionals of the State Institute of Family and Youth Problems organise training for the foster parents on a periodic basis (but not less than once in 2 years) aimed at enhancing their educational potential.

Placement of the Children to the FF

10. Trusteeship and guardianship body is to provide for the foster parents following documents for every placed child:

Birth Certificate

- ▶ Medical reference on the state of the health of the child or extract from child development history;
- ▶ Reference (certificate) on education or the conclusion of the psychological educational medical commission on child personal development level;
- ▶ Documents concerning the parents or guardians (death certificate, court verdict/decision, reference on illness, search of parents and other documents that prove absence of parents or their incapability to bring the children up);
- ▶ Reference on brothers and sisters and other close relatives and their place of residence;
- ▶ The description of the children's property (real estate included) and the information on people who are responsible for its preservation; and
- ▶ Pension book for child who gets pension, copy of the court decision on levy of alimony.

In case of absence of any of the documents at the moment of placement to FF the trusteeship and guardianship bodies are committed to provide foster parents with those documents within 3 months.

Trusteeship and guardianship body and the head of the institution where the child was placed before FF is responsible for the authenticity of the documents.

11. Foster children keep for themselves all the alimonies, pensions and other benefits that need to be transferred to the child personal banking account.

Foster parents can use this money only under concordance with the trusteeship and guardianship body if only there's a need of specific medical treatment (heart operation,

transplantation etc.); acquisition of specific instruments for child skills development and special assistant equipment for the children with special physical needs.

12. Trusteeship and guardianship bodies are responsible for the protection of the children's property and control its use.
13. The foster children have right to maintain contact with their biological parents and other relatives if it doesn't conflict with their interests or prohibited by court decision. The form of such a contact shall be defined by the trusteeship and guardianship body along with foster parents' recommendations.

Foster Parents, their Rights and Responsibilities

14. The foster parents could be married people with the exception of the cases if even one of them:
 - ▶ Hasn't passed the preparation training for the foster parents;
 - ▶ Person who was acknowledged by the court as incapable or partially incapable;
 - ▶ Person who was deprived of parental rights;
 - ▶ Former guardian who was deprived of guardianship rights because of improper fulfilment of his/her obligations; and
 - ▶ Person who can't meet commitments on children education because of their health state (disabled people of groups I and II; people who suffers from serious neurotic diseases, alcohol and drug addiction; who is ill with AIDS, tuberculosis, mental disorder; people with officially registered asocial deeds and inclination to violence.

People who live with the family members suffering from serious neurotic diseases, alcohol and drug addiction; who is ill with AIDS, tuberculosis, mental disorder; people with officially registered asocial deeds and inclination to violence can't be the mentors of the FTH.

Average total month budget of every family member during last 6 months before the moment of applying for establishing FF can't be lower than legal living wage.

15. It is obligatory for the people who have made their mind to become the foster parents to be trained by the local family and youth departments and State Institute on Family and Youth Problems professionals. The training program is approved by the State Committee of Ukraine on Family and Youth Affairs.
16. The applicants for the foster parent post are to provide the body that establishes FF with following documents:
 - ▶ Written request of the applicants for the establishment of FF;
 - ▶ Passports copies;

- ▶ Reference on family composition (Form 3);
- ▶ Certificate of marriage copy (for couples);
- ▶ Education certificate;
- ▶ Reference on the state of health of applicants and people who live with them;
- ▶ Reference on the incomes of possible FF;
- ▶ Reference on conducting the training course for the foster parent applicants; and
- ▶ Notarized letter of consent for FF establishment of all the adult members of the family who live together with the applicants.

Foster parents candidatures and foster children candidatures are being approved by the bodies of trusteeship and guardianship.

17. Foster parents are responsible for the life, health, physical and psychological development of the foster children.

Foster Family Material Security

18. The funding of the FF(children maintenance costs) is provided from district budgets, republican(of the Autonomous Rep. Of the Crimea) and budgets of the cities of oblast subordination.

Every month the FF is provided with money for acquisition of food, clothes, toys, medicines, personal hygiene items, books etc for foster children in accordance to the standards for orphans and children deprived of parental care established by Ministry of Education and Science.

According to the standards and tariffs for public utilities of certain region and correspondingly to the number of children the FF shall be provided with all necessary funding for the coverage of the expenses for public utilities and communication.

19. The funds for foster children's maintenance expenses is to be transferred to the personal account of one of the foster parents in his/her residential area.
20. The budget money that could be saved by the foster parents can't be withdrawn by the state officials but should be used mentors for the needs of the children next year.
21. The control over proper use of funds by the foster family is conducted in accordance with the legislation in power.
22. If children studying at the University or technical college after the age of 18 keep living at the FF, money for their maintenance costs are to be transferred to the foster parents by the local administration during all the time of children studying period.
23. Local Family and Youth departments along with NGOs, trade unions are responsible for organising the free of charge summer rest activities for the foster children every year.

Those foster children who need medical treatment or specific supervision should be provided with an opportunity of free stay at the health centre.

24. All the other problems on the material and financial security of the FF should be resolved by the body that has taken decision on establishment of the FF.
25. The FF can obtain material, financial and other charitable aid from juridical entities (enterprises, institutions, foundations, NGOs) and natural persons.

APPENDIX III

RESULTS OF PSYCHOLOGICAL SURVEY OF THE CHILDREN AND STAFF OF PUBLIC AND PRIVATE INSTITUTIONS

Questionnaire for State Institution Staff

Question	Answers
<p>1. What is the program you use to prepare children in your institution for their future life? Who created this program? Who approved this program? Where was it published? Where one can read it?</p>	<p>“National Conception of Education”, UN Convention on the Right of the Child, the Law of Ukraine on Education – 36% These answers show that the personnel asked don't understand even what they were asked about. Doesn't have any program – 44%</p>
<p>2. If you do not have a specific educational program on preparing children for future life, would you like to change this situation? How you would like to change?</p>	<p>Yes – 24% No – 16% No answer – 60% None answered</p>
<p>3. Can you grade efficiency of your work on preparation children for the future life? (From 1 up to 12)</p>	<p>From 1 to 6 - 0% 6-10 – 58% 12 – 1% No answer – 41%</p>
<p>4. How can you learn how efficient work is for preparing children for their future life?</p>	<p>Alumni (institution graduates) meetings – 56% No answer – 44%</p>
<p>5. Do you have degree in Pedagogics?</p>	<p>Secondary education (pedagogical college) – 31% Master degree – 51% No answer - 18%</p>
<p>6. Have you participated in specific training on work with orphans? Where? When?</p>	<p>Yes – 44% No – 32% No answer – 24% Institute of teachers' professional qualification improvement – 44% Once in 5 years – 44% In reality this is general studying course for teachers that doesn't provide any specific training on work with orphans.</p>
<p>What was the duration of training?</p>	<p>1 month – 44% No answer 66%</p>

