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**ПОЛІТИКО-УПРАВЛІНСЬКЕ ЛІДЕРСТВО У СФЕРІ ДЕРЖАВНОЇ
ПОЛІТИКИ БЕЗПЕКИ І БЛАГОПОЛУЧЧЯ ДІТЕЙ КАНАДИ**

***Анотація.** Стаття досліджує систему політико-управлінського лідерства у сфері державної політики безпеки і благополуччя дітей Канади, описує всіх учасників, які беруть участь в ухваленні рішень щодо формування, розвитку та виявлення пріоритетів у цій сфері, підкреслює визначальну роль надійної системи, збудованої на відповідних політичних та адміністративних інституціях, а також інститутах омбудсменів та адвокатів із захисту прав дітей та молоді, недержавних організаціях і коаліціях.*

***Ключові слова:** лідерство, політико-управлінське лідерство, пріоритет державної політики, державна політика безпеки та благополуччя дітей, адвокат із захисту прав дітей та молоді, уповноважений.*

**Держановская С.Л. Политико-управленческое лидерство в сфере
государственной политики безопасности и благополучия детей Канады**

***Аннотация.** Статья исследует систему политико-управленческого лидерства в сфере государственной политики безопасности и благополучия детей Канады; описывает все стороны, принимающие участие в принятии решений по формированию, развитию и выявлению приоритетов в данной сфере; подчеркивает важную роль надежной системы, построенной на соответствующих политических и административных институтах, а также институтах омбудсменов и адвокатов по защите прав детей и молодежи, негосударственных организациях и коалициях.*

***Ключевые слова:** лидерство, политико-управленческое лидерство, приоритет государственной политики, государственная политика безопасности и благополучия детей, адвокат по защите прав детей и молодежи, уполномоченный.*

**Derjanvskaya S.L. Political and administrative leadership in child
safety and well-being public policy in Canada**

***Annotation.** The article investigates the political and administrative leadership in child safety and well-being public policy in Canada, describes all stakeholders and decision makers participating in process of formation and development of priorities of that policy, and underlines the crucial role of reliable system of relevant political, administrative institutions, as well as the institute of ombudsmen and advocates of children and youth, non-governmental associations and coalitions.*

***Key words:** leadership, political and administrative leadership, priority of public policy, the child safety and well-being public policy, advocate for children and youth, ombudsman.*

Formulation of the problem in general. Canada is a country with developed democracy, and here the political and administrative leadership plays a decisive role in defining the priorities in formation and implementation of public

policy at the federal level as well as at the provincial ones. Over the years, the Canadian public policy has been aimed at achieving the welfare of all level representatives living in Canadian community. These days, it focuses on the safety and welfare of children and families with children, in particular.

Analysis of recent researches and publications. Political and administrative leadership in providing the safety and well-being childcare public policy as a component of public administration hasn't been still investigated properly. Moreover the best international practices in that sphere haven't been analyzed as it should be done to implement them in Ukraine. Some of the safety and well-being childcare policy aspects in Ukraine and internationally (including Canada) were studied by L. Kryvachuk, I. Gorobets, I. Zagarnytska. T. Collins, L. Pearson; development of public decisions – by V. Bakumenko, V. Bulba, O. Valevsky, M. Govlet, M. Ramesh; general aspects of political and administrative leadership – by N.Honcharuk, V.Hoshovskaia, I. Suray, L. Pashko, A.Pakharev, M.Piren, V.Rebkalo, O.Traverse and other researchers.

The purpose of the article is to investigate the political and administrative leadership in safety and well-being of children public policy in Canada.

The main material. The term “well-being” has an important meaning for public policy. Positive perception of “well-being” notion by average people means good reputation of authorities of the country. The welfare of a nation is built due to healthy lifestyle, safety, and social stability, factors of physical and social environment. The indicators of well-being are the level of morbidity, mortality and economic development.

There is no universal definition for “well-being”, although it includes general concepts such as positive emotions and moods (satisfaction, happiness), the absence of negative emotions (depression, anxiety), life satisfaction etc. [1]. Well-being is also a feeling that your life is protected and safe. That is why "well-being" and "safety" go hand in hand and are crucial in the process of development of the safety and well-being in childcare public policy in Canada.

