

# ANALYSIS OF THE CHILD PROTECTION SYSTEM IN BULGARIA

## **ANNEX 2: Supportive Documents**



# Table of Content

---

- 1. Methodology of primary research** ..... 3
  - 1.1. Selection and recruitment ..... 3
  - 1.2. Field implementation ..... 6
  - 1.3. Challenges during the fieldwork and amendments ..... 9
  - 1.4. Main Findings ..... 11
  
- 2. Interviews** ..... 14
  
- 3. The Social Work Force Survey** ..... 17
  - 3.1. Overview and methodology ..... 17
  - 3.2. Profile of the survey respondents ..... 17
  - 3.3. Training, qualification and supervision of survey respondents ..... 18
  - 3.4. Caseload ..... 19
  - 3.5. Motivation and effectiveness ..... 22
  
- 4. Financial analysis** ..... 25
  
- 5. Terms of Reference** ..... 29
  
- 6. Questions Codes and Research questions** ..... 43
  - 6.1. Legal and policy framework ..... 43
  - 6.2. Structure (system level) ..... 45
  - 6.3. Prevention and response services ..... 46
  - 6.4. Social work force ..... 47
  - 6.5. Child focus and participation ..... 47

This annex contains a number of documents that support the main report and provide the context for methodology applied, namely the primary field research, the interviews with key informants. It also documents the Terms of Reference and the revised set-of research questions as agreed in the Inception report.

# 1. Methodology of primary research

---

The methodology of the primary research was elaborated in several phases:

- elaboration of assignment by the UNICEF team;
- elaboration of proposal by the research team;
- discussion between the UNICEF and the research teams;
- discussion of the proposed design with the Agency for Social Assistance, Ministry of Labour and Social Policy and the State Agency for Child Protection.

The final version of the Methodology resulted from several factors: on the one hand, these were factors connected with the UNICEF team and the Bulgarian Government's needs of information, "translated" by the research team in specific methodological details; and on the other hand these were factors connected with the existing time, financial, legal and ethical frameworks in which the research had to take place.

## 1.1. Selection and recruitment

The primary research targeted four main groups of respondents:

- children and adult beneficiaries (parents and caregivers);
- service providers;
- local child protection bodies;
- national child protection bodies.

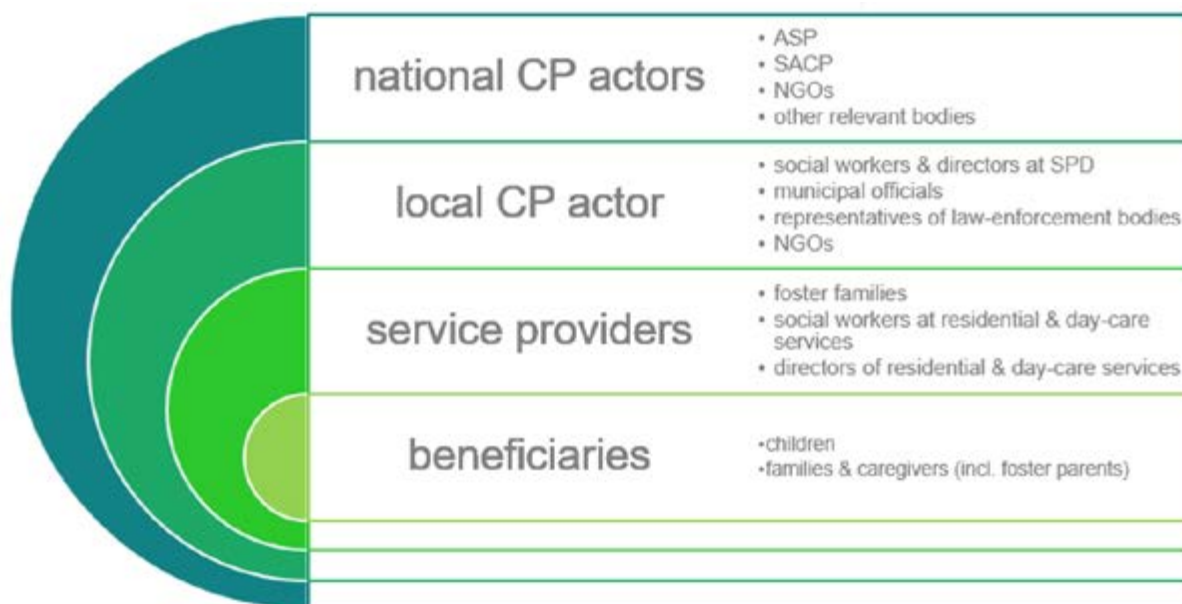
The respondents from each group were typologically selected to match specific criteria (see the figures below). With all groups of respondents were conducted in-depth interviews, and in addition, focus group discussions with children and adult beneficiaries were organised.

The fieldwork among beneficiaries, service providers and local CP bodies took place in three locations chosen in communication between the research team, UNICEF team and ASP, to represent three different types of settlements in terms of size and availability of services. These were Stara Zagora, Vratsa and Knezha.

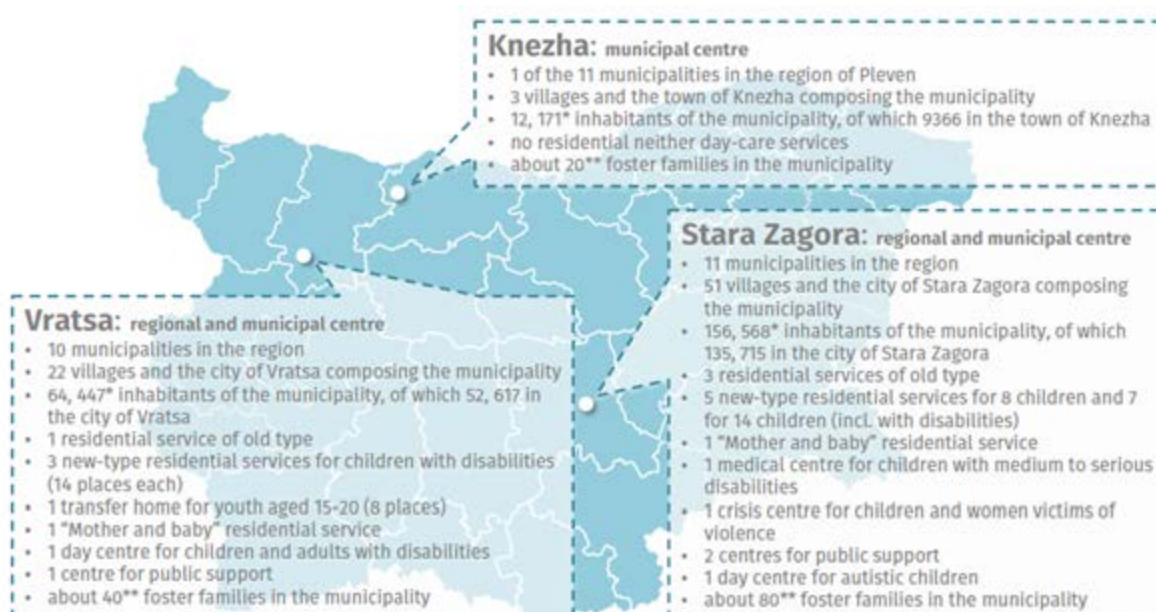
The service providers, the local and the national CP bodies were directly approached through official requests. The beneficiaries were primarily contacted by the social workers who work with them in the respective locations, and after that they were supplied with information sheets and consent forms by the fieldworkers.

The fieldwork with beneficiaries was implemented by NOEMA. PMG and NOEMA jointly conducted interviews with service providers and local CP bodies. The fieldwork with national CP bodies was executed by PMG and the International CP expert.

## Interviewees and Research methods



## Locations

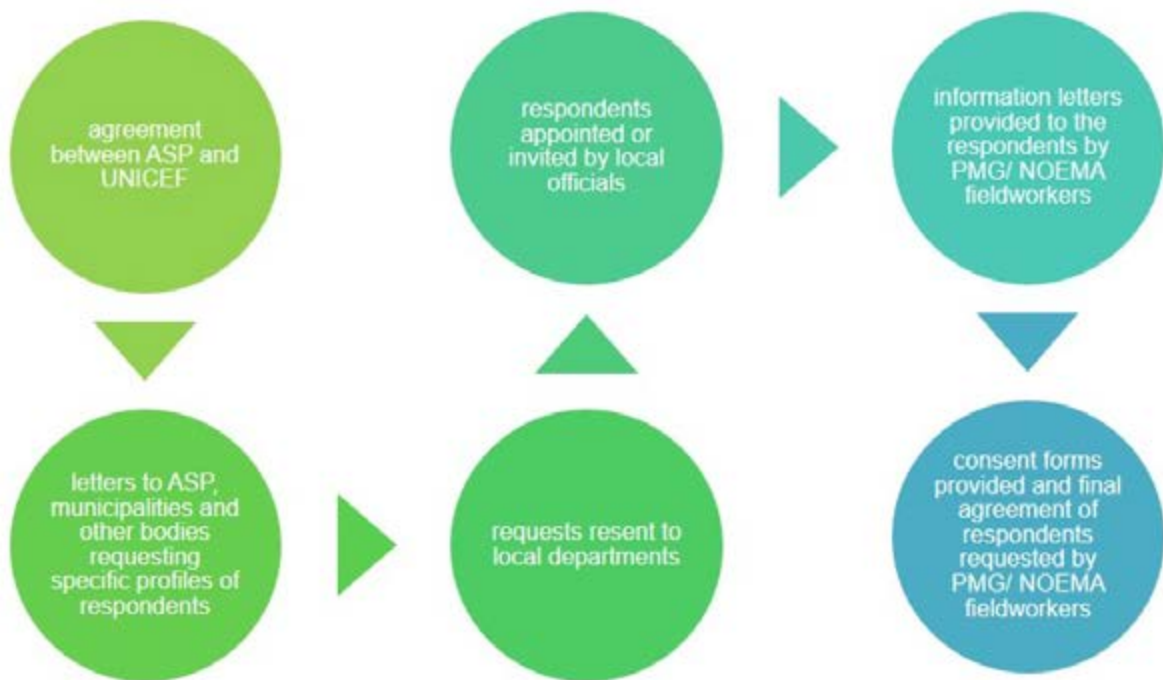


\*NSI, Population by settlements as of 31.12.2018  
 \*\* Data gathered from media publications

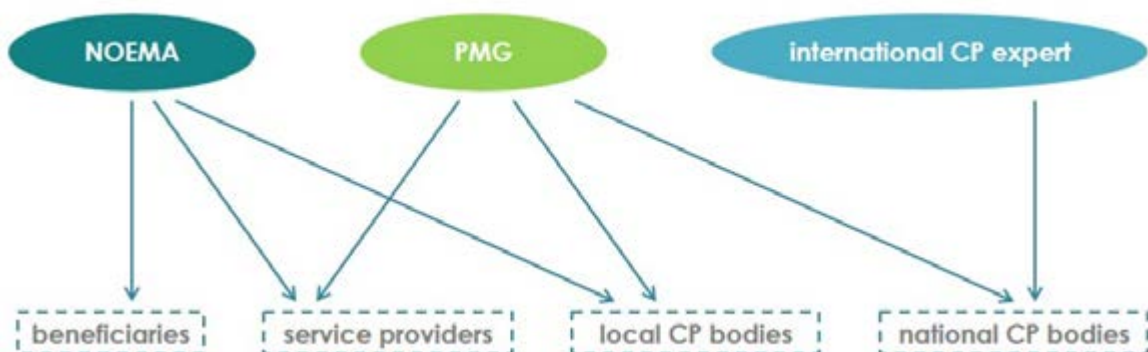
## Selection of respondents

beneficiaries	service providers	local CP bodies	national CP bodies
<ul style="list-style-type: none"> <li>two age groups of children: 10-13 and 14-17</li> <li>different vulnerabilities</li> <li>focus on three types of cases: conflict with the law, prevention of family separation and foster/ residential care</li> </ul>	<ul style="list-style-type: none"> <li>representing different types of environments (family-like and community-like)</li> <li>representing different levels (managers and directly working with children)</li> </ul>	<ul style="list-style-type: none"> <li>variety of bodies dealing with children</li> <li>managers at medium and high level</li> </ul>	<ul style="list-style-type: none"> <li>the main bodies participating and implementing child-related policies</li> <li>managers at medium and high level</li> <li>NGO representatives</li> </ul>

## Recruitment process



## Distribution of fieldwork tasks

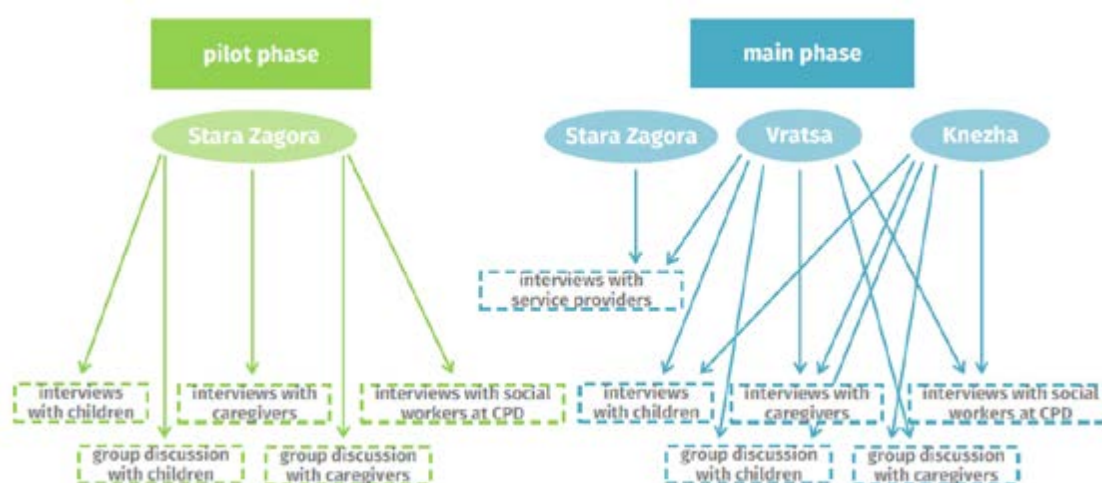


## 1.2. Field implementation

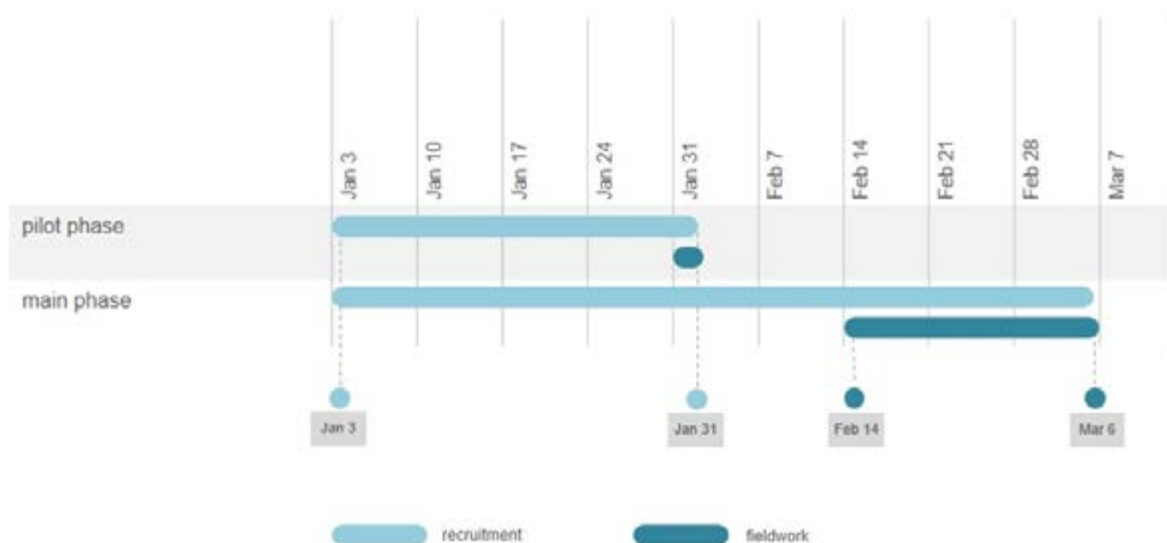
The fieldwork among beneficiaries was completed in two phases (pilot and main), each of which having recruitment and fieldwork sub-phases. The pilot fieldwork was conducted in the city of Stara Zagora, with recruitment of respondents done between January 3<sup>rd</sup> and 1<sup>st</sup>, and fieldwork days on January 31 and February 1. The main phase encompassed Vratsa and Knezha, with recruitment phase until the mid-February for Vratsa and end of February for Knezha; and fieldwork phase consisted of two fieldwork days per location: February 14 and 15, in Vratsa, and March 5 and 6, in Knezha. The fieldwork among service providers and local CP bodies was conducted in February.