7. If you didn't participate in specific training on work with orphans would you like to get such training?	Yes - 42% No - 10% No answer - 48%
8. What kind of knowledge and skills would you like to obtain first of all during specific training on work with orphans?	Psychological skills - 37% Specific training on preparation children for their future life - 18% Specific training on work with children with deviant behavior - 29% Prevention education - 10% No answer - 6%
9. What are your proposals for improvement of children's stay at the institution?	Material support (computers, handouts, books, furniture, equipment etc) - 41% Vocational trainings for children - 16% Children development programs - 14% To extend number of personnel - 12% No answer - 17%
10. What do you need for more efficient work?	Raise of salary - 32% Methodology - 38% Technical equipment (computer, copying machine etc) - 18% Sharing the experience - 8% No answer - 4%
11. What are the questions you would like to be asked about more?	What is the role of teacher in the state? - 7% How the orphanage system should be reformed? - 4% No answer - 89%
Could you Please Inform us on Some of your Personal Data	
How long have you been working as a pedagogue?	Up to 5 years - 23% 6-10 years - 19% 11-20 years - 30% 21-30 years - 6% 31-40 years - 32%
How long have you been working with orphans?	Up to 1 year - 43% 1-5 year - 10% 6-10 years - 29% 11-20 years - 12% 21-30 years - 6%
Your age	Younger 25 - 2% 25-30 - 2% 31-45 - 36% 46-50 - 10% 51-55 - 24% Older than 55 - 26%
Your gender	Female - 99% Male - 1%

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The Questionnaire for Children (State Care Institutions)

<p>1. Where are you going to live when you graduate from the institution?</p>	<p>Hostel – 16% At aunts' place – 6% At step fathers' – 1% At granny's – 6% Don't know - 13% No answer - 69%</p>
<p>2. Are you going to continue your studies? Where? Why?</p>	<p>Technical college – 16% High technical college – 10% Medical college – 1% Teachers college – 1% Don't know – 7% No answer – 75% As the education is needed for the future life – 35% No answer – 65%</p>
<p>3. What can you do to provide sustenance for yourself?</p>	<p>To embroider – 14% To cook – 7% To make arts and crafts – 2% Nothing – 47% No answer – 30%</p>
<p>4. What profession would you like to have?</p>	<p>Entrepreneur – 10% Financier – 8% Sportsman/sportswoman – 4% Translator – 5% Barman – 5% Kindergarten teacher – 2% Car mechanic – 1% No answer - 65%</p>
<p>5. What do you know about your rights, responsibilities and state provided privileges and facilities? Rights Responsibilities Privileges and facilities</p>	<p>The right for the education – 16% The right for own house – 9% The right for the rest – 1% The freedom of speech – 2% No answer – 72% To study – 32% No answer – 68% Free transport tickets – 15% Free education – 6% Entrance to the university without exams – 17% No answer – 62%</p>
<p>6. Could you please specify people and organizations that could help you when you graduate from the institution?</p>	<p>Children's Fund (not specified) – 26% Children's services – 1% No answer – 73%</p>

7. Do you believe drinking alcohol to be acceptable for you?	Yes – 36% No – 2% No answer – 62%
8. From what age do you think you can start drinking? How much?	16-25 years old (those 36% who answered “Yes” for the previous question) Not so much and rarely
9. Are you going to start smoking? From what age do you think you can start smoking?	Yes – 8% No – 26% 18 – 25 years old (8%) No answer – 66%
10. Do you have any friend who takes drugs? How many of them? What kind of drugs do they take? What do you tell them concerning taking drugs?	Don’t have – 28% Have – 3% No answer – 69% Marihuana, glue Don’t tell them anything as this is their problem
11. How is HIV/AIDS transmitted?	Sexually, through syringe (through blood) – 46% Sexually – 5% Through blood – 2% From mother to her child – 6% No answer – 41%
12. After what period of time it could be determined that the person is HIV positive?	Incorrect answer (e.g. 2, 3, 10 days) – 29% No answer – 71%
13. What is going to happen to an HIV positive person?	Dies – 41% Incorrect answer (e.g. feels bad, has rash etc) – 4% Don’t know – 9% No answer – 46%
14. From what kind of diseases have you suffered?	Mumps, scrofula, scab, bronchitis, typhoid, dysentery etc – 76% No answer – 24%
15. Have you suffered from any chronic ailments?	No – 27% Gastritis, niphritis, tonsillitis etc – 12% No answer - 61%
16. What one should do to be healthy?	Healthy way of life – 29% Don’t smoke and drink alcohol – 7% No answer – 64%
17. What is rape?	Incorrect answer (moral trauma, bad deed, baudiness, shame etc) – 47% No answer – 53%

18. What kind of assistance do you need now to insure your future?	Material help – 12% Moral support – 18% To be adopted – 6% Nothing – 8% No answer – 56%
19. Could you please inform us on some your personal data:	
Your age	16 – 62% 17 – 38%
Your gender	Female – 64% Male – 36%

Questionnaire Responses by Children in Private Homes (FF or FTH)

Questions	Answers
1. Where are you going to live when graduating from the institution?	At home – 4 Will rent a flat – 2 At granny's – 1 No answer – 1
2. Are you going to continue your studies? Where? Why?	Yes – 7 Pedagogical University – 2 University – 5 Want to get profession – 7
3. Can you do anything to provide for your sustenance/maintenance?	Foreign language knowledge – 2 To cook – 7 To make massage – 1 To look after children – 3 To iron and wash clothes – 7 To sew and knit – 4 Agriculture work – 4 Carpenter – 2
4. What work would you like to do?	Translator - 1 Masseur-1 Teacher - 1 Designer - 1 Agronomist - 1 Singer - 1 Don't know - 1
5. What are your rights, responsibilities and state provided privileges and facilities you know? Rights Responsibilities	The right for the education – 7 The right for free medical treatment – 2 The freedom of speech – 2 To study – 7

