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PREREQUISITES AND FEATURES OF THE DEINSTITUTIONALIZATION REFORM IMPLEMENTATION OF CHILDREN INSTITUTIONS IN UKRAINE

The article highlights the conceptual foundations of deinstitutionalization reforms in Ukraine. The purpose of this article is to: identify the preconditions and characteristics of the institutional reform implementation of children establishments through deinstitutionalization in Ukraine and comparative analysis of Ukrainian and foreign studies, analytical reports (2005-2017), which is based on the quantitative and qualitative assessment of absolute and relative indicators. The methodological basis of the research is theoretical works of both Ukrainian and foreign scientists regarding the definition and essence of “deinstitutionalization” and different approaches to reforming state institutions for children. During the analysis of statistical data and sociological researches, the author identified the reasons for the placement of a large number of children in state residential institutions and certain preconditions for the beginning of the reform of this institution.

Keywords: social policy, reform of the institutional care, deinstitutionalization.

Problem statement. In Ukraine, in particular, a large number of orphans and children deprived of parental care are educated in residential institutions; therefore, the state system reform over children’s care is extremely relevant nowadays. The practice of sending children to residential institutions has a negative impact on their upbringing. The society does not realize the harm and consequences of boarding education (including economic ones). Boarding schools have a collective approach; there are no patterns of family behaviour and the development of autonomy, communicative skills, responsibility and financial literacy.

At the same time, by 2000, there was practically no support for families. Public institutions included:

- institutions for orphans and children deprived of parental care;
- institutions for children from low-income families;
- institutions for children with disabilities;
- institutions for children with special educational needs;
- institutions for homeless children.

A separate group of boarding schools is made up of schools (children aged 11-14) and social rehabilitation schools (children aged 14-18), which accept children who have committed offenses and have been sent to such institutions by court decision. As for 1st Jan 2018, according to statistics in Ukraine, there were 718 residential social care institutions for children, among which: 38 – the Ministry of Health; 117 – Ministry of Social Policy; 563 – Ministry of Education and Science.

According to the Monitoring study of the residential institutions and institutions for the children’s social protection (institutional care establishments) functioning system conducted by the President of Ukraine on the rights of the child in conjunction with the All-Ukrainian public organization “Ukraine without orphans” in 2016, there were 104,000 children in 774 institutions, of which only 10% were orphans, 25% of gifted children and 42% of children who needed correction of physical and / or mental development. In addition, 150,000 children with disabilities, of which only 5% were covered by inclusive education and were studying in special classes, secondary schools and boarding schools – 30%, 15% were not involved in education. Another feature is that the subordination is carried out at different levels: from the state, regional, district to city one. The fullness of residential institutions is 76%, with the same number of children in the regions the different types of institutional care establishments function¹.

Elimination of the reasons for sending children to social state institutions, providing family support, developing high-quality alternative care services can be possible due to the de-institutionalization process.

In 2017, the “deinstitutionalisation” (DI) reform started in Ukraine as an alternative to long-term detention of children in public in-patient institutions (boarding schools, shelters, etc.), which has certain preconditions, peculiarities and risks of implementation.

Recent research and publications analysis. A. Popovich’s study of modern approaches to the “deinstitutionalisation” concept interpretation deserves special attention².

¹ Адміністрація Президента України (2013). *Уповноважений Президента України з прав дитини*. <https://www.president.gov.ua/docs/zvit_int_2013.pdf> (2018, November, 11)

² Попович, А. (2012). Сучасні підходи до тлумачення поняття «деінституціалізація». *Науковий вісник Ужгородського Національного Університету. Series: “Pedagogy. Social work”*, 24, 130-133.

Domestic scholars emphasize that DI is a process of institutional formations destruction, a change in social rules and a clearly expressed (or hidden, latent) rejection of institutional requirements for social behaviour¹.

The deinstitutionalization issues were considered in relation to orphans and children deprived of parental care in the works of V. Boshnyak,² L. Zavatska & L. Mahotkina³, O. Mordan⁴, A. Dakal⁵, Yu. Goremykina⁶; the deinstitutionalisation of residential institutions in the context of the children's rights protection in the works of S. Vavrova⁷, I. Lopatchenko⁸.