The implementation of the sampling plan is presented in the tables below:

### Fieldwork phases



### Fieldwork period





## Sample structure: FG discussions with beneficiaries

	profile	location	planned N of participants	achieved N of participants	comment
children	girls 10-13	Stara Zagora	8	4/3	5 came, 1 withdrew, 1 left in the middle
	girls 14-17	Vratsa	8	3/2	6 came, 3 withdrew, 1 left in the middle
	boys 14-17	Knezha	8	3/2	7 came, 4 withdrew, 1 left in the middle

	profile	location	planned N of participants	achieved N of participants	comment
adults	diverse	Stara Zagora	8	8	one participant suffered hearing disorder and practically did not participate
	diverse	Vratsa	8	2	5 came to sign in the previous day, 3 withdrew and did not come
	diverse	Knezha	8	2	5 came, 3 withdrew

## Sample structure: IDIs with children

planned: 12

location	vulnerability	age group
Stara Zagora	residential care	10-13
Stara Zagora	violence	10-13
Stara Zagora	conflict with the law	10-13
Stara Zagora	foster care	10-13
Vratsa	street/ wandering	10-13
Vratsa	violence	14-17
Vratsa	physical disability	10-13
Vratsa	foster care	14-17
Knezha	prevention of separation	10-13
Knezha	prevention of separation	14-17
Knezha	conflict with the law	14-17
Knezha	physical disability	14-17

completed: 10

location	vulnerability	age group
Stara Zagora	residential care	14-17
Stara Zagora	prevention of separation	10-13
Stara Zagora	foster care	10-13
Vratsa	conflict with the law	10-13
Vratsa	residential care	14-17
Vratsa	physical disability	10-13
Vratsa	foster care	14-17
Knezha	foster care	10-13
Knezha	prevention of separation	14-17
Knezha	foster care	14-17

## Comments on sampling implementation: IDIs with children

replaced profiles	new profiles	reasons for replacement
Stara Zagora, child 10-13, residential care	Stara Zagora, child 14-17, residential care	child completed 14 during the recruitment
Stara Zagora, child 10-13, violence	dropped	ethical reasons
Stara Zagora, child 10-13, conflict with the law	Stara Zagora, child 10-13, prevention of family separation	change of survey design, lack of children with the respective profile in the region*
Vratsa, child 10-13, street/ wandering	Vratsa, child 10-13, conflict with the law	no wandering children in the region*
Vratsa, child 14-17, violence	Vratsa, child 14-17, residential care	ethical reasons
Knezha, child 10-13, prevention of family separation	Knezha, child 10-13, foster care	lack of children with the respective profile in the municipality*
Knezha, child 14-17, conflict with the law	Knezha, child 14-17, foster care	lack of children with the respective profile in the municipality*
Knezha, child 14-17, physical disability	dropped	lack of children with the respective profile in the municipality*

\* Explained by the contact person at CPD

## Sample structure: IDIs with caregivers

planned: 12

location	vulnerability	group
Stara Zagora	residential care	parent
Stara Zagora	violence	parent
Stara Zagora	conflict with the law	caregiver
Stara Zagora	foster care	foster p.
Vratsa	mental disability	parent
Vratsa	violence	parent
Vratsa	physical disability	parent
Vratsa	foster care	foster p.
Knezha	prevention of separation	parent
Knezha	prevention of separation	parent
Knezha	conflict with the law	caregiver
Knezha	physical disability	parent

completed: 11

location	vulnerability	group
Stara Zagora	violence	parent
Stara Zagora	prevention of separation	parent
Stara Zagora	foster care	foster p.
Vratsa	physical disability	parent
Vratsa	residential/ foster care	parents
Vratsa	physical disability	parent
Vratsa	foster care	foster p.
Vratsa	conflict with the law	foster p.
Knezha	prevention of separation	parent
Knezha	foster care	foster p.
Knezha	foster care	foster p.

## Comments on sampling implementation: IDIs with caregivers

replaced profiles	new profiles	reasons for replacement
Stara Zagora, parent, residential care	dropped	parents move, are not interested*
Stara Zagora, caregiver, conflict with the law	Stara Zagora, parent, prevention of family separation	profile of the child changed
Vratsa, parent, mental disability	Vratsa, parent, physical disability	unexplained
Vratsa, parent, violence	Vratsa, parents, residential/foster care	survey design changed
Knezha, parent, prevention of family separation	dropped	lack of children with the respective profile in the municipality*
Knezha, caregiver, conflict with the law	Vratsa, foster parent, conflict with the law	lack of children with the respective profile in the municipality*
Knezha, parent, physical disability	Knezha, foster parent, foster care	lack of children with the respective profile in the municipality*

\* Explained by the contact person at CPD

## Sample structure: IDIs with social workers at CPD

planned: 10

location	vulnerability	age group
Stara Zagora	residential care	10-13
Stara Zagora	violence	10-13
Stara Zagora	conflict with the law	10-13
Stara Zagora	foster care	10-13
Vratsa	street/ wandering	10-13
Vratsa	violence	14-17
Vratsa	foster care	14-17
Knezha	prevention of separation	10-13
Knezha	prevention of separation	14-17
Knezha	conflict with the law	14-17

completed: 8\*

location	vulnerability	age group
Stara Zagora	residential care	14-17
Stara Zagora	prevention of separation	10-13
Stara Zagora	foster care	10-13
Vratsa	conflict with the law	10-13
Vratsa	residential care*	14-17
Vratsa	foster care*	14-17
Knezha	foster care	10-13
Knezha	prevention of separation	14-17
Knezha	foster care	14-17

\* One and the same SW is responsible for the cases of two children

## Sample structure: IDs with service providers

planned: 17

completed: 16

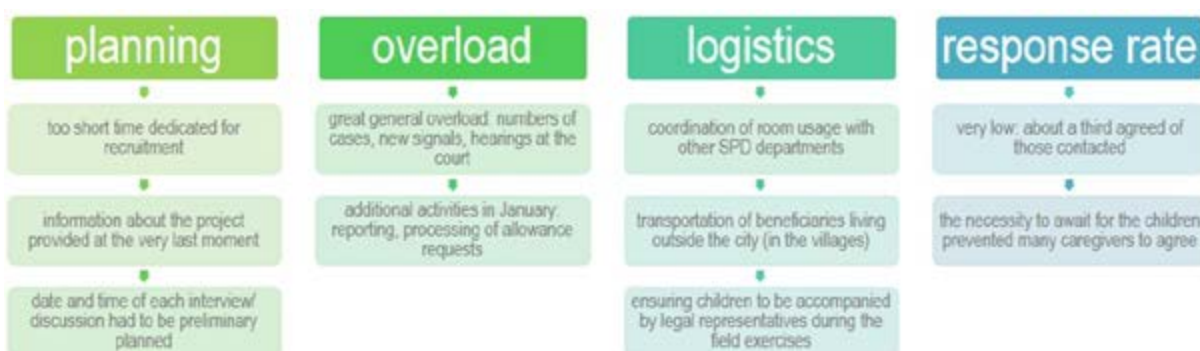
location	service	position
Vratsa	Day centre for children and / or young people with disabilities	Director
Vratsa	Day centre for children and / or young people with disabilities	Social workers
Vratsa	Family-type placement centre for children / young people with disabilities	Director
Vratsa	Family-type placement centre for children / young people with disabilities	Social worker
Vratsa	Centre for public support	Director
Vratsa	Centre for public support	Social worker
Stara Zagora	Crisis Centre	Director
Stara Zagora	Crisis Centre	Social worker
Stara Zagora	World Without Borders Association (Centre for public support)	Director
Stara Zagora	Home for medical and social care for children	Director
Stara Zagora	Family-type placement centre for children / young people with disabilities	Social worker
Stara Zagora	Family-type placement centre for children / young people with disabilities	Rehabilitator
Stara Zagora	Family-type placement centre for children / young people without disabilities	Social worker
Stara Zagora	Family-type placement centre for children / young people without disabilities	Director
Stara Zagora	Family-type placement centre for children / young people without disabilities	Director
Stara Zagora	Family-type placement centre for children / young people without disabilities	Social worker

### 1.3. Challenges during the fieldwork and amendments

The major challenges in the research process were connected with the recruitment of beneficiaries. This task created a number of issues for the social workers in terms of planning, logistics, their general overload and the response rate among beneficiaries.

On the other hand, the method of recruitment created the effect of “overrepresentation” of the “positive examples” that should be taken into account in the interpretation of the results.

#### Issues hampering recruitment



\*Issues shared by social workers at CPD who were engaged in recruitment

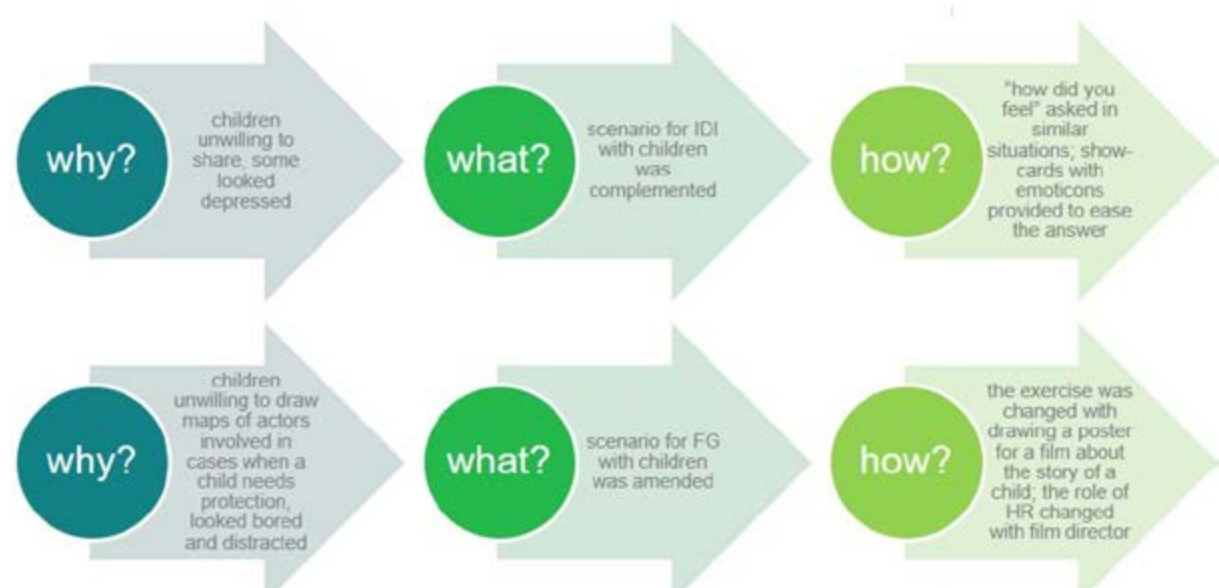
## Effects of the recruitment process



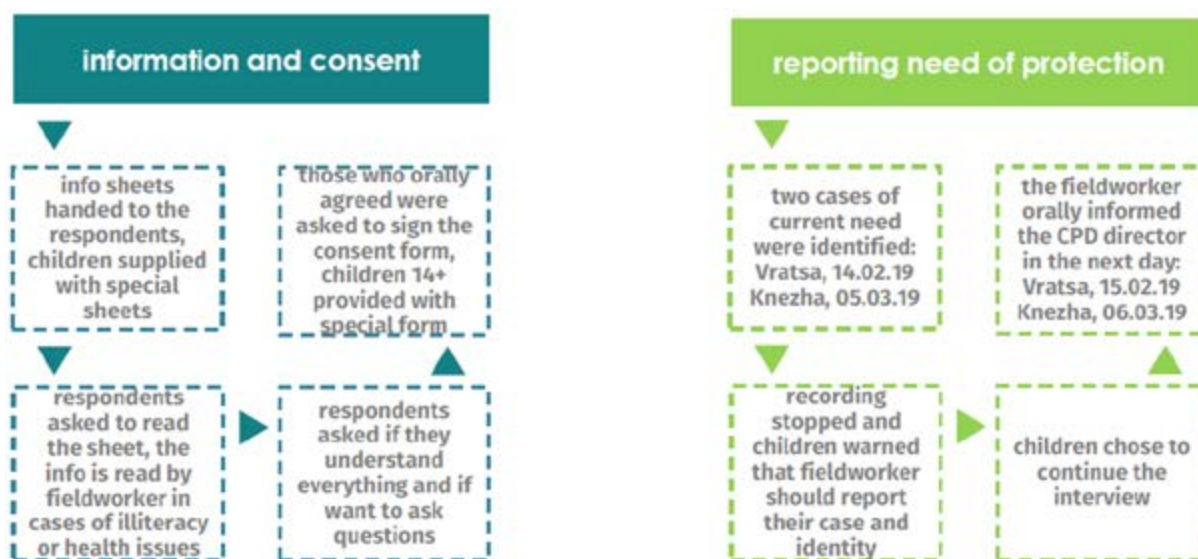
## Issues hampering fieldwork



## Amendments in survey instruments after pilot phase



## Procedures under the protocol for research ethics



## 1.4. Main Findings

### Case studies

According to the field observations, the main issues by cases were:

- *Conflict with the law*: (1) children's rights not observed; (2) communication between CPD and Delinquency commissions not always adequate;
- *Prevention of family separation*: (1) generally inefficient as the overload of SWs seemed the main cause; (2) current public policies not corresponding to the needs of the families;
- *Residential care*: (1) children still experience violence in the old-type institutions; (2) the new-type institutions "residential social services in the community" need profiling/ specialisation and better funding to meet the children's needs;
- *Foster care*: (1) varying quality of care; (2) emotional harms for children listed for adoption after their placement at foster families.