Privileges and facilities	Free transport tickets 7 Entrance to the university without exams - 4
6. Could you please specify people and organizations that could help you when you graduate from the institution?	Foster Mother and father - 5
7. Do you believe drinking alcohol to be acceptable for you?	No - 4 Yes - 3
8. From what age do you think you can start drinking? How much?	From 18 (3) 50 ml on holyday only (3)
9. Are you going to start smoking? From what age do you think you can start smoking?	Yes - 2 No - 5 18 - 25 years old (2)
10. Do you have any friend who takes drugs? How many of them? What kind of drugs they take? What do you tell them concerning taking drugs?	No - 7
11. How is HIV/AIDS transmitted?	Through blood and sexually - 7
12. After what period of time it could be determined that the person is HIV positive?	Incorrect answer (e.g. 2, 3, 10 days) - 7
13. What is going to happen to an HIV positive person?	Dies - 7
14. What kind of diseases have you suffered from?	Mumps, scrofula, scab, bronchitis, dysentery etc - 7
15. Have you suffered from any chronic ailment?	No
16. What one should do to be healthy?	Healthy way of life - 5 Don't drink and smoke - 2
17. What is rape?	Bad deed - 1 Crime - 1 Don't know - 2 No answer - 3
18. What kind of assistance do you need now to insure your future?	Apartment - 2 No assistance needed - 5
19. Could you please inform us on some your personal data:	
How long have you been staying at the private home?	1-5 years
Your age	14-19
Your sex	Male - 3 Female - 4

APPENDIX IV

LIST OF PERSONS INTERVIEWED AND INSTITUTIONS SURVEYED

List of interviewees and their organizations:

KYIV

Kyyanytsya Zynayida — Deputy Head of the State Committee of Ukraine on Family and Youth Affairs
Logginva Lyudmyla — Compass Club
Gurkovska Larissa — Director, Kyv Oblast State Administration Service on Minors
Serhiy Lukashov — Every Child Charity Representative office
Step by Step Charity — Nataliya Sofiy
Counterpart Creative Centre — Yulia Tihomirova, Director
Mykola Maximov — The Committee for Assistance to Children's Rights Protection

ISAR Foundation Representative

Laktionova Galyna — Christian Fund
Geremy Hartley — UNICEF Representative office — Ukraine
Viktor Karpenko — UNICEF Representative office — Ukraine
Olena Sakovych - UNICEF Representative office — Ukraine
Larysa Bayda — Cultural and Educational Center
Zaporozhets Olexandr — the Head of the Department of the Criminal Militia on Minors of the Ministry of Interior
Irena Gryga — Kyiv Mohyla Academy Scholl of Social work, Director
"Sun Light" Family Type Home for children
Gogoliv village Family type home children and personnel
MOP-IPEK staff — Tetyana Minenko. Olena Petrashchak

Representatives of Legal Clinics — Work with Orphanages

Women's Consortium of Ukraine. NGO that has a program on street children's reintegration into the society;
Information Methodic Debate Centre — Valeriy Mardanenko — the debate educational program for the orphanages

CHERNIVSTI

Woman for Woman Centre — Olga Osovska
Vyzhnytsa Art Boarding School — principal, personnel and children
Chernivtsi State Shelter — principal, personnel and children
Chernivtsi Boarding School — principal, personnel and children
Chernivtsi Family Type Home for children and foster parents (they live in own apartment and are paid by the state)

Representatives of the Oblast Departments of Health Care, Education, Family and Youth, Centre for Social Services for Youth and Service on Minors

DONETSK

Regional Government Representatives:

Churilina All Konstantinovka (Health)

Hvorstova Tamara Dmitriyevna (Education)

Nechporenko Sergey Ivanovich (Criminal Police on Youth Affairs)

Department of Juvenile Affairs

NGO "Martin-Club) private shelter in Makeyevska., Victoria, Director

Anekiyenko Tatyana Aleksesyeвна, Director, Government Shelter #2 (Donetsk)

Government orphanage in Mar'inika

Kovalyev foster family

Rehabilitation Center for drug addicted children in Karlovka

APPENDIX V

SELECTED DOCUMENTS CONSULTED

1. Title : *Russia to Test Its Sickly Children*
Author: Anonymous
Source: [Unpublished] 2002 April 15. World Wide Web address: [www. Cnn.com](http://www.Cnn.com). 2 p.
Year: 2002
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APPENDIX VI
LIST OF ORGANIZATIONS IN THE E&E REGION
THAT WORK WITH DISADVANTAGED YOUTH

COMPILED BY JENNIFER MICHELLE
September 18, 2002

CHILDREN'S HOPE

22 Gagarin Street

Brovari

Kiev Region

Ukraine 07400

Tel. 38-044-946-5763

childrenshopeuk@yahoo.co.uk

www.aecn80.theseed.net/siloam.html

President Pastor Yuri Goncharov and Executive Director Bulah Nadezhda; UK & EU enquiries
Anthony Duncalf

A Christian charity caring for orphans and street children in Kiev, Ukraine, formerly known as 'Siloam Children's Home.'

CHILDREN'S RELIEF NETWORK

4113 Scotts Valley Drive, Suite 208

Scotts Valley, CA 95066

United States

Tel 1 (408) 430 - 9070

Fax 1 (408) 430 - 9072

coh@romanianchildren.org

www.romanianchildren.org/

The largest organization in Bucharest, Romania providing permanent housing for the forgotten street children of Romania.

DOCTORS OF THE WORLD

375 W Broadway, 4th floor

New York, NY 10012

United States

Tel 1 (212) 226-9890

Fax 1 (212) 226-7026

info@dowusa.org

www.doctorsoftheworld.org/

Since 1990, Doctors of the World-USA has provided medical and humanitarian assistance to those in the greatest need in more than 20 nations — from the people of war-ravaged Kosovo to abandoned children in Russia to indigenous Indians in Chiapas to South Africans devastated by tuberculosis.

EUROPEAN NETWORK ON STREET CHILDREN WORLDWIDE (ENSCW)

Avenue Albert, 137
B-1190 Brussels
Belgium
Tel 32 (2) 347 78 48
Fax 32 (2) 347 79 46
info@enscw.org
www.enscw.org

Contact: Information Manager Claudia Arnold-Assakhen

A network uniting European organizations that address the rights and needs of street children in (Eastern) Europe and Developing Countries.

Organization List:

http://www.enscw.org/eng/street/ngo_results_lv2.asp?conti=1&geo=home&sort=Organisation.

EUROPEAN TASK FORCE FOR STREET CHILDREN

c/o Maartje van Putten MEP
rue Belliard 4-140
B 1047 Brussels
Belgium
Fax 32 (2) 284-5533

FORGOTTEN CHILDREN OF RUSSIA

Russia
www.copris.com/sgroup/street/index-e.htm

Non-profit project designed to call public attention to the problems of destitute Russian children, and to win support for some carefully screened and selected non-governmental groups struggling to help them.