Internationally, there are specific standards of child protection, which include: – The UNICEF Core Commitments for Children in Humanitarian Action (CCCs, updated 2010); – The ICRC's Professional Standards for Protection Work (ICRC, 2009); – The Guiding Principles on Unaccompanied and Separated Children (Save the Children, UNICEF, IRC, ICRC, UNHCR, Word Vision, 2004); – The IASC Guidelines on mental health and psychosocial support in emergency settings (2007); – The Minimum standards for education: preparedness, response, recovery (INEE, updated 2011); – Working with people with disabilities in forced displacements (UNHCR, 2011) [2, с. 18].

Two decades ago Canada has ratified the Convention on Children's Rights; nevertheless, some fundamental principles of the Convention aren't still implemented into Canadian legislation. Despite that fact leaders of the country are trying to achieve a high level of children's rights protection through promotion and implementation of various programs, strategies, plans federally, provincially, locally [3, с. 27].

Canadian researchers recognize that parents and family are the key persons responsible for care, protection and promotion of their children's rights. The Convention also recognizes the important role of the Government and civil society in providing legal and political policy framework, institutional and organizational structure, economical support and services in the best interests of children and families with children. The researchers of the Resource Centre for the Study of Childhood and Children's Rights in the Carleton University have conducted a study and developed a number of recommendations for the national and provincial governments of Canada to overcome existing barriers. They said: "Children are the holders of their rights, and we – politicians, representatives of the government or civil society should":

- 1) Stimulate political will for the realization of the intentions and objectives of the Convention at the level of federal, provincial and territorial governments, at the municipal level and in the public sector;

- 2) Ensure adequate government funding for human and technical resources to protect children at all levels by civil society organizations;
- 3) Increase the number of well-trained on Convention childcare professionals so they will be able to work effectively, as well as involve academic researchers and professional organizations such as Canadian Child Care Federation, the Canadian Pediatric Society, the Child Welfare League of Canada, and the First Nations Child and Family Caring Society of Canada, the Canadian Red Cross, Plan, Save the Children Canada, UNICEF Canada, and World Vision Canada, Canadian Coalition for the Rights of Children and the National Alliance for Children and Youth Voices Coalition, MEtoWE etc.;
- 4) Implement the monitoring mechanisms at all levels of government and society to see problems that affect children so that decision-makers will be able to correct them on time;
- 5) Empower children and teenagers who are able to influence on political decisions on childcare policy, and fund youth organizations focused on the development of national and regional youth policy.

We believe that political and administrative leadership in Canada keeps a balance between determination and cooperation; service centered priorities and civil law; resource constraints and gaps of the Services; best interests and economic feasibility; local bureaucracy and public accountability. Judy Finlay from the head office of children and family protection has developed child centered Model of services which provides: the interaction of political and administrative institutions at the highest level with the child in his / her living space; maintenance throughout the life of the child; protection of children's rights in the best their interests [4, c. 12].

The Parliament of Canada is proposed to adopt the legislation taking into account all aspects of Convention. A 10-year plan to study the federal/provincial/territorial legislation and harmonize it with the Convention should be developed. All provinces and territories in Canada have a

legislative duty to ensure the safety and welfare of children by all possible means. Every law has its own definition, a policy framework to provide services and standards [5, с. 2].

In addition to standards, there is New Differential Response Model of Child Protection Service, which: focuses on the child safety and well-being issues; improves assessment and decision making scheme on the children's rights; establishes a family focused model; involves a wider range of informal and formal leverage to improve the welfare indexes in the best interests of the child.

In 2003 Marie Bountrogianni, a brilliant and talented politician, Member of the Provincial Parliament, has become the first Minister for Children and Youth services. She built that Ministry from departments of the Ministry of social services, Ministry of healthcare and the Ministry of the attorney general. M. Bountrogianni developed this new ministry from the outset and essentially led the creation of a three billion dollar organization. It was a period of significant positive changes in the lives of children and youth. She negotiated successfully with the Federal Government a multi-billion dollar child care agreement for Ontario, developed the Best Start Program which involved a massive expansion of quality and affordable child care, pre-school services and early identification of special needs, introduced legislation making the adoption of children from Child Welfare agencies more efficient and accountable, developed a school-based resource program in collaboration with academics for children with autism. During her time in office, Marie was instrumental in negotiating a number of landmark federal-provincial agreements and in introducing the Accessibility for Ontarians with Disabilities Act (AODA) which established Ontario as a world leader in accessibility.