### Case: Conflict with the law



## Case: Prevention of family separation

- cases of prevention are not very frequent, and less frequent are those of successful prevention; sometimes prevention activities are held when CP bodies encounter the risk of family separation after taking measures to counteract other vulnerability, for instance, violence or poor living conditions.
- social workers at CPD have no capacity to identify risk of family separation; they mainly react on signals that children are already abandoned or live in poor conditions.
- when a family is visited upon a signal for poor conditions, two types of measures are usually practiced: urgent/ crisis exit of children from the family environment, or giving prescriptions to the parents to improve the living conditions within a month; the sense of SWs is that the urgent exits recently prevail; and they cause enormous trauma.
- when a family is given prescription to improve living conditions they are directed to consultation services and informed they can receive one-time social allowance; however, the families could hardly use consultations, due to a number of reasons: transportation expenses and time needed, seeking ad-hoc jobs and taking care of many children; practical advice how to implement the prescription and monitoring of the progress are generally not provided.

"A case that was recently - she came to us with such information from where she came from that she did not have the capacity to take care of her children. But the understanding of colleagues from CPD is that the least this woman has, should be supported and developed and it is better for the children to be with the mother." (social worker at crisis centre)

"It is never possible to calm the children at this moment, nor make them understand. They see only one thing: that we take them from their home and lead them somewhere, and they do not know where and to whom..." (social worker at CPD)

## Case: Residential care

- the new type of residential facilities: placement centres of family type, or transition/ protected/ monitored homes, experience constant shortage of funding and personnel, especially smaller ones; nevertheless, children are provided with a living standard that the staff there could hardly provide to their own children.
- it became a regular practice children with specific behavioral, psychological and mental needs to be placed at new-type facilities as a "last resort"; however, they are not designed, and the staff there is not sufficient nor prepared to meet these needs; in addition, the presence of these children is harmful for the others.
- children who had stayed at facilities of old type complained of maltreatment by staff and other children.

"They have meat, honey, butter every day... while we at home use margarine" (social worker at residential service)

"We talk about lack of profiling, lack of specialized services for children with behavioral and emotional disorders ... I have two homes where we have 2 or 3 such children with such diagnoses ... I want to tell you that the whole atmosphere in the house is absolutely failed." (director of residential service)

"In general, in the House was so - when something was bought for me and after a few days they stole it ... They even attacked me ... The kids beat me and the big boys beat me a lot."  
 (child 14-17)  
 - They all beat us.  
 - All educators?  
 - Yes.  
 - And why did they beat you?  
 - To make us eat." (child 10-13)

## Case: Foster care

- although only "good examples" have been recruited for interview, the respondents shared that in some cases the quality of foster care is poor; the poorer the region and the less services available, the greater the probability of poor service quality.
- the subsistence allowance paid for a child placed in a foster family is about twice higher than the allowances paid to the families of relatives and 7-8 times higher than allowances received by the native families; this fact creates economic interests in the foster care service and in some cases, actually nurtures processes of family separation.
- when the foster families provide qualitative service they create strong emotional ties with the children; the listing for adoption creates great life insecurity and emotional instability and repeats the rejection trauma for the children.

"I have a duty to take care and raise them as own child is raised. And not as some who are really foster care ... do not take care of children as it should be" (foster parent)  
 "While my children were placed at foster families, accidentally I met one of my sons, in a very cold weather, without jacket and with textile sneakers. So we went at the first shop and I bought jacket and boots." (native parent)

"If we had this money we would be able to take care of our children for sure" (native parent)  
 "One child from point A is moved to point B. We calculate a sum - surplus value. What does the social system do? The same job. NGOs, what are they doing? The same job. From A to B, we can collect some sums." (director of medical centre)

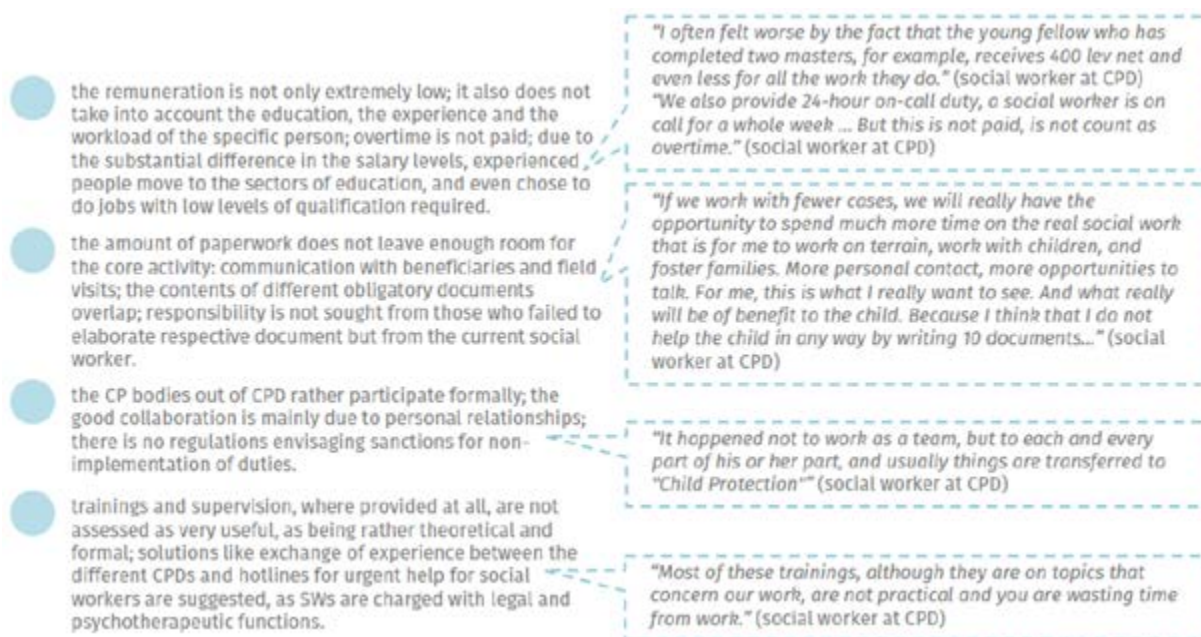
"When they started to want to adopt me and I did not want to, because I got used to the woman. And unknown to me there, I do not know what will happen to me nor I know language or anything. They are for international adoption, but I am afraid. I know it is probably stupid, but I was afraid of the unknown, the fact that anything can happen and nobody knows." (child 14-17)  
 "When you can not create affection in a child, then I think the care fails...if you do not teach the child, ... then some things will be hardly caught up, some almost will not. And these are: affection; responsibility and discipline, and boundaries." (foster parent)

## Unmet needs

The unmet needs of the social workers are many and various, with the level of salaries not the only major one among them. They also need, even more, (1) justified differentiation in the payments; (2) trainings and supervisions done in a really useful manner; (3) lack of contradictions in the legal framework; (4) respect and support from the superiors, auditors, other institutions and general public, (5) other institutions effectively undertaking their CP responsibilities.

The service providers, in their turn, need (1) higher level of salaries, to be able to recruit qualified personnel; (2) regular update of financial standards, every each increase of prices or minimal wages; (3) diversification of services according different children's needs and placement of every child at service appropriate for her/ his needs.

## Unmet needs of social workers



## Unmet needs of the service providers



Slavyanka Ivanova (Senior Researcher), Boyan Grigorov, Venera Nikolova, Margarita Todorova, Katrin Dikova, Dimitar Hubanov (Transcription and briefs)

## 2. Interviews

Table 1: Overview interviews

	Policy makers	Service providers	Case worker (Noema)	Parent / adult	Children
Central	9	-		-	-
Vratsa	-	11	2	5	4
Stara Zagora	-	13	3	3	3
Knezha	-	9	3	3	3
<b>TOTAL</b>	<b>9</b>	<b>33</b>	<b>8</b>	<b>11</b>	<b>10</b>

Table 2: Interviews undertaken by PMG

Location	Institution	Respondent
Sofia	ASA	Head of Analysis Department
Sofia	ASA	Head of Inspectorate
Sofia	ASA	Head of Social Assistance Department
Sofia	ASA	Head of Child Protection Department
Sofia	SACP	Head of SACP
Sofia	SACP	Head of Control of Child Rights Department
Sofia	SACP	Head of Child policies and programs, strategic development and coordination Dept.
Sofia	Ministry of Interior, National Police	Representatives of Child Crime Sector
Sofia	Ministry of Justice	Head of International Child Protection and International Adoption Dept.
Vratsa	SACP	Inspector at Monitoring and Control Dept. - West
Vratsa	ASA	Head of CPD
Vratsa	ASA	Social Worker
Vratsa	ASA	Social Worker
Vratsa	Municipality	Head of Healthcare and Social Activities Dept.
Vratsa	ASA	Child Protection Expert at RDSA
Vratsa	CSS (Centre for Social Support)	Head of CSS
Vratsa	Mother and Baby Unit	Social Worker
Vratsa	Child Pedagogical Room	Inspector
Vratsa	Local Commission for Combating Juvenile Delinquency	Secretary of Local Commission for Combating Juvenile Delinquency
Vratsa	Ministry of Health	Expert at Regional Health Inspection
Stara Zagora	ASA	Head of CPD
Stara Zagora	ASA	Social Worker
Stara Zagora	ASA	Child Protection Expert at RDSA
Stara Zagora	Municipality	Head of Healthcare and Social Activities Dept.
Stara Zagora	Family-type placement centre	Head of FTPC
Stara Zagora	Family-type placement centre	Social Worker
Stara Zagora	Family-type placement centre	Social Worker
Stara Zagora	Family-type placement centre	Social Worker



Location	Institution	Respondent
Stara Zagora	Child Pedagogical Room	Inspector
Stara Zagora	Local Commission for Combating Juvenile Delinquency	Secretary of Local Commission for Combating Juvenile Delinquency
Stara Zagora	Ministry of Health	Expert at Regional Health Inspection
Stara Zagora	Ministry of Education	Expert at Regional Management of Education
Stara Zagora	„World Without Borders“ NGO	President
Knezha	ASA	Head of CPD
Knezha	ASA	Social Worker
Knezha	ASA	Social Worker
Knezha	ASA	Child Protection Expert at RDSA
Knezha	Local Commission for Combating Juvenile Delinquency	Secretary of Local Commission for Combating Juvenile Delinquency
Knezha	Child Pedagogical Room	Inspector
Knezha	Centre for Social Support Cherven Bryag	Head of CSS
Knezha	Centre for Social Support Cherven Bryag	Social Worker
Knezha	Centre for Social Support Cherven Bryag	Psychologist

**Table 3: Interviews undertaken by NOEMA**

Location	Vulnerability/Protection	Respondent type
Stara Zagora	Residential care	Child
Stara Zagora	Residential care	Social worker
Stara Zagora	Foster care	Child
Stara Zagora	Foster care	Adult
Stara Zagora	Foster care	Social worker
Stara Zagora	Prevention of family separation	Child
Stara Zagora	Prevention of family separation	Adult
Stara Zagora	Prevention of family separation	Social worker
Stara Zagora	Violence	Adult
Vratsa	Conflict with the law	Child
Vratsa	Conflict with the law	Adult
Vratsa	Conflict with the law	Social worker
Vratsa	Foster care	Child
Vratsa	Foster care	Adult
Vratsa	Foster care and residential care	Social worker
Vratsa	Residential care	Child
Vratsa	Disability	Child
Vratsa	Disability	Adult
Vratsa	Disability	Adult
Vratsa	Family separation	Adults
Knezha	Foster care	Child
Knezha	Foster care	Adult
Knezha	Foster care	Social worker
Knezha	Foster care	Child
Knezha	Foster care	Adult

Location	Vulnerability/Protection	Respondent type
Knezha	Foster care	Social worker
Knezha	Prevention of family separation	Child
Knezha	Prevention of family separation	Adult
Knezha	Prevention of family separation	Social worker
Stara Zagora	Crisis Centre	Director
Stara Zagora	Crisis Centre	Social worker
Stara Zagora	Centre for public support	Director
Stara Zagora	Home for medical and social care for children	Director
Stara Zagora	Family-type placement centre for children / young people with disabilities	Social worker
Stara Zagora	Family-type placement centre for children / young people with disabilities	Rehabilitator
Stara Zagora	Family-type placement centre for children / young people with and without disabilities	Director
Stara Zagora	Family-type placement centre for children / young people without disabilities	Director
Stara Zagora	Family-type placement centre for children / young people without disabilities	Social worker
Vratsa	Day centre for children and / or young people with disabilities	Director
Vratsa	Day centre for children and / or young people with disabilities	Social workers
Vratsa	Family-type placement centre for children / young people with disabilities	Director
Vratsa	Family-type placement centre for children / young people with disabilities	Social worker
Vratsa	Centre for public support	Director
Vratsa	Centre for public support	Social worker

Table 4: Focus groups

Girls aged 10-13 years,	Stara Zagora
Parents/caregivers* of children aged 10-13 years	Stara Zagora
Girls aged 14-17 years	Vratsa
Parents/caregivers* of children aged 14-17 years	Vratsa
Boys aged 14-17 years	Knezha
Parents/caregivers* of children aged 14-17 years	Knezha

## 3. The Social Work Force Survey

### 3.1. Overview and methodology

the survey which the team carried out was in the form of an open online consultation with members of CPDs. It was open between March 20<sup>th</sup> and March 26<sup>th</sup> 2019 and was sent out to all CPDs by the CP Directorate at ASA. A customized web link to the survey was provided.<sup>1</sup> The heads of CPD were responsible for filling out the questionnaire and recruiting respondents among the other staff – social workers, psychologists, jurisconsults, experts etc. Out of the 835 people currently employed at the CPDs all over the country, 712 full responses<sup>2</sup> have been gathered.

The survey was carried out through a GDPR-compliant platform and the anonymity of respondents is guaranteed. There are no questions which specifically ask for information that could lead to potential identification of the respondent.