HOMELESS CHILDREN INTERNATIONAL

PO Box 53026
Knoxville, TN 37950-3026
United States
Tel/fax (423) 558-9099
info@homelesskids.org
www.homelesskids.org

Homeless Children International is a Christian, non-profit organization committed to helping homeless children around the world. Projects and Ministries are in: Bolivia, Kenya, Romania & Thailand; Homeless Children International supported Ministries are in: Bolivia, Brazil, Peru & Vietnam.

INTERNATIONAL CATHOLIC CHILD BUREAU (ICCB)

General Secretariat
63, rue de Lausanne
CH-1202 Geneva
Switzerland
Tel 41 (22) 731-3248
Fax 41 (22) 731-7793
Secretary General François Rüegg

The ICCB, founded in 1948, serves the holistic growth of all children, in a Christian perspective. It gives particular attention to the most deprived children, especially disabled children, child victims of the street, drugs, war and the sex trade.

ICCB EUROPE

BICE

19, rue de Varenne
F - 75007 Paris
France
Tel 33 (1) 44 39 20 00
Fax 33 (1) 45 44 83 43

INTERNATIONAL CHILD DEVELOPMENT PROGRAMMES (ICDP)

PO Box 262
Watford
Herts WD1 7GS
United Kingdom
Tel 44 (923) 230121
Fax 44 (923) 212005
Coordinator Nicoletta Armstrong

ICDP researches and develops simple programs and provides training to professionals and para-professionals to help mental and emotional development of children by re-activating child caring skills and the network surrounding the children which has been suppressed by stresses related to social uprooting, social migration, war and disaster. Active in: Bangladesh, Colombia, Ethiopia, Ghana, Guinea Bissau, India, Indonesia, Israel, Norway, Portugal, Romania, South Africa, Sri Lanka, Sweden, Uganda, UK, USA and Zimbabwe.

INTERNATIONAL SERVICE VOLUNTEERS' ASSOCIATION (AVSI)

B.P. 3185
Kigali
Rwanda
Tel (250) 78160
Fax (250) 78161
avsikli@imul.com
Contact Lucio Melandri

AVSI is an Italian NGO working in different countries since 1972. Since 1994 AVSI has been involved in emergency programmes in Rwanda. The activities of the programmes have been focus on the children traumatized by post trauma stress disorders due by the war. After three years UNICEF has requested to plan a country wide programme on street children because the magnitude of this problem is becoming more and more relevant. This is because the recent return of about 1,000,000 Rwanda refugees from Zaire and Tanzania. In AVSI we have started recently a working group on CEDC (Children in especially difficult circumstances) in order to study the contents for all the interventions towards children. (AVSI is working in this field also in Romania, Bosnia, Albania, Brasil, Uganda, Southern Sudan, Kenia, Lebanon, etc.)

JUBILEE ACTION

St. Johns
Cranleigh Road
Wonersh, Guildford
Surrey GU5 0QX
United Kingdom
Tel 44 (483) 894787
Fax 44 (483) 894797
www.jubileearction.co.uk/

Contact Aninha Capaldi or Ali Hall

A charity working primarily with street children in Brazil, Guatemala, the Philippines and Thailand, with plans to launch new projects in India and Eastern Europe. Jubilee Action carries out direct aid and awareness programs supporting projects that are designed to inspire achievement and dignity through training and education.

RAINBOWS OF HOPE

PO Box 1707
Fort Washington, PA 29034
United States
mikhail.peternet@peterlink.ru
www.private.peterlink.ru/childnet/

Project Hope was formed in 1997 to meet the physical, emotional, and spiritual needs of children living in crisis situations in St. Petersburg, Russia.

SAVE THE CHILDREN - SALVATO COPIII

Intrarce Stefan Furtuna 3
77116 Bucharest Sector 1
Romania
Tel 40 (1) 637 5716
Fax 40 (1) 312 4486
rosc@starnets.ro
Executive President: Gabriela Alexandrescu

EUROPEAN UNION LIAISON OFFICE

Place de Luxembourg 1
B-1040 Brussels
Belgium
Tel 32 (2) 512 7851
Fax 32 (2) 512 6673
savechildbru@skynet.be
European Officer: Diana Sutton

STREET KIDS INTERNATIONAL

389 Adelaide St, Ste 1000, 10th flr
Toronto ON M5E 1A7
Canada
Tel (416) 504-8994
Fax (416) 504-8977
ski@streetkids.org
www.streetkids.org

Projects in Africa, Asia and the Caribbean with local partners ranging from the Bicycle Courier project in Bangalore, India to the Karate Kids AIDS Education Program, now in use in 14 different languages with five new language versions requested including Russian Cantonese.

SynteZ — Ukraine organization assisting street children.
<http://www.synteZ.org/>

APPENDIX VII

ASSESSMENT SCOPE OF WORK

ASSESSMENT OF THE SITUATION OF ORPHANS AND STREET CHILDREN IN UKRAINE

1. PURPOSE

The purpose of this assessment is to analyze the situation of orphans and street children in Ukraine, identify the most important issues with respect to them that are within USAID/Kyiv's manageable capacity, and provide recommendations as to how these issues can be addressed. Particular attention should be paid to the focus of the assessment specified in section 3.

2. BACKGROUND

Ukraine's transition since independence has not been easy for its people. Serious economic and social issues face orphans and children from poor and/or "difficult" families struggling with drug dependency, alcoholism, child abuse and other problems. There are numerous programs that could be designed to address the situation with socially disadvantaged children and youth. USAID wishes to identify program elements to address these problems, and to develop an activity that is well-focused, realistic, measurable, and sustainable.

A. *USAID's Previous Involvement*

USAID/Kyiv supported work with disadvantaged children between 1993 and 1999. This included activities supporting the physically and mentally disabled, street children, and children from poor families. From 1993 till 1996 addressing disadvantaged children's issues was part of the Counterpart Resource Center (CRC) program managed by Counterpart International, Inc. This was the first USAID/Kyiv program supporting the development of indigenous Non-Governmental Organizations (NGOs) where one of the foci was supporting indigenous social service NGOs. In 1997, USAID/Kyiv developed a new Social Service NGO activity where one of the three foci was working with disadvantaged children. Counterpart International Inc. was chosen as the implementer of the four-year \$10 million Counterpart Alliance for Partnership (CAP) program, initially addressing the needs of the elderly, the disabled and disadvantaged children. At the end of 1999, the USAID/Kyiv Mission shifted its support to civil society and democracy NGOs.