According to the European Commission, deinstitutionalisation is a set of measures that provides for the children placement from institutional to family forms of education, an integrated approach to the transformation system of the children protection direction – the transition from the children education in large institutions – to the children upbringing in such forms of organizations that are maximally close to family and community-based services – housing, treatment, education, rehabilitation of the child and family, foster families, if there are no families or it is not capable of performing the functions assigned to it.

DI and the transformation of services for children are, in essence, a process of abandonment of the care system based on large institutions and the transition to a range of integrated services based on family and community⁹. It is believed to consist of four components: preventing referrals and staying in institutions without need; search and development of adequate alternative care for the child within the community, including housing, treatment, training, education and rehabilitation of children and their families; improvement of community services for children who really need state care as well as family support; long-term care plans and permanent placement in substitute families for those children whose parents failed to respond to appropriate interventions and rehabilitation and assessed as being unable to care for the child.

Despite the considerable efforts of scientists in this direction, they all are distinct in nature. Therefore, there is a need for an analysis of modern approaches and the synthesis of the holistic vision of this process. Therefore, *the purpose of this article is to*: identify the preconditions and characteristics of the institutional reform implementation of children establishments through deinstitutionalisation in Ukraine; analysis of factors and risks impacting the effectiveness of this reform and substantiation of the model for reducing their negative impact on the basis of statistical and comparative analysis of Ukrainian and foreign studies, analytical reports (2005-2017), which is based on the quantitative and qualitative assessment of absolute and relative indicators.

Statement of basic materials. The DI reform currently is considered by the government, academics, the public, European experts, and others very precisely. They put forward various preconditions for this reform implementation in Ukraine. To summarize the available information, the authors conducted a qualitative analysis of studies, monitoring reports, reports on the situation of orphan children and children deprived of parental care.

The analysis of these reports and sociological surveys for the period of 2005-2016 allowed highlighting the most common causes of children entering orphanages, namely:

1. Lack of preventive social work at the community level.
2. Underdevelopment of inclusive education.
3. Low effectiveness of social services for families and individuals in difficult living conditions.
4. The complexity of financial and organizational mechanisms of public administration.
5. The crisis of the family institution, the growth of the number of divorces and single-parent families.

¹ Головаха, Є., Паніна Н. (2001). Пострадянська деінституціоналізація і становлення нових соціальних інститутів в українському суспільстві. *Соціологія: теорія, методи, маркетинг*, 2, 5-22.

² Бошняк В. (2010) Деінституціоналізація та реформи у сфері захисту дітей – два боки однієї медалі: погляд з-за кордону. *Права дітей*, 1 (9), 7-9.

³ Завацька, Л., Махоткіна, Л. (2011). До проблеми деінституціоналізації дітей-сиріт та дітей, позбавлених батьківського піклування *Національна бібліотека України імені В. І. Вернадського* <http://www.nbuv.gov.ua/portal/Soc_Gum/Vchdpu/ped/2011_84/Zavats1.pdf> (2018, November 10).

⁴ Мордань, О. (2012). Міжнародна практика реформування державної системи опіки: досвід для України. *Дніпропетровський регіональний інститут державного управління* <[http://www.dridu.dp.ua/vidavnictvo/2012/2012_02\(13\)/12mooodu.pdf](http://www.dridu.dp.ua/vidavnictvo/2012/2012_02(13)/12mooodu.pdf)> .(2018, November 10).

⁵ Дакал, А. (2016). Реформування системи інституціонального догляду та виховання дітей у контексті захисту їх прав. *Public Administration: Theory and Practice*, 2, 97-105.

⁶ Горемікіна, Ю. (2017). Інституціоналізація дітей у контексті соціальних ризиків та політика деінституціоналізації. *Східна Європа: Економіка, Бізнес та Управління*, 4 (09), 179-187.

⁷ Vavrova, S. (2015). Children and Minors in Institutional Care: Research of Self-Regulation Procedia. Social and Behavioral Sciences. <<https://www.sciencedirect.com/science/article/pii/S1877042815002955>> (8 July 2018).