### 3.2. Profile of the survey respondents

**Question 1:** What is your position within the department?

**Table 1: Job position of the survey respondents**

Job position	Number of respondents	Percentage
Chief social worker	94	13%
Head of CPU	146	21%
Junior expert	4	1%
Junior/Senior Jurisconsult	13	2%
Psychologist	8	1%
Social worker	437	61%
No response	10	1%
<b>Total</b>	<b>712</b>	<b>100%</b>

**Question 2:** For how many years have you worked within the Child Protection Department?

**Table 2: Years of experience within CPD**

Job position	More than 10 years	Up to 1 year	Up to 10 years	Up to 3 years	Up to 5 years
Chief social worker	58	7	21	3	5
Head of CPU	98	4	25	11	8
Junior expert	0	4	0	0	0
Junior/Senior Jurisconsult	1	5	4	0	3
Psychologist	6	0	0	2	0
Social worker	109	77	101	91	59
No response	0	3	4	1	2
<b>Total</b>	<b>272 (38%)</b>	<b>100 (14%)</b>	<b>155 (22%)</b>	<b>108 (15%)</b>	<b>77 (11%)</b>

1 One of the limitations of the survey was that due to accounts of poor material conditions at CPDs, the team had to allow multiple entries to be recorded from the same device. This has the potential to allow for multiple responses by the same person. Entries which were identical have been omitted from the final count.

2 Initially 753 responses have been recorded, but 41 have been omitted due to duplication of answers and multiple instances where the survey was supposedly finished in under 3 minutes, while the average filling time is more than 10 minutes.

**Question 3:** For how many years have you worked as a social worker in or outside the ASA system?

**Table 3: Years of experience as a social worker**

Job position	Years of experience social worker				
	More than 10 years	Up to 1 year	Up to 10 years	Up to 3 years	Up to 5 years
Chief social worker	66	3	16	2	7
Head of CPU	111	1	25	6	3
Junior expert	0	4	0	0	0
Junior/Senior Jurisconsult	4	4	1	3	1
Psychologist	6	0	1	0	1
Social worker	154	70	91	78	44
No response	2	3	4	0	1
<b>Total</b>	<b>343 (48%)</b>	<b>85 (12%)</b>	<b>138 (19%)</b>	<b>89 (13%)</b>	<b>57 (8%)</b>

**Question 6:** How many employees are working within your unit?

**Table 4: Size of their unit according to survey respondents**

Job position	Unit size				
	Between 10 and 20	Between 5 and 10	Less than 5	More than 20	No response
Chief social worker	14	52	26	2	0
Head of CPU	6	44	93	1	2
Junior expert	0	2	2		0
Junior/Senior Jurisconsult	1	12	0	0	0
Psychologist	1	4	1	2	0
Social worker	43	195	180	14	5
No response	2	2	1	2	3
<b>Total</b>	<b>67</b>	<b>311</b>	<b>303</b>	<b>21</b>	<b>10</b>

### 3.3. Training, qualification and supervision of survey respondents

**Question 4:** What is your education?

**Table 5: Type of education of respondents**

Job position	Type of education						NA
	High school education	Higher - education	Higher - humanities	Higher - law	Higher - psychology	Higher - social work	
Chief social worker	0	12	24	1	10	47	
Head of CPU	0	25	23	3	17	78	0
Junior expert	0	1	2	0	0	1	0
Junior/Senior Jurisconsult	0	0	3	10	0	0	0
Psychologist	0	0	0	0	8	0	0
Social worker	44	109	116	4	32	130	2
No response	0	2	1	2	0	3	2
<b>Total</b>	<b>44</b>	<b>149</b>	<b>169</b>	<b>20</b>	<b>67</b>	<b>259</b>	<b>4</b>
<b>Percentage</b>	<b>6%</b>	<b>21%</b>	<b>24%</b>	<b>3%</b>	<b>9%</b>	<b>36%</b>	<b>1%</b>

**Question 5:** What additional training have done within the ASA system (check all true options) and to what extent it increased your professional qualifications?

**Table 6: Types of training**

Training	Introductory training	ASA training	NGO training
Cannot decide	28 (4%)	18 (3%)	21 (3%)
No training	259 (36%)	166 (23%)	192 (27%)
Not so helpful	30 (4%)	58 (8%)	37 (5%)
Rather helpful	281 (39%)	360 (51%)	290 (41%)
No response	114 (16%)	110 (15%)	172 (24%)

**Question 12:** Have you participated in a supervision/intervision in the last calendar year (2018) and if yes, with whom (insert the number of supervisions)?

**Table 7: Types of supervisions taken**

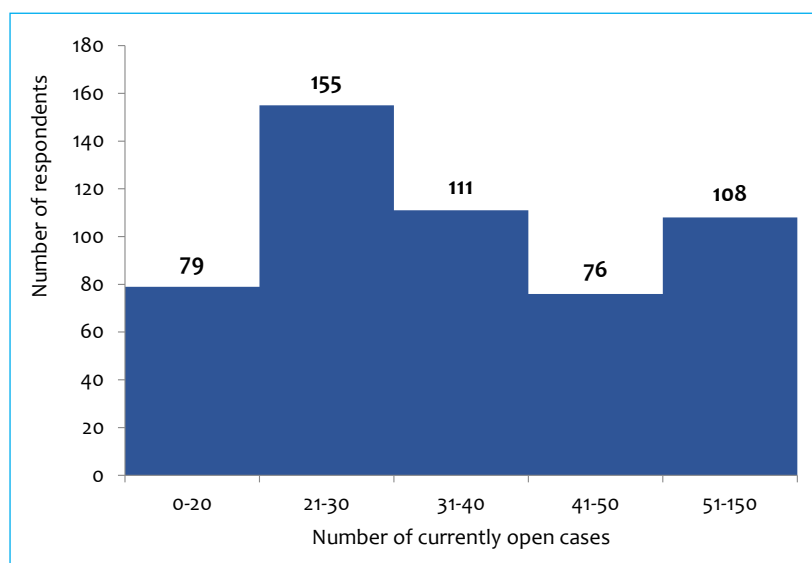
Type of supervision	NO	Individual	Group	Intervention
ASA supervision	356 (69,8%)	5 (1,0%)	86 (16,9%)	63 (12,4%)
SACP supervision	312 (90,4%)	2 (0,6%)	9 (2,6%)	22 (6,4%)
Company supervision	312 (87,2%)	2 (0,6%)	21 (5,9%)	23 (6,4%)
Other supervision	303 (78,3%)	0 (0,0%)	46 (11,9%)	38 (9,8%)

### 3.4. Caseload

**Question 7:** Could you please share the following information about your caseload:

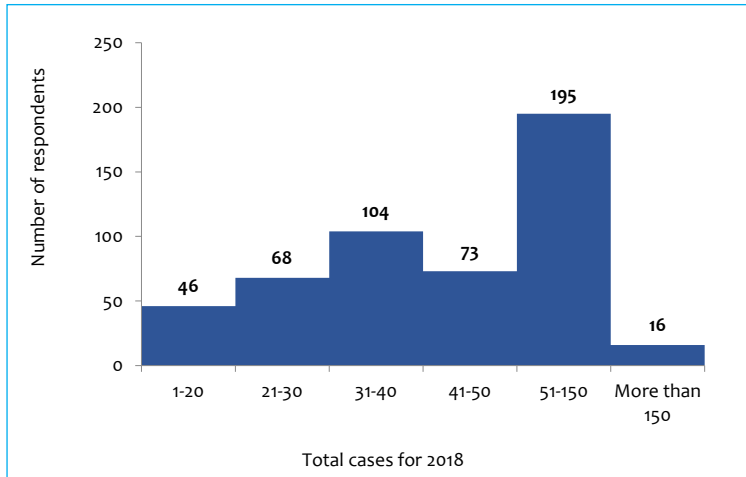
- How many open cases do you have at the moment?
- Total number of cases that you have worked on in the last calendar year (2018)?
- Average number of cases that you have worked on monthly in the last year?

**Figure 1: Distribution of the currently open cases**



CURRENTLY OPEN CASES	
mean	39,01
standard deviation	22,84
median	33
minimum	0
maximum	145

**Figure 2: Distribution of the total number of cases**

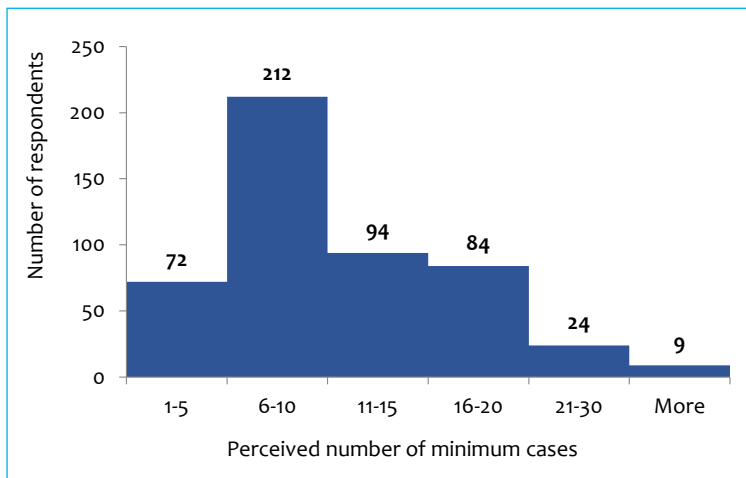


TOTAL NUMBER OF CASES	
mean	60,88
standard deviation	69,81
median	46
minimum	0
maximum	636

**Question 8:** How would you define the boundaries of the workload of employees in terms of the number of open cases on which a social worker may work a year?

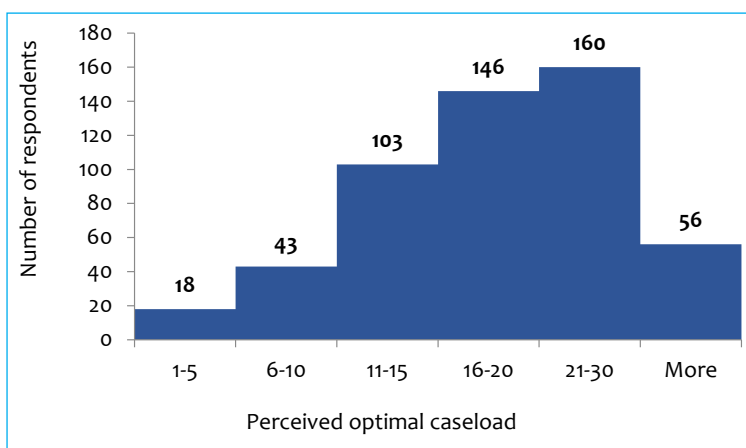
- Minimum caseload (minimum number of cases with which the worker has incomplete workload)
- Optimal number of cases (average number, which allows quality work)
- Maximum number of cases (number of cases, which requires work reorganisation/hiring new employees and the quality of work falls)

**Figure 3: Distribution of perceived number of minimum cases**



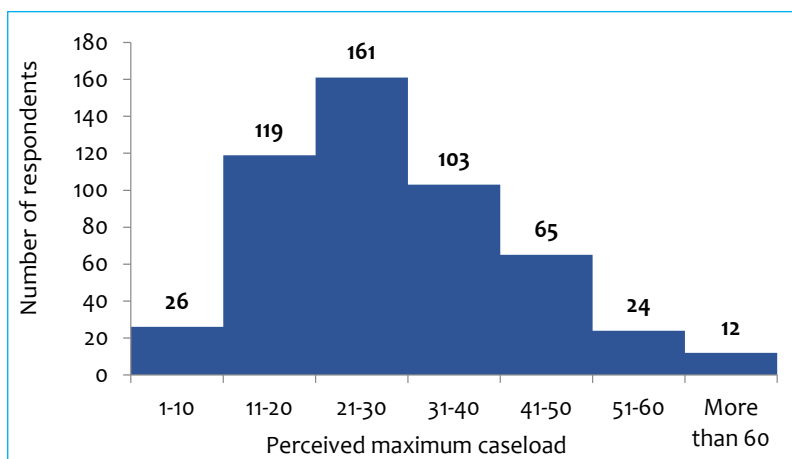
PERCEIVED NUMBER OF MINIMUM CASES	
mean	13,15
standard deviation	7,66
median	10
minimum	0
maximum	70

**Figure 4: Distribution of the perceived optimal caseload**



PERCEIVED OPTIMAL CASELOAD	
mean	22,17
standard deviation	9,63
median	20
minimum	1
maximum	60

**Figure 5: Distribution of perceived maximum caseload**



PERCEIVED MAXIMUM CASELOAD	
mean	32,07
standard deviation	14,87
median	30
minimum	1
maximum	100

**Question 10:** Would you try to assess what part of your working time (in percentages) you have spent in different professional activities in the last month? (in case you consider the last month untypical, take into account previous ones).

**Table 8: Working time of social workers in different professional activities**

Type of professional activity	Percentage
Working with documentation	25,7%
Open cases work	23,5%
Family visits	10,8%
Direct work with child / family	10,1%
Travel	6,1%
Communication with other institutions	5,0%
Meetings with children, using social services	4,3%
Team meetings	4,3%
Service providers visits	4,0%
Appearance in court cases	4,0%
Work with and in schools	3,8%

**Question 11:** Would you provide the number and category of your open cases?

**Table 9: Average share of the type of case in the social worker's workload**

Average share of the type of case	Percentage
Prevention of abandonment cases	22,2%
Foster care cases	14,2%
Resident care cases	12,0%
Cases of children with disabilities	11,0%
School dropout cases	10,9%
Reintegration in the family cases	10,1%
Cases with children with risk behaviour	9,7%
Adoption cases	7,6%
Cases related to sexual health	3,9%
Violence-related cases	3,7%
Cases with children in conflict with law	2,9%
Alcohol abuse cases	0,9%
Migrant children cases	0,5%

### 3.5. Motivation and effectiveness

**Question 13:** According to you which of the following changes would increase the employee motivation and manage the turnover?

**Table 10: Possible changes that might contribute to social workers' motivation and effectiveness**

Measure	Highly likely to contribute	Somewhat likely to contribute	Somewhat unlikely to contribute	Would not contribute at all	Cannot decide	No response
Increase of the basic salary by 20%	96 (19,9%)	293 (60,8%)	54 (11,2%)	33 (6,8%)	6 (1,2%)	230
Increase of the basic salary by 40%	520 (87,8%)	61 (10,3%)	2 (0,3%)	1 (0,2%)	8 (1,4%)	120
Overtime payment	393 (66,4%)	132 (22,3%)	28 (4,7%)	14 (2,4%)	25 (4,2%)	120
Induction training	307 (51,3%)	208 (34,7%)	45 (7,5%)	13 (2,2%)	26 (4,3%)	113
Continuing specialised training	175 (30,2%)	249 (43,0%)	80 (13,8%)	21 (3,6%)	54 (9,3%)	133
Professional supervision and methodological support of the specialists	281 (46,9%)	250 (41,7%)	45 (7,5%)	9 (1,5%)	14 (2,3%)	113
Mandatory educational standards for candidates for the position of social worker	300 (50,8%)	182 (30,8%)	60 (10,2%)	21 (3,6%)	27 (4,6%)	122
Introduction of a system for professional development	377 (63,4%)	170 (28,6%)	24 (4,0%)	7 (1,2%)	17 (2,9%)	117
Depolitisation	211 (36,5%)	133 (23,0%)	75 (13,0%)	46 (8,0%)	113 (19,6%)	134
Full resource provision for day-to-day activities	476 (79,5%)	107 (17,9%)	7 (1,2%)	2 (0,3%)	7 (1,2%)	113
Improvement of working conditions	451 (74,8%)	134 (22,2%)	10 (1,7%)	3 (0,5%)	5 (0,8%)	109
Protection from physical threats and improvement of the public image	538 (88,3%)	56 (9,2%)	8 (1,3%)	2 (0,3%)	5 (0,8%)	103

Number of respondents: 712

**Question 14:** Please, indicate to what extent do you agree that the following changes will affect the effectiveness of the ASA employees?