While the CRC was a less structured program where specific assistance to vulnerable children was difficult to measure, the CAP program identified specific U.S. PVO partners whose area of expertise covered the work with the elderly, the disabled and disadvantaged children. In particular, the Christian Children's Fund (CCF) was working with all types of disadvantaged children, while Elwyn focused its work on the disabled, including disabled children. The reports of these programs are available and will be provided to the assessment team upon arrival or prior to arrival by mail.

B. Analysis of Current Status of Vulnerable Children and Youth

With an effort to better prepare the Assessment Team to its forthcoming work in Ukraine, USAID staff have reviewed some relevant materials and conducted a number of meetings with NGO leaders and governmental specialists working with disadvantaged children and youth, where some of the information below was obtained.

The Government of Ukraine (GOU) system of caring for vulnerable children is essentially inherited from the Soviet era and is very complicated. There is no unified governmental executive entity responsible for vulnerable children and youth at large. The only governmental unifying body responsible for disadvantaged children, which has no executive power, is a special "Commission on Homelessness and Carelessness" under the Cabinet of Ministers. The Commission is chaired by Vladimir Petrovych Seminozhenko, the Vice Prime Minister of Ukraine on Social and Humanitarian Issues.

As far as the executive branch of the GOU is concerned, there are three Ministries and one State Committee whose mandate includes protection of vulnerable children and youth. The Ministry of Health (MOH) cares for biological and social orphans aged 0 to 3. Due to their young age, these children are the most desirable for adoptions, both domestically and internationally (which is partially responsible for the slight decrease in the number of children in MOH institutions - - see chart below). By Ukrainian standards, these institutions are usually in excellent shape, well staffed and equipped, and have the necessary supplies. For the most part, the fact that adoptions occur in these institutions is responsible for their relative advantages, as "new" parents (especially foreigners) usually wish to help and donate to the institution where their child had been raised prior to adoption. The number of children in MOH institutions from 1995 through 2000 has increased from approximately 2300 in 1995 to 3450 in 2000.

The Ministry of Education and Science (MES) is responsible for two types of children's institutions: regular type of institutions for children aged 4 to 7 and "mixed" type of institutions for children aged 4 to 17. By GOU standards, the children in these institutions are classified as "teachable" and most of them attend regular schools or auxiliary schools with a slightly modified curriculum. Also, the MES runs a Center for Adoption of Ukrainian Children. Currently, this Center is in the process of being transferred to the State Committee on Family and Youth Issues (SCFY). As far as governmental children institutions are concerned, *it is with children graduating from the institutions under the MES that USAID anticipates most of its involvement under the forthcoming program.* There was a steady rise in the number of children in MES institutions for the 1995 through 2000 period.

The Ministry of Labor and Social Policy (MLSP) institutions house mentally and/or physically disadvantaged children aged 4 to 17. In addition, these institutions often serve as a home for adults who, due to their severe mental and/or physical retardation, cannot be employed and have no alternative place to live. The number of children and adults also rose in MLSP institutions for the same period.

Finally, the Ministry of Interior of Ukraine is responsible for running of 14 Colonies for Juveniles, which house approximately 3,200 children and youth aged 10 to 18, who definitely need rehabilitation to re-enter society. The assessment team is tasked to assess if it would be

appropriate that graduates of these Colonies for Juveniles be included in the forthcoming USAID program.

Since Ukraine's independence, there are two new types of institutions under the auspices of the newly-formed State Committee on Family and Youth Issues (SCFY). These entities are: Foster Families (FF) and Family Children Homes (FCH). According to Ukrainian regulations, a FF can raise up to four children while the FCH — up to 10.

In 1998, the GOU initiated a FCH pilot project in Zaporizzhya oblast, which, as we understand, has not been funded appropriately and its current status is not clear. On April 26, 2002, the Cabinet of Ministers of Ukraine issued decree # 565 on promoting foster families and decree #564 on promoting family children homes (copies of these decrees will be provided to the assessment team upon arrival and/or prior in electronic form).

There are currently 107 FCHs and 46 FFs (located in Kyiv, Kharkiv, Odessa, and Zaporizzhya) in Ukraine and four more FFs are being registered. The GOU supports these families financially - - each family receives 3, 50 Ukrainian Hryvnas (Hrn) per day (\$1 = 5.3 Hrn) per child for food, in addition to funds allocated for clothing, electricity. The government support for foster parents ranges from 167 Hrn to 310 Hrn a month. Statistical evidence states that it costs approximately 7,000 Hrn per year to keep a child in a governmental institution as compared to only 2,000 Hrn for child-care in a FF or FCH. Enhanced efficiency of private institutions as compared to government ones is widely acknowledged, including in reports discussing the situation with disadvantaged children in the region. In most countries of Western Europe, Canada and U.S., government orphanages do not exist at all. However, the process of transfer of children from government to private institutions may take a considerable amount of time in Ukraine.

Although some individuals in the GOU are progressive thinkers, who truly represent the interests of the biological and social orphans and understand the ineffectiveness of Soviet-type children's institutions, they constantly clash with "alternative thinking" government officials, who although they may understand the advantages of FF and FCH, are not willing to promote the conditions necessary to transfer children from Soviet-type government facilities into FF and FCH settings. Some authorities may fear losing power and/or budgets allocated for the institutions that they control. Many NGO leaders working on children's issues have praised the efforts made by the Committee on Family and Youth Issues (SCFY), including its Chairman Valentina Dovzhenko, while criticizing the MES for lack of transparency and understanding in their work as well as for the lack of constructive dialog with SCFY and other organizations actively working on improving the situation of disadvantaged children and youth in Ukraine.

According to the National Report, for the past five years a number of urgent, preventive measures were taken regarding the issues of homeless or neglected children. The main focus was on taking children off the streets and eliminating their vagrancy and mendicancy. Almost no neglected children attend school, though they are required by law to do so. This is clearly a violation of article 35, the Law on Education in Ukraine, concerning the obligatory completion of secondary education. These children sometimes do not attend school for half a year to a year, in rare cases - 5 - 7 years. The majority of "street children" have hardly completed more than 3 or 4 years of study, thus having received no more than a primary education [5]. Every fifth child surveyed cannot read; every fourth child does not know grammar or how to write. 99% of the children kept in a Kyiv shelter for minors [6] either have never attended school at all or

abandoned it 3 or 4 years ago, hence do not have any writing or reading skills. During the often long search for a child's documents, the child stays in the shelter without attending school. There really is no opportunity for these children to "catch up" on their education, so that they are brought up to the same level as other children their age. All of them suffer from either chronic or infectious diseases, namely diphtheria, chicken pox, measles, scabies, etc. They often test positive for sexually transmitted disease. Many of them suffer from pediculosis (lice infestation), have been psychologically traumatized, and in many cases are substance abusers.