⁸ Лопатченко, І. М. (2017). Державне управління профілактикою соціального сирітства на регіональному рівні: дисертація на здобуття наукового ступеню кандидата наук з державного управління. Харків: ХарПІ НАДУ при Президентіві України, 236.

⁹ Представництво Юнісеф в Україні (2009). *Деінституціоналізація та трансформація послуг для дітей*. Київ: Калита.

6. Lack of effective mechanisms of public administration and support of families with children.

The authors consider that it is necessary to add one more priority reason of placement a significant number of children in state institutions that is the poverty of families with children.

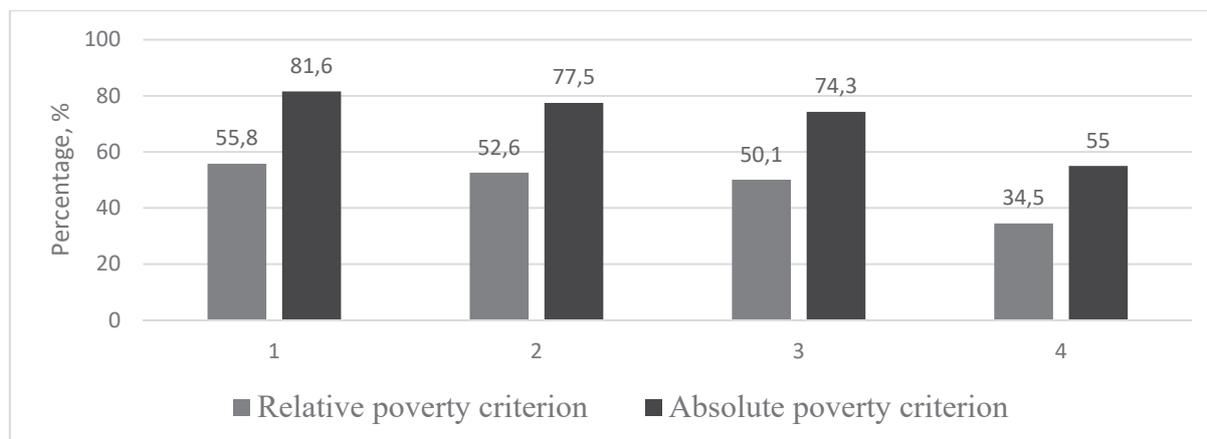


Fig.1. Indicators of Poverty Criteria for Families with Children

Confirmation of poverty of a significant proportion of families with children is indicators of poverty rates of families with children (Fig. 1).¹ According to the first half of 2017, the most vulnerable socio-demographic group is children (persons 0-17 years old), almost one third of whom falls into the poor category by relative criterion (the level of relative poverty is 32.4%).

Absolute poverty criterion: the standard of living is lower than the minimum level adopted in society; person's incomes equal the minimum of subsistence.

Relative criterion: the standard of living is significantly lower than the average level in society. Achievements in the family forms of alternative care and adoption programs development accumulated since 2005 have led to a reduction in the proportion of orphaned children raised in institutions to ~ 10% of their total. However, the total number of students in institutions has not decreased due to the placement of children from their families by parents' applications. Moreover, there was no reliable statistics due to the terminological uncertainty, the diversity of forms of institutions and their subordination to various agencies, there was no centralized control over the observance of the children rights from them.

First of all, it ought to be noted that in 2013, according to data provided by the regional state administrations, the following was established: in Ukraine there were 957 children's institutions with boarding school, which calculated for 153 849 places. In institutions, as of January 1st, 2013, there were 11,746 children (1.5% of the children's population of Ukraine). Of these, 13.5 thousand (11%), that was every tenth, had an orphaned child or a child deprived of parental care. In order to ensure the establishments activities 9,104 staff units were foreseen. According to oblast state administrations, the total amount of funding for institutions with residential care was UAH 5.7 billion for 2013, of which wages and salaries accounted for 3.8 billion UAH which is equal to 66% of the total amount of appropriations. The expenditures on direct expenses for the children maintenance (food, clothes, footwear, medicines) amounted to UAH 798 million, which was only 14% of the total amount of allocated funds². At the same time, the expenses for the boarding school's maintenance are constantly increasing: from 5.1 billion hryvnias in 2014 – to 6.4 in 2015 and more than 7 billion in 2016, in 2017 – 8 billion hryvnias. Another 250 million in 2016 and 234 million in 2017 came from philanthropists. Of this amount, 80% was spent on utility bills payment for large buildings and salaries for boarding schools.