**Table 11: Possible changes that might contribute to the effectiveness of ASA social workers**

Measure	Completely agree	Rather agree	Neither agree, nor disagree	Rather disagree	Completely disagree	Cannot decide	No response
Possibility of personal contact and obtaining methodical directions from the central CPD	295 (50,7%)	178 (30,6%)	57 (9,8%)	20 (3,4%)	6 (1,0%)	26 (4,5%)	103
Introduction of workload standards	488 (82,6%)	75 (12,7%)	12 (2,0%)	6 (1,0%)	3 (0,5%)	7 (1,2%)	94
Integration of ASA's information systems with other agencies' systems	419 (71,6%)	123 (21,0%)	19 (3,6%)	6 (1,0%)	1 (0,2%)	17 (2,9%)	100



Measure	Completely agree	Rather agree	Neither agree, nor disagree	Rather disagree	Completely disagree	Cannot decide	No response
Provision of means of transport to cover more settlements	479 (82,0%)	81 (13,9%)	10 (1,7%)	1 (0,2%)	2 (0,3%)	11 (1,9%)	101
Regular professional supervision of social workers	341 (58,2%)	194 (33,1%)	28 (4,8%)	6 (1,0%)	6 (1,0%)	11 (1,9%)	99
Increase of uniform standards for delegated state services	305 (53,0%)	169 (29,4%)	46 (8,0%)	13 (2,3%)	7 (1,2%)	35 (6,1%)	110
Optimization of the mechanism for entering and managing information	445 (76,9%)	100 (17,3%)	15 (2,6%)	3 (0,5%)	2 (0,4%)	14 (2,4%)	106
Intermediaries facilitating communication (in linguistic terms)	203 (35,8%)	210 (36,6%)	94 (16,4%)	32 (5,6%)	15 (2,6%)	20 (3,5%)	111
Introduction of additional services in the municipality	340 (58,8%)	142 (24,6%)	44 (7,6%)	25 (4,3%)	11 (1,9%)	16 (2,8%)	107
Regular evaluations to identify the need for services and their effectiveness in municipalities	275 (47,7%)	206 (35,7%)	51 (8,8%)	6 (1,0%)	7 (1,2%)	32 (5,6%)	108
Reducing administrative burdens and optimizing document processing	512 (87,2%)	63 (10,7%)	7 (1,2%)	2 (0,3%)	0 (0,0%)	3 (0,5%)	98
Internal specialization in the departments	348 (59,9%)	144 (24,8%)	36 (6,2%)	22 (3,8%)	11 (1,9%)	20 (3,5%)	104

Number of respondents: 685

**Question 15:** To what extent do you agree that the following changes will improve the quality of the care within the child protection system?

**Table 12:** Possible changes that might improve the quality of the care within the child protection system

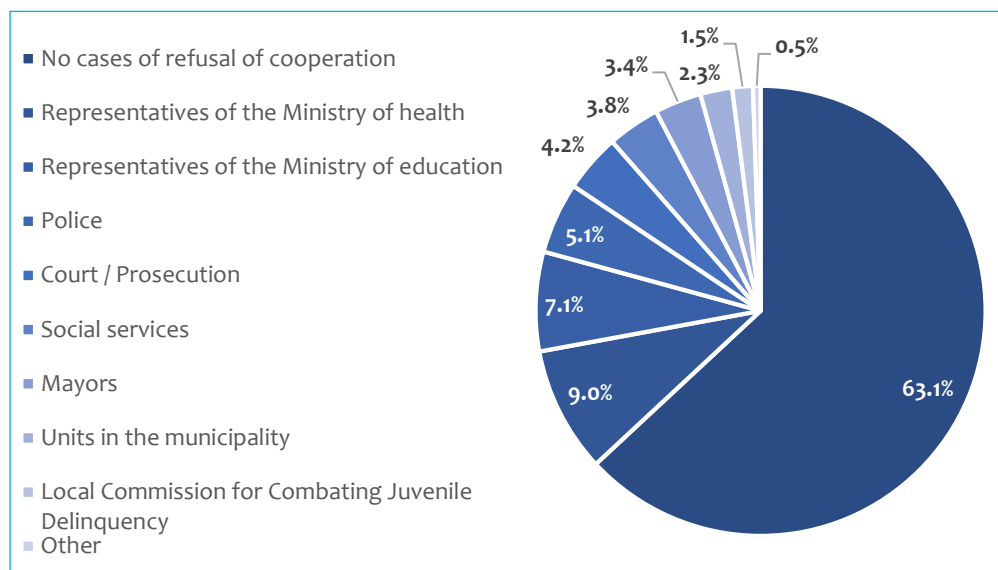
Measure	Completely agree	Rather agree	Neither agree, nor disagree	Rather disagree	Do not agree at all	Cannot decide	No response
Introducing a Risk Assessment standard with clear criteria and indicators to detect case by pre- and post-natal prevention of abandonment	415 (70,2%)	137 (23,2%)	22 (3,7%)	6 (1,0%)	0 (0,0%)	11 (1,9%)	94
Enhancing Criteria for Assessment of Parental Capacity	379 (63,9%)	160 (27,0%)	28 (4,7%)	15 (2,5%)	2 (0,3%)	9 (1,5%)	92
Increasing the selection criteria, qualification and number of employees in resident-type services	364 (62,3%)	159 (27,2%)	31 (5,3%)	3 (0,5%)	1 (0,2%)	26 (4,5%)	101
Changing the selection criteria for foster families	401 (69,0%)	134 (23,1%)	19 (3,3%)	8 (1,4%)	3 (0,5%)	16 (2,8%)	104

Measure	Completely agree	Rather agree	Neither agree, nor disagree	Rather disagree	Do not agree at all	Cannot decide	No response
Enhancing the professional competence of staff in foster care teams	371 (64,0%)	156 (26,9%)	29 (5,0%)	2 (0,3%)	1 (0,2%)	21 (3,6%)	105
Accepting exact criteria and indicators on the quality (not the conditions) of social services for children and foster care	387 (66,4%)	156 (26,8%)	22 (3,8%)	5 (0,9%)	0 (0,0%)	13 (2,2%)	102
Obligation by law of the other institutions involved to cooperate in work on child protection and joint action	470 (80,2%)	85 (14,5%)	18 (3,1%)	0 (0,0%)	1 (0,2%)	12 (2,0%)	99
Provide a sanction for non-fulfilment of the commitments on coordination mechanisms and formal participation in joint activities	340 (58,1%)	136 (23,2%)	51 (8,7%)	14 (2,4%)	8 (1,4%)	36 (6,2%)	100

Number of respondents: 685

**Question 16:** In the last 6 months have you been refused cooperation from any of the following institutions, dealing with child protection?

**Figure 6: Share of the refusals for cooperation**



Number of respondents: 619

**Question 17:** How often do you reflect the opinion of the child in your reports and protocols?

**Table 13: Responses to Question 14**

	Always	Sometimes	Sometimes it is not reflected	Never	Cannot decide	No response
Preparation of risk assessment	307 (51%)	197 (33%)	41 (7%)	33 (6%)	19 (3%)	117
Taking a family removal measure	277 (47%)	207 (35%)	49 (8%)	37 (6%)	22 (4%)	122
Reintegration procedure	369 (62%)	149 (25%)	35 (6%)	21 (4%)	22 (4%)	118
Drafting / updating individual plans - an action plan or a care plan	416 (68%)	141 (23%)	31 (5%)	12 (2%)	14 (2%)	100

## 4. Financial analysis

Type	Budget line	Institution	Allocated budget	Number of cases	Paid financial support 2018	Difference allocated budget and paid support
State budget	1500.05.01 Budget Program „Child Protection through Transition from Institutional Care to Alternative Care in a Family Environment“	Ministry of labour and social policies				
	Total institutional expenses		9 688 100			
	Personnel		8 483 100			
	Operating costs		1 200 000			
	Capital expenditure		5 000			
	Administrative costs per budget line:					
	National telephone line for children - 116111		250 000			
	Council of Children and mission inspections in the country (planned and on alert)		300 000			
	Support offered under the Child Protection Act		8 635 000	3 359	7 528 794	13%
	Foster families under the Child Protection Act		1 470 000	138	1 341 156	9%
<b>TOTAL</b>			<b>20 343 100</b>			

Type	Budget line	Institution	Allocated budget	Amount of the individual financial support	Number of people supported	Total amount paid	Difference allocated budget and paid	Difference with 2017
State budget	1500.05.02 Budget Program „Supporting Families with Children“	Ministry of labour and social policy						
	Total institutional expenses		24 034 600					
	Personnel		21 034 600					
	Operating costs		3 000 000					
	Social payments:							
	One-time pregnancy support		2 100 000	150	10 813	1 622 550	23%	-13%
	One-time childbirth support		24 350 100	1 <sup>st</sup> child - 200; 2 <sup>nd</sup> - 600; 3 <sup>rd</sup> - 300; 4 <sup>th</sup> - 200	64 519	25 423 116	-4%	-2%
	One-time adoption support		175 000	250	466	109 950	37%	16%
	One-time support for raising twins		2 520 000	1200	2 075	2 408 603	4%	-2%
	One-time support for mothers (or adoptive mothers) studying in full-time higher education		1 440 000	2880	332	951 433	34%	-52%
	One-time support for pupils enrolled in first grade		11 500 000	250	35 544	8 846 561	23%	-8%
	One-time support for mothers who have many children for free travel by bus or train once a year		667 000		8 521	437 353	34%	-8%
	Monthly support for raising a child up to one year of age		18 960 000	100	13 641	16 412 814	13%	-2%
	Monthly support for raising a child up to the end of secondary education, but not after 20 years of age		345 866 900	1 child - 40; 2 - 90; 3 - 135; 4 - 145	392 161	314 139 654	9%	1%
	Monthly support for raising a child with permanent disability		161 104 000		26 623	170 816 806	-6%	6%
<b>TOTAL (institutional + social payments)</b>			<b>592 717 600</b>					
<b>TOTAL (social payments)</b>			<b>568 683 000</b>			<b>541 168 840</b>	<b>5%</b>	

Type	Budget line	Total	State	Municipal co-financing (0,02) or financing (0,6)	Residue 2017 (0,03)	Source of information and assumptions
Delegated budget to municipalities	Security and Defence:					Council of Ministers Decision No 286 on the adoption of standards for delegated by the state activities with natural and value indicators in 2018 Article 45 of Decree No 332 of 22 December 2017 on the Implementation of the State Budget of the Republic of Bulgaria for 2018
	Police, domestic order and security: Local Commission for Combating Juvenile Delinquency, prevention centres and cabinets for consultations, public educators	12 458 880	11 865 600	237 312	355 968	number 2060 standard 5760
	Police, domestic order and security: Child Pedagogic Rooms and District Police Inspectors					n/a
	Social Insurance, Assistance and Care - Specialized institutions for provision of social services:					
	Homes for children deprived of parental care	4 202 079	4 001 980	80 040	120 059	number 499 standard 8020
	Social Insurance, Assistance and Care function - Social services provided in the community:					
	Day care centres for children and / or adults with disabilities	31 152 744	29 669 280	593 386	890 078	number 4376 standard 6780
	Day care centre for children and / or adults with severe multiple disabilities	1 179 675	1 123 500	22 470	33 705	number 150 standard 7490
	Day Care Centre for Children with Disabilities - weekly care	974 757	928 340	18 567	27 850	number 133 standard 6980
	Centres for social rehabilitation and integration	14 480 550	13 791 000	275 820	413 730	number 4597 standard 3000
	Centres for Social Support	16 856 459	16 053 770	321 075	481 613	number 5129 standard 3130
	Social educational and vocational centres	845 250	805 000	16 100	24 150	number 125 standard 6440
	Protected home for people with intellectual disability	7 461 878	7 106 550	142 131	213 197	number 803 standard 8850
	Protected home for people with mental disorders	3 109 050	2 961 000	59 220	88 830	number 329 standard 9000
	Protected home for people with physical disabilities	1 190 322	1 133 640	22 673	34 009	number 141 standard 8040
	„Mother and Baby” Unit	714 893	680 850	13 617	20 426	number 85 standard 8010
	Centres for work with children in the street	3 195 108	3 042 960	60 859	91 289	number 409 standard 7440
	Crisis centres	2 650 725	2 524 500	50 490	75 735	number 275 standard 9180
	Family-type placement centre for children and youth without disabilities	18 220 965	17 353 300	347 066	520 599	number 1789 standard 9700
	Family-type placement centre for children and youth with disabilities with need for constant medical care	21 326 886	20 311 320	406 226	609 340	number 1754 standard 11580
Transitional accommodation	1 732 773	1 650 260	33 005	49 508	number 218 standard 7570	
Monthly assistance for students	1 626 768	1 626 768			number 4108 standard 33	
<b>TOTAL</b>		<b>141 752 993</b>				

Type	Budget line	Amount	Source of information and assumptions
<b>Municipal funding (own services)</b>	Sofia - Municipal Social Services	7 812 418	Source: Budget of Sofia Municipality <a href="https://www.sofia.bg/web/guest/2018-financial-year">https://www.sofia.bg/web/guest/2018-financial-year</a> The total funding of municipal social services is 13020697 The assumption is that at least 60% of the allocated municipal budget will be directed to services for children
	Varna - Municipal Social Services	4 285 735	Source: Budget of Varna Municipality <a href="https://www.varna.bg">https://www.varna.bg</a> The total funding of municipal social services is 7142892 The assumption is that at least 60% of the allocated municipal budget will be directed to services for children
	Varna - Programme for prevention of risk behaviour among children and youth	310 000	Source: Budget of Varna Municipality <a href="https://www.varna.bg">https://www.varna.bg</a>
	Plovdiv - Municipal Social Services	1 025 742	Source: Budget of Plovdiv Municipality <a href="https://www.plovdiv.bg/item/budget-and-finance/">https://www.plovdiv.bg/item/budget-and-finance/</a> The total funding of municipal social services is 1709570. The assumption is that at least 60% of the allocated municipal budget will be directed to services for children
<b>TOTAL</b>		<b>13 433 895</b>	