However, there is no database of families in desperate situations and their children. For instance, we do not know how many homeless children live in Ukraine. Some authorities consider this problem to be insignificant since, as they say, the number of homeless children is under one thousand. Others consider the figure to be more considerable — closer to ten thousand. According to Ministry of Internal Affairs data, in the course of special actions undertaken in 2000, 57,000 homeless children were found. On the other hand, UNICEF data indicates there used to be 100,000 homeless children. Under the circumstances, it is crucially important for Ukraine to formally recognize, on a governmental level, the social phenomenon of "street children". Although legislation technically does exist, there are no actual procedures and mechanisms for its implementation.

There are considerable problems as to where to house these children. There currently are 87 shelters for minors in Ukraine. While it does not seem to be necessary to increase the number of shelters, not all children are aware of their right to turn to these shelters for help, or they simply do not know about their existence. Additionally, no preventive measures are taken towards children at crisis, - in orphanages and boarding schools and that have abandoned their family. Thousands of children do not attend school, and are forced into begging or the sex industry.

Ukraine has 11 boarding schools for the social rehabilitation of minors who have committed a crime. The general capacity of these schools is about 1760 children. Yet only 560 children are currently within the system, which proves that there are severe inadequacies as to how these systems are managed — children can only be placed at these boarding schools after a court decision that may take over a year. Thus, the rights of a child are violated during the drawn out process of reviewing the case.

The system for assuring proper care of children is an issue of great concern. There is a critical need to establish a single system with all the divisions (orphanages, shelters, family-based orphanages, boarding schools, and foster homes) subordinated to a common structure of child protection state agencies. Nothing has changed in this sphere, since the first report Ukraine made to the UN Committee.

NGOs state the necessity to reform funding practices and establish a mechanism to provide funding for the education and support on a per child basis, not of an establishment in general, as is currently practiced.

It is important not to slow the pace of introducing new forms of the state guardianship system. The former Soviet-style approaches still prevail, do not meet the needs of children and are extremely wasteful.

The official data for orphans and children whose parents are deprived of guardianship rights is about 103,400 in Ukraine. According to the Ukrainian State Committee of Statistics, the annual increase of orphans and children under its guardianship is about one thousand. In the last five years, the number of orphanages and boarding schools has risen, as has the number of children brought up in them.

As of 2001, there were approximately 80 shelters for children and youth in Ukraine. During 2000, about 28,000 children stayed at these shelters. During the last four years there has been a steady increase in the number of children who have utilized the shelters, from an estimated 12,000 in 1997, 18,000 in 1998, 25,000 in 1999 and 28,000 in 2000.

The approach the government is taking in addressing this problem is neither sufficient nor effective. Local governments appear to be more prone to do something about it (as they are faced with this problem first hand). For example, a center of rehabilitation and adaptation for children was established in Odessa (and possibly in some other places by now). There is no system on the national level, however, to address the issue of rehabilitation and adaptation of street children.

3. Focus of the Assessment

The assessment team is tasked to:

- a. Highlight prominent laws, regulations, and social norms that are either promoting and/or hindering addressing the identified problems; Draw a scheme to portray the various roles of government institutions at all levels dealing with disadvantaged children and youth in Ukraine;
- b. Determine specific areas of possible intervention (HIV/AIDS prevention, anti-alcohol, anti-smoking, anti-drugs and job skills training, life skills);
- c. Provide the rationale for USAID's proposed program to address identified problems;
- d. Provide a detailed description of activities that could be supported by USAID; and
- e. Provide a proposed implementation approach and estimated costs.

It is USAID's preliminary conclusion (to be commented on by the Assessment) that the future disadvantaged children and youth program in Ukraine should focus on:

- a. Enhancing life and job skills of children and youth leaving MES and private children's institutions, as well as of street children. This might include counseling in healthy lifestyles and psychological needs;
- b. Strengthening of FFs and FCHs to ensure they become vital institutions of exemplary care for social and biological orphans in Ukraine;
- c. Promoting the gradual transfer of social and biological orphans from inefficient government institutions to more efficient private ones and/or return of social orphans to their biological families; and
- d. Publicizing information on the plight of social and biological orphans as well as street children in Ukraine in order to advocate for the appropriate involvement of governmental and non-governmental organizations and volunteers into this work.

As mentioned above, the creation of Children and Youth Centers (CYCs) in various regions of Ukraine would serve as drop-in centers for children and youth (if allowed by Ukrainian legislation — TBD by assessment), provide hands-on training on job and various life skills, job skills training, psychological rehabilitation and support, various sports, camping and other leisure activities TBD by assessment). The CYCs could also provide training and consultations for foster and biological parents who wish to have children returned to their families. They will conduct other activities (TBD by assessment) aimed at improving the situation with social and biological orphans in Ukraine. The assessment team should provide suggestions how to make CYCs attractive to potential clients. It is possible that some of these centers will be located within existing private and government institutions; the assessment should determine if this approach in specific cases is expedient and practical.

The assessment team should also provide information as to practical possibilities of working with social and biological orphans. For example, if the USAID-proposed CYC is located in a nearby city to a governmental institution — will children from these institutions be able to travel to the CYCs to receive training, consultations, attend CYC-organized summer camps, spend their leisure time, etc. Another example, if foster parents wish to move to live in a government institution or a facility adjacent to it in order to care for one or more selected children — is there an opportunity to the foster family to do that and should USAID program consider promoting such an approach?

Importantly, several experts have asserted that since the FCHs and FFs are very new in Ukraine, certain work should be done to improve their operations. In particular, the foster parents who apply to live and work with orphans do not always go through the necessary methodological and psychological preparation. Some NGOs believe that Ukrainian foster parents are “kamikaze” who made commitments to live with social and biological orphans without proper understanding of what it will entail.

Another issue that the assessment team should take into consideration is the establishment of social standards by the GOU (presumably the responsibility of SCFY). Policy dialogue in a number of areas may be warranted to assure that legislation and standards exist. As far as can be determined, there is no methodological base for training of foster parents in private institutions. The assessment team is tasked to evaluate the situation with FCHs and FFs in Ukraine and provide recommendations to improve them. Ultimately, USAID would like to promote them as an alternative to government institutions, while concurrently assuring their continuation and improvement. The assessment team needs to present a scheme to visualize the role and subordination of all governmental institutions dealing with disadvantaged children and youth in Ukraine. The assessment team should evaluate the status and functions of children’s shelters.