The process of reforming residential institutions in Ukraine began to take place in 2006, when the concept of "Program for the reformation of boarding schools, institutions of all forms of ownership for orphans and children deprived of parental care for 2006-2010" was adopted, but the institutions were reorganized without a system, one type of residential institution was replaced with another boarding school, there was no in-depth analysis of the existing network of institutions and its compliance with the needs of children living in the community.

¹ Інститут демографії та соціальних досліджень імені М.В. Птухи Національної академії наук України (2018). Аналітична записка «Комплексна оцінка бідності та соціального відчуження в Україні за I півріччя 2016-2017 років» <http://www.idss.org.ua/arhiv/2016_2017_otsinka_bidnosti_pivroku.pdf> (2018, June, 14).

² UNICEF in Ukraine (2014). *Захист прав дитини в Україні Підсумки діяльності у 2013 році Уповноваженого Президента України з прав дитини Ю. О. Павленка* <https://www.unicef.org/ukraine/Report_2014_OBL.pdf> (2018, June, 14).

At the end of 2013, the “Open the Doors for Children” Civic Campaign, part of the European Opening Doors for Europe’s Children, was founded. It was initiated and supported by the Mission of the charity organization “Hope and Housing for Children in Ukraine”, which united many defenders of the children rights: organizations, activists and volunteers, religious leaders and artists. Dozens of public events were held to attract the attention of the public to the needs of institutionalized children. The launch of the “Open the door for children” campaign actually coincided with the beginning of the crisis of 2013-2014 in Ukraine, so its actions and messages were often lost in the then information flow. In 2016, the second phase of the campaign began, during which regional coalitions were formed, which would promote the DI in all regions of Ukraine.

At the same time, the decisive precondition was the integration of Ukrainian society into the European community, which served as an important stimulus for democratic reforms and adaptation to the European standards of the institutional care system for children.

In order to change the situation, in January 2015, the Strategy for Sustainable Development “Ukraine-2020” was approved – a document defining the directions and priorities of Ukraine’s development until 2020: sustainable development of the country; security of the state, business and citizens; responsibility and social justice; pride for Ukraine in Europe and in the world. The direction “Responsibility and Social Justice” envisages implementation of 14 reforms and programs, among them is the Reform of the social protection system. Therefore, at the same time, several very important reforms, including education and health, which have a direct bearing on deinstitutionalisation, were launched at the same time.

At the end of 2016, the Commissioner for the Rights of the Child announced the completion of a comprehensive strategy for deinstitutionalization in Ukraine. Different domestic and international organizations participated in the strategy development. On March 31st, 2017, at the meeting of the National Council for Reforms under the chairmanship of P. Poroshenko, the National Strategy for the Reform of the Institutional Care and Keeping of Children for 2017-2026 were presented. In August 2017, the Strategy and Plan of Action of its first stage were approved by the Cabinet of Ministers. The head of this reform is the Ministry of Social Policy, and the Commissioner for the President of Ukraine on the child rights who has to monitor its implementation. Coordination of this reform will be held by National Office for the Reintegration of De-institutionalization under the Assignee of Ukraine on the Rights of the Child, created with the support of the Lumos and EDGE foundations, in order to unite the efforts of ministries, local authorities and public organizations to reform institutions, as well as to provide expert and advisory support, monitor the progress of the reform and assist in every possible way. The Concept of the State Social Program “National Action Plan for the Implementation of the UN Convention on the Rights of the Child” for the period up to 2021 was approved¹.

During the years of implementation of the residential institution’s reformation, various forms of care for children in the family will be developed and restored. Traditional forms of family care include adoption and guardianship (care). Innovative forms of family care include: foster family, orphanage of family type, patronage family, small group house. DI is preventive social services development, which have to operate at three levels (Tabl. 1).