Type	Budget line	Amount	Source of information and assumptions
<b>European funding</b>	Operational programme „Regions in growth“ - Support for the deinstitutionalization of the child care	6 429 992	Source of information: <a href="http://2020.eufunds.bg/">http://2020.eufunds.bg/</a> Average annual amount from the total amount under the relevant priority. It is calculated on the basis of allocated budget.
	Operational programme „Human resources“ - Prevention of poverty and promotion of social inclusion		
	Services for early child development	5 425 548	
	Support for the deinstitutionalization of the child and youth care	426 274	
	Increase of the capacity of the employees in the child protection system, social services and social assistance	2 480 000	
	Foster care 2015	19 486 286	
	„Socio-economic integration of vulnerable groups. Integrated measures for improvement of the access to education“ - Component 1	2 872 616	
	Equal opportunities	671 422	
	Operational programme „Human resources“ - Modernization of the institutions in the field of social inclusion, health, equal opportunities, non-discrimination and labour conditions:		
	Capacity building of the employees in the field of child protection, social services and social assistance	1 520 000	
	Development of effective policies for compliance with child rights and participation in the mechanism for decision making	71 429	
	New standards for social services	246 211	
	Operational programme „Science and education for smart growth“ - Educational environment for active social inclusion:		
	Support for preschool education and preparation of children in unequal situation	2 484 273	
„Socio-economic integration of vulnerable groups. Integrated measures for improvement of the access to education“ - Component 1	2 211 683		
<b>TOTAL</b>		<b>44 325 733</b>	

Type	Budget line	Amount	Source of information and assumptions
<b>Donations</b>	SOS children's villages		Individual and corporate donations of the 5 biggest NGOs working on child protection. Data source: annual reports of the organisations for 2017 or 2016 (Karin dom).
	Individual donations	589 209	
	Corporate donations	1 442 013	
	Foundation „For our children“		
	Individual donations	111 000	
	Corporate donations	422 000	
	Cedar Foundation		
	Individual donations	215 289	
	Corporate donations	314 923	
	Karin Dom	946 000	
	Foundation Concordia Bulgaria		
	Concordia Social Projects	1 237 000	
	Donations	79 000	
<b>TOTAL</b>		<b>5 356 433</b>	

## 5. Terms of Reference

---

### TERMS OF REFERENCE

### FOR ANALYSIS OF THE CHILD PROTECTION SYSTEM IN BULGARIA

#### 1. BACKGROUND

The current model of the child protection system in Bulgaria is stipulated by the Child Protection Act, adopted in 2000. The Act defines “child protection” as a system of legislative, administrative and other measures to guarantee the rights of every child, includes 13 protection measures, child protection bodies and their responsibilities.

According to the Act the child protection bodies are: the Chairperson of the State Agency for Child Protection; the Minister of Labour and Social Policy, the Minister of Interior, the Minister of Education and Science, the Minister of Justice, the Minister of Foreign Affairs, the Minister of Culture, the Minister of Health and mayors of municipalities.

The main functions and direct implementation of child protection activities are assigned to two separate administrative bodies – the State Agency for Child Protection (SACP) and the Agency for Social Assistance (ASA) – an executive agency to the Minister of Labour and Social Policy.

The **State Agency for Child Protection** (SACP) was established on the January 1, 2001, under the Council of Ministers (CoM), authorized to carry out the following functions: management of, coordination of, and control in the area of child protection, management of national and regional programs, provision of methodological guidance to the Child Protection Departments, initiation of, and participation in the development of relevant legislation, control on the respect of the rights of children, maintenance of a national information system on the children at risk, licensing private service providers. SACP has 4 regional offices for monitoring the adherence to the standards for social services for children and the child rights.

The **Agency for Social Assistance** is an executive agency under the MLSP and has the following main responsibilities: administration of social benefits and family allowances for children, provision of social services, control over the adherence to the adopted criteria and standards for social services, issuing of decisions on the establishment and closure of the state-delegated social services, registration of legal entities and physical persons (registered under the Commercial Act<sup>3</sup>) as service providers. The ASA has structures at municipal and regional level. On the municipal level, there are The Directorates for Social Assistance (DSA) which have 3 departments – Social Protection, Integration of People with Disabilities and Child Protection. The Child Protection Departments are the specialized structures at the local level responsible for child protection. On the regional level, there are Regional Directorates for Social Assistance (RDSA), which are mandated to coordinate and control the activities of the DSA at their territory and manage the adoption and foster care panels. ASA has 147 DSA and CPDs in them. As of 28.02.2018 in the CPDs there are 889 people in the following positions - “head of CPD”, “chief social worker”, “chief expert-psychologist”, “senior expert-psychologist”, “junior expert-psychologist”, “jurisconsult”, “chief jurisconsult”, and “social worker”. CPDs have the main responsibilities for case management of cases of children at risk and implementation of protection measures under the CPA, including placement outside the birth family.

The rest of the child protection bodies have more limited responsibilities for direct support to children. They all jointly develop and participate in the implementation of the national child protection policy.

3 Commercial Act, 1991.

The individual responsibilities are set as follows.

**Ministry of Labour and Social Policy:**

- manages, coordinates and controls the implementation of the social policy of the state in the sphere of children and family;
- supports and encourages the cooperation with the civil organizations with the purpose of active involvement in the process of preparation, implementation and monitoring of the policy on child protection;
- manages, coordinates and controls the activities related to encouragement and support of responsible parenthood;
- manages, coordinates and controls the preparation of draft legislation acts, strategies, programmes, action plans and reports in the sphere of demographic policy, family and children;

**Ministry of Interior:**

- provides police protection of children by the specialized bodies of the Ministry;
- takes part in the exercising of control over the specialized protection of children in public places;
- carries out control of children crossing Bulgarian state borders;

**Ministry of Education and Science:**

- ensures the safety of children in state schools and kindergartens in the system of pre-school and school education;
- ensures the cooperation with the managing bodies of the specialized institutions via the regional educational administrations in the sphere of residential type services in order to specify the educational needs of every child and to provide proper training;
- carries out activities related to prevention and solving the problems of students who do not attend classes;
- takes part in the provision special protection of gifted children;

**Ministry of Justice:**

- supervises the activities related to international adoption according to the Family Code, and perform the functions assigned to the Ministry of Justice as a central body in the sphere of international conventions in the field of international adoption and child protection;
- ensures the safety of children serving imprisonment sentence at reformatories, residing in prisons or prison premises or who have been detained at prosecution arrests;
- undertakes actions in order to research the opportunities of offering and concluding bilateral agreements with Members States – parties to the Hague Convention on Protection of Children and Co-operation in Respect of Intercountry Adoption, regarding international adoption of children with health problems or specific needs;

**Ministry of Foreign Affairs:**

- ensures the protection of the rights and interests of children – Bulgarian citizens outside the state;
- takes part in the performance of the obligations of the Republic of Bulgaria to other states and international organizations in the sphere of children's rights and in the control over their fulfillment;
- coordinates and takes part in the preparation, conducting and implementation of international agreements in the field of children's rights;



**Ministry of Culture:**

- is engaged in the identification, support and training of gifted children in the sphere of culture;
- conducts policy on protection and development of culture, supporting the mental, spiritual, moral and social development of children;
- ensures the safety of children at schools and the other organizational units in the system of the Ministry of Culture;

**Ministry of Health:**

- supervises the provision of accessible and quality medical care, giving priority to children, pregnant women and mothers of children up to one year of age;
- supervises the activities carried out by the medical and social care centres;
- manages and supervises the activities related to protection of children's health in order to provide the highest possible health standard for the state;

**Mayors of municipalities:**

- ensure the implementation of state policy on child protection in the municipality and coordinate the child protection activities on a regional level;
- ensure the safety of children in municipal schools, kindergartens and personal development support centers;
- undertake measures for safety of children in the structures and units on the territory of the respective municipality;
- support and encourage the cooperation with civil organizations on a local level with the purpose of including them actively in the process of preparation, implementation and monitoring of a child protection policy.

A Coordination Mechanism for protection of children at risk was signed in 2010 to strengthen the cooperation between the child protection bodies between MLSP, MoI, MES, MoJ, MoFA, MoC, MoH, SACP, ASA and the Association of Municipalities in Bulgaria.

In 2017, the total number of cases managed by social workers from the CPDs in the country is 34,768. CPDs also worked on 33,361 signals received for children at risk. In 2017, social workers evaluated a total number of 900 candidates for foster parents and prospective adoptive parents. In the same year, CPDs were involved in 18,595 court proceedings related to rights and interests of children, without cases managed by the CPDs. As of December 2017, the total number of cases of prevention of abandonment managed by social workers from CPDs is 3,943 and the total number of reintegration cases is 1,627.

The main goals of the child protection policies since 2000 have been de-institutionalization and protection of children from violence.

In line with the ambitious National Strategy for Vision for Deinstitutionalization (2010 – 2025) Bulgaria achieved significant progress in ensuring the right of the child to live in a family environment. The number of children in specialized residential institutions dropped from 7,587 in 2010 to 900 as of December 31<sup>st</sup>, 2017. The rate and number of children below the age of 3 in institutional care has been drastically reduced and their number was 368 as of 31 December 2017.

The number of community-based services for children and families has increased from 241 in 2010 to 607 in 2018. The number of foster families has increased ten-fold since 2010 – from only 221 children in foster care and to a network of 2,426 foster families with 2,320 children

placed in them as of December 2017. The number of small group homes has increased from 48 in 2010 to 276 as of January 2018.

Since the adoption of the Child Protection Act, Bulgaria started building a nation-wide child protection system, which also addresses issues related to prevention, identification and response to violence against children. Progress has been made with regard to knowledge generation; development and implementation of prevention programmes and services; raising sensitivity and awareness; coordination and referral mechanisms; specialized services for children victims of violence and abuse; monitoring and inspection system.

The most recent policy documents acknowledge the progress on both objectives and identify the insufficient capacity of the child protection system as a major challenge and priority action. The *Up-dated Action Plan for the Implementation of the Vision for De-institutionalization* states that the assessment of the capacity of the system is not sufficient - on the one hand, the efforts of the protection bodies for the accurate application of the legislation and the better results for the children are visible, and on the other hand - the workload of the social workers is very high, the standards of work are inadequate in terms of material conditions and available financial resources, , poor cooperation with other protection bodies and involved institutions and organizations.

One of the main objectives of the 2017 National Programme for Prevention of Violence and Abuse of Children is as well to enhance the capacity of the professionals working with children and improvement of the interinstitutional cooperation and coordination. There is also evidence for a growing public non-satisfaction with the ability of the system to prevent risks, provide efficient support to parents, act in a child-friendly manner.

The policy objectives states in the above mentioned the two strategic documents come as a result of more than 10 years of research and proposals made by experts, NGOs, UNICEF and own Government documents. The new Country Programme between UNICEF and the Government of Bulgaria for the period 2018 – 2022 has also identified the strengthening of the capacity of the child protection system as a priority in view of the continuing support to the child care reform and the prevention and response to violence against children. Ministry of Labour and Social Policy requested UNICEF to provide support for conducting an analysis of the child protection system against the most recent EU and international documents and standards in the area.

In the past years, several studies have partially addressed the same research questions. The majority of studies were carried out in the period 2005 – 2011 and assessed the capacity of the child protection departments. There is little analysis, however, on cross-sectoral and inter-agency cooperation and the involvement of all child protection bodies. The majority of studies focused on the institutional structures and mechanisms, but the human relationship aspect of child protection was less reviewed.

One group of studies and analytical documents are related to the process of de-institutionalization and the role and capacity of child protection departments and other child protection bodies to act in the best interest of the child.<sup>4</sup>

Another main group of studies and documents are on the national capacity to protect children from violence. These studies cover more systems and in addition to child protection departments also look into the educational, health, police and justice structures and their capacity to

4 For example see: <http://nmd.bg/analiz-na-zakonodatelstvoto-politikite-i-praktikite-v-balgariya-po-otnoshenie-pravata-na-detsata/>, <https://www.unicef.bg/bg/article/Otsenka-na-proekt-Semeystvo-za-vsyako-dete-v-oblast-Shumen-Balgariya/1232>, [https://www.unicef.bg/assets/PDFs/De\\_I\\_Review\\_Report\\_BG\\_small.pdf](https://www.unicef.bg/assets/PDFs/De_I_Review_Report_BG_small.pdf), <http://di-dete.bg/istoria-i-znanie/analitichni-dokumenti/>, <http://di-dete.bg/istoria-i-znanie/bulgarski-opit/>, [https://lumos.contentfiles.net/media/assets/file/Lumos\\_Social\\_Worker\\_Report.pdf?](https://lumos.contentfiles.net/media/assets/file/Lumos_Social_Worker_Report.pdf?).

provide effective protection and redress to children.<sup>5</sup>

There are also some analyses of the capacity of the child protection departments and the Agency for Social Assistance.<sup>6</sup>

## 2. PURPOSE AND SCOPE OF THE RESEARCH

The main purpose of the assignment is to conduct an analysis of the child protection system in Bulgaria and, more specifically, its ability to provide effective protection and support to children, to be child-centered and rights-based, and aligned to the contemporary international and professional standards.

The analysis will focus on the following key research questions:

- Do the national policies and stakeholders in the country share a common view on the underlying philosophy, objectives and principles of the child protection system and what are they; what are the factors that determine them (e.g. scientific evidence and knowledge, international standards, perceived social norms, individual attitudes, etc.)
- How effective and efficient is the child protection system in Bulgaria? Do the structure, management and coordination mechanisms, resource availability, create enabling environment for duty bearers to provide protection to vulnerable children and meet the national policy goals;
- What are the results, effects and impact of the system? Is there a well-functioning case management practice across the system?
- How does the system build, value and promote professional expertise and the quality of relationship between professionals and clients? To what extent the work of the child protection professionals is based and influenced by learning and research? How well is their work regulated? Is there room for innovation, flexibility and personal initiative, how are professionals supported to develop professionally and personally, how is methodological supervision and support provided?
- Is the system child and client centered? Are children and parents recognized as rights-holders, how do they participate in the procedures and actions undertaken by the professionals and the decision-making processes, what is the balance between empowerment and protection?

Additional sub-questions are included as Annex 2 to these ToR. The key questions need to be elaborated in more detail in the proposal of the applicants and the Inception Report.

The analysis will be carried out against the UNDG criteria for relevance, effectiveness, efficiency, impact and sustainability and the 10 main principles underpinning a modern integrated child protection system adopted by 9<sup>th</sup> European Forum on Child Rights in 2015<sup>7</sup>:

- Every child is recognized, respected and protected as a rights holder, with non-negotiable rights to protection.
- No child is discriminated against.
- Child protection systems include prevention measures.