Every province has its own Minister for Children and Youth Services [6]. Tasks of that Ministry, for example, in Ontario are to: make it easier for families to find the services to give kids the best start in life; make it easier for families to

access the services they need at all stages of a child's development; and help youth become productive adults. Vision – the Ministry of Children and Youth Services envisions an Ontario where all children and youth have the best opportunity to succeed and reach their full potential. Mission – the Ministry is working with government and community partners to develop and implement policies, programs and a service system that helps give children the best possible start in life, prepare youth to become productive adults and make it easier for families to access the services they need at all stages of a child's development. Ontario is home to over 2.8 million children and youth aged 0 to 18, with over 140,000 born in the province each year. These young people all deserve the best opportunities to shape their own lives and to become active and productive members of their communities. To ensure that these efforts are focused on the priorities that matter most to children, youth and their families, the Ministry of Children and Youth Services (MCYS) regularly renews its Strategic Plan. This new plan – called *Growing Together* (2013-18) – presents the ministry's goals for the coming years. The goals will both orient the activities and decision-making of the ministry, and also signal to our partners where we will be focusing our efforts. These goals will help MCYS to respond quickly, effectively, and responsibly to the evolving needs of Ontario's young people [7]. The mandate of the ministry is twofold. The first is to work with, and through, our many partners to establish a system of services and supports that strengthen families and help Ontario's most vulnerable children and youth overcome barriers to their success and wellbeing. The second is to lead across government on issues that affect all children and youth. Since its creation, MCYS has developed considerable expertise in the area of child and youth development. This focus on positive development informs our role as a champion and catalyst for the outcomes of all children and youth in Ontario.

The following principles of the Ministry stand as the commitment to the people of Ontario that the province's young people are in good hands. These principles reflect MCYS's core values and how employees approach their day-to-

day work, they are: child-and youth-centered, responsive, inclusive, collaborative, outcomes-driven, accountable.

Besides the Ministry for Children and Youth Services there are a number other institutions dealing with children issues: the Ministry of Community and Social Services, the Ministry of the Attorney General, the Ministry of Community Safety and Correctional Services, the Ministry of Education, the Ministry of Health and Long Term Care.

The Canadian Governments work on issues how to improve the level of well-being for children and families with children. For example, “The Toronto Strong Neighborhoods Strategy 2020” was initiated by the leaders of the city of Toronto. The vision of the Toronto Strong Neighborhoods Strategy 2020 (TSNS 2020) is to ensure that all Torontonians have equitable opportunities for wellbeing regardless of the neighborhood they live in. The implementation of the Strategy brought significant activity and investment to priority neighborhoods in the form of: – improved City and community services; – investments in new programs, facilities and initiatives by the City, United Way Toronto, the federal and provincial governments, the private sector, and community partners; – new and strengthened partnerships among service providers from all sectors; and – significant expansion in resident engagement and political leadership as well as administrative at the local level [8, c. 1]. In addition the leaders of Toronto community adopted the Children's Statute adopted which reflects UN Convention on children's rights at the local level [9, c. 28].

In 2013 the Canadian Coalition for the rights of children developed the Government Action Plan called “10 Steps For Children in Canada”. The Canadian government delegation stated before the UN Committee that Canada is fully committed to protect children’s rights by implementing the Convention. The following list of *10 Steps For Children in Canada* is a starting point:

1. Accurate data and analysis of the situation of our children.

- “... Set up a national, comprehensive data collection system and analyses the data to assess progress... and design programs”. (Concluding Observations, paragraph 21);
2. Consistent framework for policies that affect children.
“A comprehensive legal framework incorporates the provisions of the Convention and provides clear guidelines for their consistent application.” (Concluding Observations, paragraph 13);
 3. National Strategy to Prevent All Forms of Violence against Children.
“...develop and implement a national strategy to prevent all forms of violence against children, allocate resources and ensure there is a monitoring mechanism.” (Concluding Observations, paragraphs 47, 52, and other references);
 4. Take Immediate Action on Specific Policy Changes;
 5. National Advocate for Children. “Establish a federal Children’s Ombudsman to ensure comprehensive and systematic monitoring of all children’s rights at the federal level.” (Concluding Observations, paragraph 23);
 6. Equitable Treatment for Indigenous Children and other Minority Group;
 7. Best Interests of the Child and Views of the Child in All Decisions.
“...ensure that the principle of the best interests of the child is appropriately integrated and consistently applied in all legislative, administrative, and judicial proceedings as well as in all policies, programs, and projects relevant to and with an impact on children.” (Concluding Observations, paragraph 35)
 8. Inform Children about Their Rights and Train Adults who Work with Them;
 9. Access to affordable, quality childcare;
 10. Make the youth criminal justice system consistent with the Convention. [10, c. 6].

The idea of creating the office of the National Children's Commissioner failed in 2009. This person was planned to have responsibilities to: ensure children's rights at the national level; monitor the situation with the implementation of the Convention on children's rights at the federal level, develop and implement a mechanism that helps to protect children's rights, facilitate coordination between the federal and provincial / territorial governments to protect children's rights.

Nevertheless ombudsmen and advocates for children's rights and youth work effectively in Canada. It should be noted that the regional ombudsmen are dealing with certain part of the country – territorial, provincial, municipal. The efficiency and mobility of regional and local ombudsmen and advocates is ensured through prompt response to violations, they have closer and wider contact with the people on their subordinated territory.

The institute of Regional and Local Ombudsmen has already existed in Great Britain, Spain, Canada, USA, Germany and Switzerland. Positive aspects of effective work presented by regional and local ombudsmen make it possible to promote this idea in Ukraine. These are the representatives of the Ombudsman on the regional and local levels should be performed [1, c.23].

Let's consider a crucial role of the Provincial Advocate for Children and Youth in Ontario in addressing children's issues as the politically independent unbiased structure. This structure has two offices in Toronto and in Thunder Bay with 40 office staff (including 23 advocates and 3 community development advisors). There are Department of advocacy services, Department of research and department of strategic development. In October of 2007, the Office of the Provincial Advocate for Children and Youth was established with the passage of Bill 165 by the Legislature of Ontario. On July 14, 2008 an all-party panel of the Legislature appointed Irwin Elman to provide leadership to the new Provincial Advocate Office as it strives to promote the voice of children and youth across Ontario. The duty of the Office, as simply stated in the Bill, is to:

1. “provide an independent voice for children and youth including First Nations children and youth and children with special needs by partnering with them to bring issues forward”; and
2. “encourage communication and understanding between children and families and those who provide them with services”; and
3. “educate children, youth and their caregivers regarding the rights of children and youth”.

Guided by the principles of the United Nation Convention on the Rights of the Child, including the right to be heard, the Provincial Advocate strives to be a model of meaningful child and youth participation in every aspect of its work [11]. In response to a request, a complaint, or on its own initiative, the Provincial Advocate acts on behalf of concerns of individuals or groups of children or youth and can undertake reviews, make recommendations, and provide advice to governments, facilities, systems, agencies, or service providers.

The primary goal of child advocacy is to elevate the voice of youth. This means more than empowering youth to speak out on their own behalf. It means more than faithfully replaying their words. The standard to aspire to is articulated in an African proverb: "Don't speak about us, without us." It means speaking together with youth about youth. Advocacy is often described as a process of empowerment, giving power to others. Advocacy can be more appropriately viewed as assisting children and youth in finding their own power from within and teaching them to use it effectively. An advocacy initiative targets, provokes, and influences change. An advocate may create a climate for change and bring decision makers, political and administrative leaders to a position of having to act. Change in policy or practice must be developed by those responsible for its implementation, such as governments or service providers.