Some of the examples of the methodological tools suggested by Ukrainian NGO specialists include training and regular time-spending of social and biological orphans together with regular children. Further, an approach of older youth spending time with younger children (similar to a “Big-Brother” program practiced in the U.S.). the a assessment team should evaluate possible collaboration with graduates of the relatively new social work programs in Ukraine trained at Kyiv Mohyla Academy, Kyiv State Shevchenko University and other institutions of higher education. The Assessment Team is tasked to advise as to other methodological tools that can be used as well as to comment if and how the above-mentioned methodological tools can be utilized in the forthcoming program. Finally, there are numerous religious organizations working with

biological and social orphans, including those in FFs and FCHs. The Assessment Team should suggest ways of possible collaboration between USAID-suggested CYCs and these religious groups.

4. *Other Relevant USAID-funded Programs in the Region*

There are several USAID-supported programs working with disadvantaged children in Eastern Europe. For example, in Russia there is the Assistance to Russian Orphans Program (ARO). Information about this program is available on the website www.aro.ru. An extensive mid-term evaluation of this program will be available to the assessment team upon arrival to Ukraine and/or in electronic copy in advance. In Romania, there are two programs: The 1998 — 2002 Child Welfare Reform Program, and the 2001 — 2006 ChildNet — Partnership Program. The assessment team may wish to determine if some of their experience could be applicable to the Ukraine program.

5. *Partners of Potential USAID Program*

There are a number of active organizations (mostly NGOs) in Ukraine that focus on working with disadvantaged children. USAID staff met with some of them during roundtables and individual meetings. These organizations have shared their ideas as to their priorities in working with disadvantaged children, which will be shared with the assessment team upon arrival. As far as the GOU is concerned, the main partners of the program will be the State Committee on Family and Youth Issues (SCFY) and the Ministry of Education and Science (MES). However, USAID anticipates that the UNICEF mission to Ukraine may become the main partner in the future USAID program.

UNICEF/Kyiv has been actively working in the areas of disadvantaged children and youth. They have been active in supporting graduates of institutions for children aged approximately four through sixteen. They have developed and funded a hot-line for these graduates which started earlier this year. UNICEF has developed several pilot projects to introduce family-type services for graduates of such state institutions. UNICEF has developed a model of de-institutionalization and transformation of state child care system. As a result of their efforts, the first foster families appeared in Ukraine and, most importantly, a system of selection, training and support for them was developed. This is currently financed from local budgets. Commencing in 2003, UNICEF plans to initiate a juvenile justice program in Ukraine, which will be a special system of courts for youth in Ukraine. According to the Ukrainian Constitution all arrested youth should be examined by special courts; however, a system of special youth courts does not currently exist in Ukraine.

Another area of future UNICEF work will focus on graduates of colonies for juveniles (part of State Department of Sentence Implementation). The State Center for Social Services for youth, working under the SCFY, already conducts certain activities with graduates of colonies for juveniles. In 2003, UNICEF in collaboration with the State Center for Social Services for youth will develop a model program of social rehabilitation and adaptation for graduates of colonies for juveniles.

UNICEF has created several Family Support Centers, the main purpose of which are to work with vulnerable families in order to train and support adults while preventing the exclusion of

children from such families. In this program "problematic" families are encouraged to come for consultation on juridical, psychological, medical and other issues. Additionally, centers collect information inserted into a database of "problematic" and "potentially problematic" families in their region.

In 2002, UNICEF started work on creating a comprehensive database of vulnerable children and youth all over Ukraine. By 2003, UNICEF plans to distribute this database among all SCFY Oblast Departments of Underage Affairs in Ukraine.

UNICEF partially funds the preparation of an annual State Report on the Status of Children in Ukraine. The Assessment Team will be provided with copies of this report for the years 1998 to 2001. The 2002 issue is coming out in November 2002. The main topic of the 2002 issue will be social protection of orphans and children without parental care.

6. *Suggested Meetings*

- ▶ UNICEF Mission to Ukraine. The suggested contact is Mr. Victor Karpenko, Program Specialist; alternatively the Team can meet with Mr. Dmitri Konyk, Program Specialist, Tel. 230-2514; 253-0479.
- ▶ A special Commission on Homelessness and Carelessness" under the Cabinet of Ministers chaired by the Vice Prime Minister of Ukraine on Social and Humanitarian Issues Vladimir Petrovych Seminozhenko Chairs -- possibly meet with them.
- ▶ Dovzhenko Valentina Ivanivna, Chairwoman, State Committee on Family and Youth Issues (SCFY).
- ▶ The Committee for Assistance of Children Rights Protection NGO. The suggested contact is Ms. Natalia Yurievna Maximova, PhD, Chairman of Coordinative Council, Tel. 295-2696; 212-0576; 221-3285.
- ▶ "Hope — Homes for Children", Ukrainian NGO that financially supports Ukrainian FCHs, Tel. 228-8243.
- ▶ Center for Work with Foster Families NGO. The suggested contact is Ms. Ekaterina Sokolova, Chairman. Tel. 248-5191.
- ▶ Other indigenous NGO directors working with disadvantaged children and youth (to be selected by the Assessment Team, USAID will provide recommendations).
- ▶ Kyiv Mohyla Academy, School of Social Work. The School has suggested to be a partner in assessment implementation.
- ▶ (Time permitting) Irina Vladimirovna Kalacheva, State Statistics Committee, Head of Department of Social Statistics, Tel. 227-6522. Among other responsibilities, this department issues a bi-annual statistical manual called "Children, Females, and Families in Ukraine."

- ▶ Other organizations as determined by the Assessment Team.

