Key Recommendations for the 2019 UNGA Resolution on the Rights of the Child with a focus on children without parental care

1. Recognize and prioritize the role of families

   a) Recognizing that the family, as the fundamental group of society and the natural environment for the growth and well-being of all its members and particularly children, has the primary responsibility for the nurturing and protection of children and should be afforded the necessary protection and assistance so that it can fully assume its responsibilities within the community; and that the child, for the full and harmonious development of his or her personality, should grow up in a family environment, in an atmosphere of happiness, love and understanding;¹

   b) Recalling that the UN Convention on the Rights of the Child (CRC) and the UN Convention on the Rights of Persons with Disabilities (CRPD) recognize a child’s right to family life and, as far as possible, the right to know and be cared for by his or her parents or, where applicable, members of the extended family or community as provided by local custom;²

   c) Welcoming progress in strengthening child care, welfare and protection systems, including global efforts to redirect policies and services towards family-based care and reduce the use of institutional care, since the adoption of the CRC, CRPD, and the Guidelines for the Alternative Care of Children;

   d) Profoundly concerned that millions of children worldwide continue to grow up deprived of parental care, separated from their families, or institutionalized as a result of poverty, discrimination, violence, abuse, neglect, trafficking and other forms of exploitation, humanitarian emergencies, conflict, disaster, climate change, migration, substance abuse, death or illness of a parent, and lack of access to education, health, and other family support services;³

   e) Noting with concern that children are often denied the right to family life due to discrimination on the basis of disability, nationality, ethnicity, gender, sexual orientation, immigration status, and other forms of discrimination;

   f) Recognizing the harm caused to children by the unnecessary separation from their families and noting that children living without nurturing and protective family care are more vulnerable to violence, trafficking and other forms of exploitation, abuse, neglect, as well as lack of stimulation and toxic stress, all of which can have a profoundly negative effect on their physical, cognitive, and social-emotional development throughout the life-course;⁴

   g) Deeply concerned that, despite the clear obligation of States to ensure that removal of a child from the care of the family is a measure of last resort and should, wherever possible, be temporary and for the shortest possible duration,⁵ children continue to be unnecessarily separated from their parents for extended periods;

   h) Recognizing that the vast majority of children without parental care live with extended families and kin, many of whom require support to provide appropriate care in the best interests of the child;⁶

   i) Underscoring that to truly eradicate inter-generational poverty, end violence, foster equity, and to seriously put children at the heart of the global development agenda, the critical role that families play in ensuring children’s health, physical, social, and emotional development, education, and protection must be acknowledged and supported;⁷

   j) Recognizing that services delivered to children—whether primary health and nutrition, early childhood care and development, education, or protection—do not work in a vacuum but are most effective when they consider the vital role of family in children’s lives and well-being;

   k) Understanding that children’s well-being suffers across domains without the consistent, nurturing and protective care of parents and families;⁸

   l) Recalls the State’s primary responsibility in promoting parental care, preventing unnecessary child-family separation, facilitating family-child reintegration where separation has occurred, where appropriate; and in all matters protecting the best interests of the child.⁹
2. **Support families and prevent unnecessary family-child separation**

   a) Calls upon States to prioritize family empowerment and develop and strengthen family-centered policies, including parental leave; affordable, quality child care services; and parenting support. Efforts should be made to support work-family balance, engage fathers, and promote the equitable sharing of family responsibilities between men and women;

   b) Urges States to address the drivers of separation through programs that support and strengthen families in their caregiving role by providing full protection of children’s civil, political, economic, social and cultural rights without discrimination of any kind; universal health coverage; free, safe, inclusive, equitable, and enabling learning opportunities and environments; child-sensitive social protection policies and services; and effective measures to prevent all forms of violence against children;

   c) Underlining that efforts should be primarily directed to enabling the child to remain in or return to the care of his/her parents or, when appropriate, other family members, by ensuring that they have access to forms of support in the caregiving role and are able to provide safe, stable, nurturing care for their children;