5 For examples see: <https://www.unicef.bg/bg/article/Analiz-i-otsenka-na-natsionalnoto-zakonodatelstvo-vav-vrazka-s-preventsivata-razpoznavaneto-dokladvaneto-otgovora-i-interventsiite-ot-strana-na-institutsiite-spramo-detsa-postradali-ot-nasilie-v-Balgariya/1302>, <https://www.unicef.bg/bg/article/Chuvstvitelnost-na-sistemata-za-ustanovyavane-registrirane-i-saobshtavane-za-sluchai-na-nasilie-nad-detsa-v-Balgariya/393>, <https://sapi.bg/bg/book/izsledvane-po-proekt-seksualno-nasilie-nad-deca-ot-institucii>, <https://sapi.bg.org/123-sapi/index.php/bg/library?page=8>,

6 <http://www.strategy.bg/Publications/View.aspx?lang=bg-BG&categoryId=&id=234&y=&m=>, Functional Analysis and Capacity Evaluation of Social Assistance Regional Directorates and Child Protection Departments, UNICEF 2007

7 [https://ec.europa.eu/anti-trafficking/9th-european-forum-rights-child\\_en](https://ec.europa.eu/anti-trafficking/9th-european-forum-rights-child_en).

- Families are supported in their role as primary caregivers.
- Society is aware and supportive of the child's right to freedom from all forms of violence.
- Child protection systems ensure adequate care, including:
  - standards, indicators and systems of monitoring and evaluation
  - child safeguarding policies and reporting mechanisms for organizations working with children
  - certification and training for all professionals working for and with children.
- Child protection systems have transnational and cross-border mechanisms in place.
- No child should be without the support and protection of a legal guardian or other responsible adult or competent public body at any time.
- Training on identification of risks is given to teachers, health sector professionals, and social workers.
- Safe, well-publicised, confidential and accessible reporting mechanisms are in place.

The analysis should take into account the progress made by Bulgaria since the adoption of the Child Protection Act in 2000 and formulate key recommendations for the strengthening of the child protection system.

The analysis will inform the Government (in particular the Ministry of Labour and Social Policy, the State Agency for Child Protection, the Agency for Social Assistance, the child protection bodies) and NGOs in their efforts to strengthen the child protection system. It will also inform the UNICEF support to the Government.

The study will be national in scope. Administrative data will cover the whole country. The interviews and focus groups will take place in up to 4 regions of the country to be proposed by the research team and agreed with UNICEF and the Ministry of Labour and Social Policy.

### 3. METHODOLOGY

The company will employ methods for primary and secondary data collection and analysis that include:

- Desk review of the policy and legislative framework (including primary and secondary legislation, guidelines and internal instructions, important draft legislation), available research, studies and data<sup>8</sup>.
- Analysis of administrative data, collected by the different child protection bodies and data from the national information system under the Child Protection Act. Main data sources: Agency for Social Assistance, State Agency for Child Protection, municipal authorities, Ministry of Interior, Ministry of Justice;
- Interviews and focus groups with clients of the child protection system – children and parents. Approximately 25-30 interviews with children (above 10 years), 8-10 focus groups with children (above 10 years) and 25-30 interviews with parents and 8-10 focus groups with parents should be conducted. The selection of children and parents to be included should be based on the following criteria: to correspond to main typology of cases addressed by the child protection system; age; gender; disability; ethnic and social background;
- Interviews and focus groups with policy makers, national and local authorities, professionals from media and other social influencers, NGOs, academia, experts, community leaders. Approximately 20-25 interviews and 4-6 focus groups;

<sup>8</sup> A non-exhaustive list of strategic documents, legislation and publications is available as Annex A

- Interviews and focus groups with employees of the different child protection bodies with a particular focus on social workers from the Child Protection Departments. Approximately 35-40 interviews and 6-10 focus groups;
- 3-5 Case studies illustrating success and failures of the child protection system to provide protection to children. The criteria for selection of case studies will be proposed by the Consultant. The selection of case studies will be done jointly between the Consultant, UNICEF and MLSP.

Interviews and focus groups under pp. c, d, e and f should be organized in up to 4 regions of the country. In each region, the team may choose a combination of urban and rural settlements. Regions need to be proposed by the research team and include regions with different size, location, economic situation, ethnic and demographic structure.

No quantitative methods are requested because UNICEF recently launched a national study on violence against children that will include representative studies with adults, children and professionals. They will collect information on prevalence of violence, knowledge, attitudes and practices for violence against children. Given the similarity of the 2 studies and the possible research fatigue, the assessment of the child protection system will apply only qualitative methods.

As the quantitative information will be based on administrative data already available, there will be certain limitations related to the availability and reliability of data for different years.

Although the analysis will be highly contextual to Bulgarian child protection system, it may be expected that main conclusions may be relevant for other countries with similar child care background, in particular, with regards to the role of social workers.

The study will be conducted in partnership with Ministry of Labour and Social Policy and consulted with Ministry of Education, Ministry of Interior, Ministry of Justice, Ministry of Health, Ministry of Finance, Ministry of Culture, State Agency for Child Protection, Agency for Social Assistance, the Supreme Prosecutor's Office of Cassation, and NGOs. They will review the research methodology, advice on data collection, review the analytical report and recommendations.

The study needs to comply with UNICEF Procedure for Ethical Standards in Research, Evaluation and Data Collection and Analysis (Annex 4). An external ethical review will be performed based on an ethical review checklist (Annex 5) of Inception Report and research tools and the draft report. The ethical review will be managed by UNICEF in order to obtain regional Institutional Review Board approval to ensure that key standards of objectivity and impartiality are met, and that measures are in place to guarantee the dignity, rights and well-being of research participants, and the safety of participants and researchers. In the case of particularly sensitive issues (such as violence against children, issues related to gender and to specific human rights) specific considerations should be included in the Inception Report and UNICEF's guidance on children in research and WHO's guidance on violence research should be consulted.

As this study will involve primary data collection and sensitive analysis of secondary data it should follow the above mentioned ethical standards.

It is necessary to:

- Prevent direct harm to individual participants, their families and wider community groups;
- Ensure informed consent by all participants;
- Ensure the privacy and confidentiality of the subjects.

The research will involve primary data collection with clients of the child protection system – children and parents – and may be expected to bear risks related to raising their expecta-

tions for improved support or resolution of issues, as well as discussing sensitive topics and reliving traumatic experiences. The research organization needs to consider those issues in its approach and propose mitigation measures. The consent for participation in the study of all parents and children should be explicitly requested.

Awareness and mitigation strategies to address ethical issues as well as gender or human rights perspective arising from the study will need to be directly addressed in the proposal of the applicants and the subsequent Inception Report.

#### 4. SPECIFIC ACTIVITIES TO BE COMPLETED TO ACHIEVE THE OBJECTIVES:

The company will have to implement the following major tasks:

- Develop a detailed methodology covering research object and subjects, theoretical framework, hypothesis, data collection methods, analytical methods. The methodology will contain an ethics section where potential ethical risks will be presented, along with mitigation strategies, it will also present and justify the sampling and contain the data collection instruments.
- Organize and conduct testing of data collection instruments.
- Conduct desk review of the legislative framework, including important draft legislation, relevant researches and data.
- Collect and process administrative data.
- Organize and conduct interviews, focus groups and other data collection.
- Develop a draft analytical report on the basis of the collected data;
- On the basis of findings and conclusions develop recommendations for further strengthening and development of the child protection system, including different options institutional changes, change in organizational culture, development of professionals, strengthening the case management approach, strengthening the coordination between child protection actors, key indicators for assessing the effectiveness and efficiency of the child protection system, guaranteeing the rights of the child, strengthening the prevention of risks, etc. The recommendations should be backed up by an assessment of their potential effects, analysis of benefits and risks, cost estimates.
- Finalization of the report upon conducting validation meetings and incorporation of agreed comments, changes, amendments from the national stakeholders;
- Presentation of the outcomes of the analysis to key stakeholders.

## 5. SPECIFIC OUTPUTS WITH SPECIFIC DELIVERY DATES

The expected deliverables of the contract are described below. Deliverables should be submitted in English.

DEADLINE	DELIVERABLE
<b>A</b> (1 month after contract signing)	<b>Inception report (IR)</b> including: <ul style="list-style-type: none"> <li>• Introduction containing a short description of the purpose of the IR; emerging issues that have arisen during the inception phase (if applicable); basic elements in the opening pages (acronyms, table of contents, commissioning organisation) and key activities undertaken for its preparation</li> <li>• Context and description of the object of the study</li> <li>• Purpose, objectives and intended use of the study</li> <li>• Proposed methodology - presentation of methodological approach and rationale for choosing specific methods (in data collection, data analysis and reporting), describing ethical considerations.</li> <li>• Limitations of the methodology, along with mitigation strategies</li> <li>• Proposed work plan and timeline, with specific description of the role of each member of the consultancy team and deadlines for data collection</li> <li>• Data collection instruments (e.g. questionnaires, guides, templates) for all proposed elements of the study.</li> <li>• Annotated outline of the study</li> <li>• Outline of the potential ethical issues and mitigation strategies</li> <li>• Literature review</li> </ul>
<b>B</b> (40 days after the approval of the data collection tools)	Data collection
<b>C</b> (1 month after the completion of the data collection phase)	Draft analytical report
<b>D</b> (15 working days after the completion of the validation meetings and receiving feedback on the draft report)	Finalised report with an Executive Summary in UNICEF format and ppt presentation of the study findings, conclusions and recommendations.
<b>E</b>	Presentation of the outcomes of the study to key stakeholders at least 2 events

## 6. QUALIFICATIONS AND/OR SPECIALIZED KNOWLEDGE/EXPERIENCE REQUIRED

The RFP is open to companies, NGOs, research institutes.

The selected organization will propose a team comprising of the following experts at minimum:

### Senior consultant (international or national) – Team Leader

- Experience in social and policy research, institutional analysis, research with quantitative and qualitative methods;
- Academic qualifications (at least Master's degree) in social sciences or related field;
- Credible expert with more than 8-10 years of experience in different country contexts;

- Ability to work independently;
- Strong analytical and writing skills, capacity to synthesize, structure and clarify complex issues. Critical and nuanced thinking;
- Proven team leading skills;
- Excellent communication and report writing in English and/or Bulgarian;
- Knowledge of Bulgaria and the region and experience in Bulgaria is a strong asset.

## 2 Research consultants (international or national) – experts in social work and child protection

- Experience in the field related to child protection and social work;
- Experience in social and policy research;
- Academic qualifications (at least Master's degree) in social sciences or related field;
- Credible expert with more than 5-7 years of experience in different country contexts;
- Ability to work independently;
- Strong analytical and writing skills, capacity to synthesize, structure and clarify complex issues. Critical and nuanced thinking;
- Excellent communication and report writing in English and/or Bulgarian;
- Knowledge of Bulgaria and the region and experience in Bulgaria is a strong asset.

### National research consultant on management (national)

- Experience in social and policy research, institutional assessments;
- Experience in institutional development, reform of public systems and/or management of transition processes;
- Academic qualifications (at least Master's degree) in social sciences or related field;
- Credible expert with more than 5-7 years of experience in different country contexts or international projects;
- Ability to work independently;
- Strong analytical and writing skills, capacity to synthesize, structure and clarify complex issues. Critical and nuanced thinking;
- Excellent communication and report writing.

### National research consultant on public finance

- Experience in social and policy research, institutional assessments, public finance analysis;
- Experience in public finance management;
- Academic qualifications (at least Master's degree) in finances or related field;
- Credible expert with more than 5-7 years of experience in different country contexts or international projects;
- Ability to work independently;
- Strong analytical and writing skills, capacity to synthesize, structure and clarify complex issues. Critical and nuanced thinking;
- Excellent communication and report writing.

### National legal research consultant

- Experience in social and policy research, institutional assessments, analysis of legislation;
- Academic qualifications (at least Master's degree) in law;



- Credible expert with more than 5-7 years of experience in different country contexts or international projects;
- Ability to work independently;
- Strong analytical and writing skills, capacity to synthesize, structure and clarify complex issues. Critical and nuanced thinking;
- Excellent communication and report writing.

At least one among the Team Leader or the Research Consultants (social work or child protection experts) should be international.

The applicants will be evaluated against the following criteria:

- Organizational expertise and previous experience in institutional assessments and analysis, studies and research, policy analysis;
- Organizational expertise and previous experience in the areas of social policy, child protection, and child rights;
- Proposed methodological approach and responsiveness to ToR;
- Qualifications and experience of the proposed team.

## 7. TIMEFRAME AND DURATION

The overall duration of the analysis is expected to be 8-9 months and consist of the following activities:

Activity	Responsibility	Deadline
Selection of a company - research organization	UNICEF	10 July 2018
Inception report	Research organization	10 August 2018
Review of the inception report and provision of comments	UNICEF and partners	31 August 2018
Revision of inception report	Research organization	20 September 2018
Data collection	Research organization	20 November 2018
Draft analytical report	Research organization	5 January 2019
Feedback on the draft analytical report	UNICEF and partners	25 January 2019
Validation meetings	Research organization, UNICEF and partners	15 February 2019
Final analytical report	Research organization	20 March 2019
Dissemination and advocacy events	UNICEF, partners, research organization	March – May 2019

It is estimated that 180-200 man/days will be needed for the whole assignment.

## 8. COMMUNICATION AND DISSEMINATION

At least 2 validation meetings with stakeholders at national and local level will be organized before the finalization of the report.

The final report will be available on UNICEF web-site. The MLSP with support from UNICEF will develop a plan for preparing a road map for strengthening the capacity of the child protection system to include public and professional events.

UNICEF staff members, consultants, contractors and partners will follow the GUIDANCE ON EXTERNAL ACADEMIC PUBLISHING (January 2017) when engaging in external academic publishing, whether in print or digital form, of the final Research Study Report.

## 9. SUPERVISION AND WORK ARRANGEMENTS

The selected organization will work under the direct supervision of UNICEF Child Protection Specialist. It will work/consult on a frequent basis with UNICEF Local Services Officer, Access to Justice Officer, Policy and Knowledge Coordinator, Child Rights Monitoring Specialist, ECD Officer, and Education Officer.

The study will be conducted in partnership with Ministry of Labour and Social Policy and consulted with Ministry of Education, Ministry of Interior, Ministry of Justice, Ministry of Health, Ministry of Finance, Ministry of Culture, State Agency for Child Protection, Agency for Social Assistance, the Supreme Prosecutor's Office of Cassation, and NGOs. They will review the research methodology, advice on data collection, review the analytical report and recommendations.

UNICEF and counterparts will support the collection of data and provide information for the preparation of the meetings and data collection visits. It will be the responsibility of the Consultant, however, to organize them.

The organization needs to clearly identify mechanisms for recording and reporting of suspected adverse events; data handling and record keeping; quality control and risk management.