7. *Informational Resources Available*

- ▶ Assistance to Russian Orphans Program (ARO) extensive mid-term evaluation report — will be made available to the assessment team upon arrival to Ukraine and/or in electronic copy in advance. General information about this program is available on the website www.aro.ru.
- ▶ Website describing the situation with disadvantaged children in Russia <http://news.bbc.co.uk/1/hi/world/europe/1780436.stm>.
- ▶ A web link to the presentations made at the May 2002 USAID Social Transition workshop in Budapest on the Russian Orphans program and on child welfare issues in Romania <http://inside.usaid.gov/EE/eest/st/052002workshoppresentations.html#reaching>.
- ▶ USAID/Washington Europe & Eurasia (E&E) Report titled "Challenges Facing Youth" compiled by Serena Leland, USAID Research Analyst — will be made available to the assessment team upon arrival to Ukraine and/or in electronic copy in advance.
- ▶ USAID Worldwide Donor Activity Inventory: Youth. Available upon arrival to Ukraine and/or in electronic copy in advance.
- ▶ USAID Activity Inventory: Programs for Vulnerable, At-Risk Youth in Conflict Areas (Prepared by Anne Spevacek, PPC/CDIE/DIO/DIS). Available upon arrival to Ukraine and/or in electronic copy in advance.
- ▶ USAID Activity Inventory: Young People and Healthy Lifestyle Campaigns (Prepared by Amy Oggel, PPC/CDIE/DIO/DIS) Available upon arrival to Ukraine and/or in electronic copy in advance.
- ▶ "Disadv Internet E&E" document (available electronically) provides a grouping of internet links relating to disadvantaged youth in the E&E. Some are studies, others are training modules or newspaper articles.
- ▶ "E&E NGO" document (available electronically) is a list of NGOs in the E&E working on disadvantaged children issues (or NGOs having projects there), along with contact information.
- ▶ "Worldwide NGO Children" document (available electronically) is a list of NGOs/contact information worldwide, in case the assessment team wishes to learn more on what other geographical areas have been doing in the area of vulnerable children.
- ▶ "CDIE Dev Inf Popline results" abstracts document (available electronically) — provides abstracts of articles and websites relating to disadvantaged children in the E&E (this is USAID/CDIE Development Information Services Popline Results compiled by Jennifer Michelle). Full copy can be ordered from USAID/CDIE upon request.

- ▶ Website <http://www.streetkids.org/indexnf.htm> for an organization entitled Street Kids International.
- ▶ Website <http://inside.usaid.gov/EE/eest/st/topicalareaseducation.html> . At the bottom of the page there is a report on the well-being of children in the EU and Eastern Europe.
- ▶ Website of an organization that works with street children (called gamines) in Colombia <http://www.letthechildrenlive.org/fmainframe.htm>.
- ▶ A publications webpage — one publication that addresses programming issues for street children <http://www.iyfnet.org/utility.cfm/72>.
- ▶ Preparing for the start of the assessment and forthcoming program, USAID has had a number of meetings with indigenous NGO and governmental experts to discuss the issues disadvantaged children are facing. These experts provided some suggestions, which, in their opinion, should be considered as a priority. The assessment team will be provided with a full list of these suggestions upon arrival (as most of them are in hard copy). The assessment team should evaluate these suggestions and provide recommendations as to which of the experts' suggestions should be included into the design of the forthcoming USAID program.

USAID/Kyiv understands that the amount of information available may exceed realistic need and time availability by the assessment team to process all this information. The assessment team should use its own judgment and prioritize what information and experience is most appropriate to successful implementation of the assessment.

8. Team Composition

The team should consist of two or three professionals, including a team leader (one ex-pat) with a background in social work or similar professional preparation, a second team member with a background in child psychology or similar. At least one Ukrainian specialist (for a team of two people total) or at least two Ukrainian specialists (for a team of three people total) experienced in working with disadvantaged children on the policy side, acquainted with relevant Ukrainian legislation and status are requested. USAID employee(s) reserve the right to participate in some or all activities of the Assessment Team.

9. Methodology

In the United States the contractor shall:

Review background information documents including:

- ▶ Review materials specified in section 7 of this SOW (will be sent to Contractor prior to arrival to Ukraine);
- ▶ The Freedom Support Act;
- ▶ USAID assistance strategy for Ukraine, Belarus, Moldova (2002);
- ▶ USAID Congressional Presentations for Ukraine (at least 2000 and 2001); and

- ▶ Relevant legislation concerning disadvantaged children in Ukraine, including the April 26, 2002, the Cabinet of Ministers of Ukraine Decree # 565 on promoting foster families and Decree # 564 on promoting family children homes.

In Ukraine the contractor shall:

- a. Meet with representatives of USAID upon arrival to discuss the approach, work plan and schedule (contractor should consider that significant amount of data collection time should be spent outside of Kyiv).
- b. The contractor shall undertake field visits and interviews at their discretion to achieve the goal of the assessment taking into consideration the USAID/Kyiv recommendations made in section 6 of this SOW.
- c. The Contractor shall present a summary of preliminary findings to USAID/Kyiv prior to departure. Copies of these findings and preliminary conclusions and recommendations shall be left with the Mission for review and further comment.

10. Schedule

The assessment will require approximately 25 workdays. Two workdays are allowed in the U.S. prior to departure to collect and review background materials, identify host country interviewees, schedule appointments for field meetings, etc. The fieldwork shall begin o/a February 24, 2002. The field evaluation will require a minimum of twelve — fourteen workdays in Ukraine. Then, the team leader and one Ukrainian specialist may require additional 5 – 8 days to prepare for USAID Mission out brief and systematize their findings to be left with USAID/Kyiv prior to Team Leader's departure. Up to 10 days are authorized for the contractor to prepare the final report for USAID/Kyiv after Team Leader's departure to the U.S.

11. In-country Logistics Support

All logistical support will be provided by the Contractor. The team should include a local interpreter. USAID may assist the team depending upon availability of time and resources.

13. Workweek

A six-day workweek is authorized while in the field.

14. Deliverables

- A. Within 10 days upon departure of Assessment Team Leader, the contractor shall produce a final report, which will include:
 - (1) Executive Summary: A summary, not to exceed three single-spaced pages, should list, in order of priority, the major findings, conclusions, and lessons learned from the evaluation.
 - (2) Body of the Report (not to exceed 32 pages): The report should be organized into Findings, Conclusions, and Recommendations.

- (3) Annexes: Additional material should be submitted as Annexes, as appropriate (e.g. scope of work, bibliography of documents reviewed, list of agencies and persons interviewed, list of sites visited, etc.).

B. Reporting Procedures:

- (1) An out briefing and a summary of key findings:
An out briefing and a summary of key findings will be left with USAID/Kyiv prior to departure for Washington – in electronic as well as hard copy. A copy of draft report prior to departure is not required, however, preferable.
- (2) Final Report:
Comments on the out briefing and a summary of key findings, if any, will be returned to the contractor by USAID within seven days of receipt.

The contractor's final report, incorporating responses to any and all comments, shall be submitted to USAID/Kyiv (an electronic copy; in addition, ten (10) copies of the final report -- nine bound and one loose leaf). Electronic copies of the draft and final reports will be presented on a diskette in the format "MSWORD 6.0 for Windows." The report should be no longer than 35 pages (excluding annexes).