In addition, the Interministerial Provincial Advisory Committee (IMPAC) was created. Its purpose is to expertise all children and youth issues regarding child safety and welfare with federal and provincial parliaments and all relevant

provincial ministries in Canada – Ministries of community and social services, health, education and extended learning etc. Thus, in that way the political and administrative leadership in child safety and well-being public policy in Canada performs its devotion to do everything in the best interests for the children and to consolidate all efforts to reach this goal.

Conclusions and outcomes. The reliable system (ministries, the ombudsmen and advocates of children and youth, services and non-governmental associations and coalitions) on the political and administrative levels has been successfully built in Canada. This system is responsible for safety and welfare of children and families with children and promotes their interests widely. There is quite a clear plan of action built on a certain legal basis and the real opportunity to develop organizational structures to reduce the gap in inequalities and improve the safety and welfare of children.

At present Canada has chosen the right way – the country is investing in children since their early till youth age. It implements strategies, programs, projects depending on children and youth needs boldly, providing better monitoring, collecting a database, preparing foundation for promising future initiatives and performing a highly level of consolidation on the national, provincial and local levels.

Prospects for further research should be related to analysis of the best Canadian practices and the role of political and administrative leadership in providing of childcare public policy with safety and well-being standards as a priority of the national policy. Also we will define and develop the mechanisms of implementation of these practices in Ukraine.

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Постановка завдання. Канада є країною з розвиненою демократією, а ось політичне й адміністративне керівництво відіграє вирішальну роль у визначенні пріоритетів у формуванні та реалізації державної політики на федеральному рівні, а також на провінційному. Упродовж багатьох років канадську державну політику було спрямовано на досягнення добробуту представників усіх рівнів канадського суспільства. У ці дні вона зорієнтована на безпеку і благополуччя дітей і сімей з дітьми.

Актуальність. Політичне й адміністративне керівництво в забезпеченні безпеки і благополуччя та догляду за дитиною як компонент державної адміністрації не було досі належним чином досліджено. До того ж кращі міжнародні практики в цій сфері не було проаналізовано, як це має бути зроблено для реалізації їх в Україні.

Мета та завдання статті полягали в тому, щоб дослідити політичне й адміністративне керівництво в галузі безпеки і благополуччя дітей як складової державної політики в Канаді. Описано всі зацікавлені сторони й осіб, які ухвалюють рішення, беруть участь у становленні й розвитку пріоритетних напрямків цієї політики, і підкреслено важливу роль надійної системи відповідних політичних, адміністративних установ, а також

інституту омбудсменів і захисників дітей і молоді, неурядових об'єднань і коаліцій.

Резюме. Два десятиліття тому Канада ратифікувала Конвенцію про права дитини. При цьому деякі засадничі принципи Конвенції все ще не реалізовано в канадському законодавстві. Незважаючи на цей факт, політичні та адміністративні керівники країни намагаються досягти високого рівня захисту прав дітей через заохочення й реалізацію різних програм, стратегій, планів на федеральному, провінційному, місцевому рівнях [3, с. 27].

Канадський уряд працює з таких питань, як підвищення рівня безпеки та благополуччя дітей і сімей з дітьми через надійну систему відповідних політичних, адміністративних установ, а також інституту омбудсменів і захисників дітей і молоді, неурядових асоціацій і коаліцій. Крім Міністерства у справах дітей та молоді, існує низка інших установ, які займаються дитячими питаннями: Міністерство громадських і соціальних послуг, Міністерство Генерального прокурора, Міністерство громадської безпеки та виправних служб, Міністерство освіти, Міністерство охорони здоров'я та довгострокового догляду. Разом вони об'єднують свої зусилля й зосереджують їх для успішної реалізації всіх стратегій, програм і проектів для задоволення будь-яких потреб й інтересів дітей в Канаді.

Висновки. Надійну систему (міністерства, омбудсмени та захисники дітей і молоді, служб та неурядових асоціацій і коаліцій) на політичному та адміністративному рівнях було успішно побудовано в Канаді. Ця система відповідає за безпеку і благополуччя дітей і сімей з дітьми і сприяє реалізації їх інтересів у широких межах. Існує досить чіткий план дій, що базується на певній правовій базі й реальних можливостях для розвитку організаційних структур з метою скорочення розриву в нерівності й підвищення рівня безпеки та благополуччя дітей.