UNICEF should be informed at a regular basis about the work development and will validate all steps of the process. UNICEF will approve the final product.

## ANNEXES

- Annex 1 - A Non-Exhaustive List of Strategic Documents, Legislation and Publications
- Annex 2 - Research sub-questions
- Annex 3 - Research/Study Report - Quality Review Checklist (In English, attached separately)
- Annex 4 - UNICEF procedure for ethical standards in research, evaluation, data collection and analysis
- Annex 5 - Criteria for Ethical Review Checklist

## Annex 2

---

### Research sub-questions

- How are **national and local child protection policies** developed – are they evidence-based, how do stakeholders participate, how do they define expected results and action plan for achievement, how resources are planned and provided, how are they monitored and evaluated, and how are corrective actions identified. How are the child protection strategies implemented and what are their results?
- Is the **legislation, including secondary and internal regulations and instructions**, in line with the relevant international standards and the needs of children and families? Does it provide mechanisms for effective protection and support? Are they well synchronized?
- To review the **data collection system** – does it include information needed for policy making; how is access to information regulated and guaranteed; what are the mechanisms for ensuring completeness, reliability and up-to-date.
- What is the **current spending** on child protection in the country? Are the levels and mechanisms of financing effective and efficient?
- To assess the role and capacity of the **State Agency for Child Protection** – what are the prescribed and actual roles and functions, capacity for fulfilment of prescribed roles, achieved results;
- To assess the role, functions, authority, capacity of the central administration of the **Agency for Social Assistance** for management, provision of methodological guidance and support, monitoring, supervision and inspection of the Child Protection Departments;
- To analyze the roles of **SACP and ASA** vis-à-vis each other: complementation vs. duplication;
- To study and assess the **organizational capacity, culture and practices in the structures of the Agency for Social Assistance** – number of Child Protection Departments and employed staff, functions and responsibilities under different laws, work load (disaggregated by types of activities), remuneration packages, competency requirements for staff, recruitment process, work conditions, retention and turnover, resources available to social workers, induction and continuous training, supervision and support;
- To study and assess the organizational capacity, culture and practices in the structures of the Agency for Social Assistance **to recognize children belonging to especially vulnerable groups**, in particular children who have committed status offences, children under the minimum age of criminal responsibility who have committed criminal offence, unaccompanied refugee and migrant children as children at risk and provide child-centred and needs-based support and protection;
- To project the effect of the planned **juvenile justice reform** on the child protection system and the required capacity strengthening interventions;
- To study the functions and capacities of **local authorities** in their roles of duty-bearer, child protection body and a service provider;
- To assess the existing **coordination mechanisms/cooperation protocols** – provisions, implementation and monitoring mechanisms;
- How are the **child protection measures** applied – frequency of usage of different measures, outcomes for the clients;

- How the child protection bodies work on **prevention** – how is prevention and risks for children defined, are the professionals able to identify children and parents at risk, what activities are implemented, are they adequate to the needs of children and families, does the system have sufficient resources;
- What is the **profile of the professionals** in the child protection bodies – gender, age, educational level, knowledge, attitudes and skills in the area of child protection.
- What is the **profile of the clients** of the child protection system – number, territorial distribution, socio-demographic characteristics, reasons for being in contact with the child protection system. What are the risks addressed by the system;
- To study the **opinions of the clients of the child protection system** - children and adults – on topics like involvement in the decision making process, adequacy and timeliness of reaction and support, results, relationship with professionals, application of individual approach, adequacy and person-centred procedures, quality of services and support;
- Do the **mechanisms for monitoring, inspection and control** provide adequate information on the quality of services and care for children? Do the mechanisms support quality enhancement and development?

## 6. Questions Codes and Research questions

Adapted and restructured questions as agreed in the Inception Report (October 2018)

### 6.1. Legal and policy framework

A. International Standards	
A.1	Is the legislation, including secondary and internal regulations and instructions, in line with the respective international standards and the needs of children and families?
A.2.1	Do the Child Protection Act (CPA 2013) and the Regulations for the Implementation of the CPA from 2003 protect children from all forms of violence according to art. 19 of the CRC?
A.2.2	In particular: do they define and identify responsibilities of care givers and care settings?
A.2.3	Do they mandate all appropriate legislative, administrative, social and educational measures to protect children from violence?
A.2.4	Do they establish a holistic child protection system that set the framework, coordination and infrastructure for the provision of comprehensive and integrated measures?
A.3.1	Do the Social Assistance Act (SAA) and the Regulations for its Implementation establish social services that are child centred, assess and act on children's best interests and have procedures to consult with children of different ages?
A.3.2	Do they establish minimum standards for child protection institutions, their independent monitoring and supervision and complaint mechanisms for children and parents?
A.3.3	Do they establish and enforce specific curriculum and training on child protection for social workers?
A.4.1	Does the Family Code from 2009 establish obligations for the state to support parents in their child rearing role?
A.4.2	Does it protect children from unnecessary separation of children from their biological parents, unless it is in their best interests?
A.4.3	Does it establish common parental responsibilities for fathers and mothers?
A.4.4	Does it regulate adoption according to the Convention on the Rights of the Child?
A.4.5	Does it establish and enforce 18 years as the minimum age for marriage for both boys and girls?
A.5.1	Has the National Strategy for Children (2008-2018) included the principles of non-discrimination, best interests of the child, the right to be heard and the right to life, survival and development as foreseen in the Convention on the Rights of the Child?
A.5.2	How have they been operationalized, implemented and measured?
A.5.3	Have children been consulted and involved in its formulation?
A.5.4	Have children been involved in the final evaluation?
A.5.5	What are the key issues identified in the 2008-2018 strategy evaluation and to what extent are they taken into account in the new National Strategy for Children that is under development?

A. International Standards	
A.6.1	Has the National Strategy for Vision for Deinstitutionalisation 2010-2025 operationalized the principles of necessity and appropriateness included in the guidelines for the alternative care of children?
A.6.2	How has it done this?
A.6.3	Is there a mid-term review to ensure that the measures to operationalize the principles are being implemented?
A.7.1	Is the National Programme for Prevention of violence and abuse of children (2017-2021) based on evidence (data and effective interventions)?
A.7.2	Does it foresee concrete actions for the implementation of the legal ban of corporal punishment (included in both the Child Protection Act and in the Family Code)?
A.7.3	Has the programme foreseen the prevention and combatting of sexual abuse of children?
A.8.1	Is the juvenile justice system based on principles of rehabilitation and restoration?
A.8.2	Does it apply diversion measures, non-custodial sentencing and use deprivation of liberty as a last resort?
A.8.3	Does the system also protect child victims and witnesses of crime?
Competences and roles	
A.9	What are the primary and secondary legal provisions that clearly establish roles and responsibilities of different sectors from prevention to response to child protection concerns for <b>health</b> (i.e. home visitation, specialised services for sexual abuse, special services for drug addiction and alcohol consumption)?
A.10	What are the primary and secondary legal provisions that clearly establish roles and responsibilities of different sectors from prevention to response to child protection concerns for <b>education</b> (i.e. parenting programmes, awareness raising on online risks, etc.)?
A.11	What are the primary and secondary legal provisions that clearly establish roles and responsibilities of different sectors from prevention to response to child protection concerns for <b>social protection</b> (i.e. conditional cash transfers, financial support to vulnerable families, etc.)?
A.12	What are the primary and secondary legal provisions that clearly establish roles and responsibilities of different sectors from prevention to response to child protection concerns for <b>access to social services</b> ?
A.13	What are the primary and secondary legal provisions that clearly establish roles and responsibilities of different sectors from prevention to response to child protection concerns for <b>justice and law enforcement</b> (i.e. legal aid, child friendly interviews, diversion schemes, etc.)?
A.14	What are the primary and secondary legal provisions that clearly establish roles and responsibilities of different sectors from prevention to response to child protection concerns for <b>child protection</b> (i.e. community outreach, identification, referral and psycho-social support, etc.)?
Coordination	
A.15.1	Are the current national and local level coordination mechanisms effective? (These include relevant stakeholders, adopt adequate programmes and decisions, and contribute to positive change).
A.15.2	What are the accountability mechanisms to ensure that the coordination is effective?

Monitoring and evaluation	
<b>A.16.1</b>	Are the current methodologies for case handling, monitoring indicators for child protection services, thematic and specific inspections by SACP, control mechanisms by the General Directorate for Social Assistance or the Inspectorate at ASA, and any other tools and systems of monitoring and evaluation child protection policies effective?
<b>A.16.2</b>	How do they inform policy making?
Participation	
<b>A.17.1</b>	At state level, are the present institutional mechanisms to consult families and children, such as the Council of Children, sufficient and effective in contributing to the formation of public policies?
<b>A.17.2</b>	Are the opinions of users systematically encouraged, recorded and taken into consideration for service improvement?
<b>A.17.3</b>	Are they included in the monitoring processes of the implementation of those policies?
<b>A.18.1</b>	At local or regional level, are the present institutional mechanisms to consult families and children sufficient and effective for them to propose concrete services and their provision, as well as taking part in monitoring their performance?

## 6.2. Structure (system level)

<b>B.1.1</b>	Does the mandate of the State Agency for Child Protection (SACP) match with its capacity?
<b>B.1.2</b>	Does the mandate of the State Agency for Child Protection (SACP) match with its results?
<b>B.2.1</b>	Is the staffing and structure of the Agency for Social Assistance (ASA) effective to deliver operative child protection services?
<b>B.2.2</b>	Is there an effective case management?
<b>B.3</b>	Are SACP and ASA complementing each other's mandate and work or do they duplicate?
<b>B.4</b>	What coordination mechanisms and cooperation protocols, including provisions, implementation and monitoring mechanisms exist both horizontally (between sectors) and vertically (ministries-mayors)?
<b>B.5</b>	What are the gaps identified by the SACP 's Assessment of their effectiveness?
<b>B.6.1</b>	Specifically in the area of children in conflict with the law, how functional in terms of guaranteeing the rights of the child is cooperation between the judiciary, law enforcement authorities and public service provision in social services, education and others sectors?
<b>B.6.2</b>	How operative is the Central Commission for combatting anti-social behaviour and the respective local Commissions?
<b>B.7.1</b>	Which administrative level is best to undertake which task?
<b>B.7.2</b>	What is the relation between the public office and private service providers, both Third Sector, social economy and for-profit?
<b>B.8</b>	What are the functions and capacities of local authorities in their roles of duty-bearer, child protection body and a service provider and how do they integrate with national policies and the oversight structures of the state administration.
<b>B.9</b>	Are oversight and control mechanisms and capacity by ASA and SACP sufficient and implemented effectively?
<b>B.10.1</b>	How are the objectives of the deinstitutionalization strategy put into reality?
<b>B.10.2</b>	How are the objectives of the national programme for prevention of violence against children and child abuse put into reality?
<b>B.11</b>	Are the levels of current spending on child protection and mechanisms of financing effective and efficient?

### 6.3. Prevention and response services

The process flow of service provision, the tools for case management and its usage	
<b>C.1.1</b>	How are the child protection strategies implemented at the level of service point, including social services and other actors (health, education, justice)?
<b>C.1.2</b>	What are their results?
<b>C.2</b>	What is the organizational capacity, culture, practices and processes of the Agency for Social Assistance (ASA) to direct, guide, support and supervise Child Protection Departments?
<b>C.3</b>	How do social workers cooperate with other services (education, police, judiciaries etc.)?
<b>C.4</b>	How are the child protection measures applied (frequency of usage of different measures, outcomes for the clients)?
The orientation towards prevention	
<b>C.5</b>	How is a preventive approach translated into staff profiles, protocols and resources?
<b>C.6</b>	How the child protection bodies work on prevention – how is prevention and risks for children defined, are the professionals able to identify children and parents at risk, what activities are implemented, are they adequate to the needs of children and families, does the system have sufficient resources?
The orientation towards groups in vulnerable situations	
<b>C.7</b>	How are children who belong to vulnerable groups included in mainstream provision and targeted with special programmes?
<b>C.8</b>	How do the existing coordination mechanisms/cooperation protocols (provisions, implementation and monitoring mechanisms) ensure that vulnerable groups are included in mainstream service provision?



## 6.4. Social work force

<b>D.1</b>	To what extent does the profile and the geographic distribution of the professionals in the child protection departments – gender, age, educational level, specialisation, knowledge, attitudes and skills in the area of child protection – correspond to the needs of children and other stakeholders at local level?
<b>D.2.1</b>	How does the system build, value and promote professional expertise?
<b>D.2.2</b>	How does the system build, value and promote the quality of relationship between professionals and clients?
<b>D.2.3</b>	How well is their work regulated?
<b>D.2.4</b>	Is there room for innovation, flexibility and personal initiative, how are professionals supported to develop professionally and personally, how is methodological supervision and support provided?
<b>D.3</b>	To what extent is the work of the child protection professionals based on and influenced by learning and evidence?
<b>D.4.1</b>	Are there competence-based standards for specialists from different sectors working with children?
<b>D.4.2</b>	How could these be promoted and nurtured?
<b>D.5</b>	What are the recruitment procedures and standards for admission to the office?
<b>D.6</b>	What are the standards for work load?

## 6.5. Child focus and participation

<b>E.1.1</b>	Is the system child and client-centred?
<b>E.1.2</b>	Are children and parents recognized as rights-holders, how do they participate in the procedures and actions undertaken by the professionals and the decision-making processes?
<b>E.2.1</b>	Are there specific procedures to listen to children, to evaluate and take into account both their protective and risk factors, in administrative, judicial proceeding and social work practice?
<b>E.2.2</b>	Do they have a say in the establishment and monitoring of their care plan?
<b>E.2.3</b>	Are these procedures used in practice?
<b>E.3.1</b>	What is the balance between child empowerment and protection?
<b>E.3.2</b>	Are they given roles and tasks in the implementation of the plan?
<b>E.3.3</b>	How their psychological stability and social skills are built and developed?
<b>E.4</b>	Are children and their families satisfied with the quality of the support services (with regards to accessibility, timeliness, adequacy of the support to their needs, interaction and relationship with the professionals, outcomes of the support received)?
<b>E.5.1</b>	Do children and families have access to child sensitive complaint mechanisms when their rights are violated?
<b>E.5.2</b>	Are they safe, well-publicized, confidential and accessible to all children, including those from minority groups, with disabilities and foreign children (including migrant and asylum seeking children)?
<b>E.6.1</b>	Do service providers working directly for and with children – both public and private – have child safeguarding policies and reporting mechanisms in place?
<b>E.6.2</b>	How they are implemented in practice? How it is reflected in their reports?
<b>E.7.1</b>	How responsive is the system to particularly vulnerable groups, such as children with disabilities, Roma children, (unaccompanied) refugee and migrant children etc.?
<b>E.7.2</b>	How the specific needs of these groups are addressed?