Table 1

The content of social services of a preventive nature for families with children in the DI process

Levels	Characteristics of social services
I level	Provision of basic social and medical services for families, implementation of programs for responsible parenting, information and education campaigns.
II level	Prevention of children getting into orphans. It is an early detection of families in difficult life situations, their patronage, rehabilitation services and inclusive education for children with disabilities, etc.
III level	The reintegration of children who have already been placed in an orphanage, their biological families or placement in alternative forms of family education – foster families, orphanages of a family type. The boarding schools offer to turn into institutions with a wide range of family-oriented services, educational and rehabilitation centres.

¹ Концепція Державної соціальної програми „Національний план дій щодо реалізації Конвенції ООН про права дитини” на період до 2021 року, 2017 (Кабінет Міністрів України) Офіційний сайт Верховної Ради України <<http://zakon.rada.gov.ua/laws/show/230-2017-%D1%80>> (2018, July, 07).

The Canadian-funded Expert Deployment for Governance and Economic Growth (EDGE) project provides technical assistance in implementing priority reforms in Ukraine, including DI. Within the framework of the social services modernization project, for which Ukraine has received a loan of 300 million Euros from the World Bank, there are pilot projects on DI in several areas, with a host of conferences, trainings, seminars and meetings to discuss, explain, demonstrate and teach what and how it has to take place in the reform process.

According to the National Strategy, in 2026, children in institutions have to comprise less than 0.5% of the total number (now – 1.5%). Those children who, for various reasons, will remain in institutions, but not in families, will live in small institutions in conditions which are as close as possible to the family ones, – up to 10 people in one institution. In each community, accessible and quality services for families with children will be available. There will be a market for these quality services, at least 50% of which will be provided by professional non-governmental organizations.

The first phase of the strategy is now under way which the creation of regional plans is. Each region is preparing its own reform plan, for which it is necessary to assess the availability of services in the community, available residential institutions, the number of children in institutions, and analyse the causes of their entry to them, in order to understand what services, need to be implemented so that no child is in an orphanage.

An alternative care service for children is introduced, who for certain reasons cannot live with biological parents – patronage over a child. During the year 2017, 24 families of patron educators with 52 children were set up. At present, there are 30 patronage families with 71 children.

During 2017, the total number of orphans and children deprived of parental care decreased by 1,274 and as of 1st Jan, 2018, there were 71,566 children (as of 1st Jan, 2017 – 72,840 children).

The work has been intensified on the placement of orphans and children deprived of parental care and care in family-type orphanages, foster families. During 2017, 1,652 children were arranged in family-type orphanages and foster families, which is 230 children more than last year. Moreover, the number of children's homes of family type increased by 46.

In general, 65,393 orphan children and children deprived of parental care are covered by family forms of education, which is 91.3% of the total number of such children.

In 2017, a subvention of UAH 277.7 million was allocated to local budgets for the construction / major repair / reconstruction of small group houses for orphans and children deprived of parental care. For the purpose of the subvention, 54 houses for family-type orphanages were purchased, where 334 children and 468 apartments for social housing were arranged for 579 orphan children and deprived of parental care¹

Conclusions. Thus, the main preconditions for the immediate, long-awaited implementation of the de-institutionalization reform can be highlighted: the negative impact on the children development who are in boarding schools; violation of their socialization; ineffective financial expenses for the children maintenance in state institutions, limited access to high-quality social services, especially children with disabilities; insufficient protection of children's rights, imperfection of the legislative framework and integration of Ukrainian society into the European space.

Both intensive and slow reform, which is accompanied by the creation of new competent authorities and does not affect the elimination of the old ones, can completely complicate the system and make it even less functional than before. The same can happen due to the unclear division of responsibilities and coordination between all stakeholders.

DI ought not to be limited to the withdrawal of children from residential institutions; it has to include the community-based preventive network development and support services aimed at meeting the children needs. When carrying out the reform it is necessary to take into account the experience of European countries.

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¹ Міністерство соціальної політики України. Офіційний сайт (2018). *Захист материнства сім'ї та дітей* <<https://www.msp.gov.ua/main/Zahist-materinstva-simi-ta-ditey.html>> (2018, September, 16)

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