   d) Urges States to provide early and comprehensive information, services and support to children and their families without discrimination based on disability, parental status, socio-economic status, nationality, ethnicity, gender, sexual orientation, immigration, or any other basis, with a view to preventing concealment, abandonment, neglect and segregation and to ensuring they have equal rights with respect to family life;

   e) Encourages States to strive to change attitudes, beliefs and norms that condone or normalize violence against children, child abandonment, neglect, separation and unnecessary placement in alternative care, and instead build on positive social norms and practices that promote safe and nurturing family care to ensure child well-being and development;

   f) Calls on States to promote family reunification and reintegration procedures that recognize that reintegration is not a single event but a longer process requiring preparation, support and follow-up measures that reflect the child’s age, needs, evolving capacities, the cause of separation, and past experiences or trauma, and updating children and their caregivers on the process of family tracing and reintegration.

3. **Protect children without parental care and ensure high-quality, appropriate alternative care**

   a) Recognizing that children living without parental care include those living in child-headed households, institutions, foster care, residential care, detention, on the street, as well as those who are trafficked, associated with armed groups, unaccompanied children seeking asylum, or separated from their families as a result of poverty, parental death, disease, disability, discrimination, substance abuse, violence, neglect, abuse, conflict, disaster, or migration;

   b) Recognizing also that children in need of alternative care have diverse and complex needs that should be met through a comprehensive child care, welfare and protection system offering a range of high-quality options for children;

   c) Underscoring that formal alternative care should always be a temporary measure whilst permanent solutions are sought, and should have the clear purpose of offering children a stable, protective, and nurturing environment;

   d) Deeply concerned that many children continue to be placed in unregistered, unregulated alternative care in violation of international standards of care and that many children in such circumstances are placed in inappropriate alternative care environments without proper assessment, care plans, and review processes in place;

   e) Calls upon all States to implement the Guidelines for the Alternative Care of Children in conformity with the CRC and CRPD and all relevant international conventions and human rights treaties, reviewing and, where necessary, developing or reforming national laws and policies so that they prioritize the care of children in a safe, nurturing, and permanent family environment;

   f) Reaffirms that no child should have to give up his or her family connections to receive care, supportive services, treatment, or education;

   g) Recalls that States should ensure that all decisions, initiatives and approaches related to children without parental care are made on a case-by-case basis, with a view, notably, to ensuring the child’s safety, security, and participation, and grounded in the best interests and rights of the child concerned, in conformity with the principle of non-discrimination and taking due account of the gender perspective;
h) Underlines that for children at risk of separation, or already separated, a range of alternative care options should include access to quality community-based alternative care that allows children to live in a family setting within a community, including kinship care, foster care, *kafalah*, cross-border reunification, and adoption. Where the separation of parents and child is long-term, the alternative care arrangement should give the child a sense of security, continuity, stability and belonging by providing certainty on where the child will live for the rest of childhood and who the child’s parents or legal guardians will be;

i) Recognizes that in specific cases it may be necessary to provide quality, temporary, specialized care in a small group setting organized around the rights and needs of the child in a setting as close as possible to a family, and for the shortest possible period of time. The objective of such placement should be to contribute actively to the child’s reintegration with his/her family or, where this is not possible or in the best interests of the child, to secure his/her safe, stable, and nurturing care in an alternative family setting or supported independent living as young people transition to adulthood;

j) Calls upon States to establish rigorous screening procedures through national and local authorities to ensure that only appropriate admissions to such facilities are made and that placement decisions do not perpetuate social norms that discriminate against children based on disability, parental status, socio-economic status, nationality, ethnicity, gender, sexual orientation, immigration, or any other basis, are strictly authorized by a mandated administrative or judicial body and regularly reviewed to enable transition to longer term care solutions in line with a child’s right to family life and to being included in the community;

k) Recalls that alternative care placement decisions must be taken within a child-sensitive due process framework in accordance with international human rights principles, including the child’s rights to be heard, to have access to justice and to challenge before a judge any decision that could deprive him or her of liberty;

l) Underlines that when a child is placed in any form of alternative care, connections with his/her family, as well as with other persons close to him or her, such as friends, neighbors and previous carers, should be encouraged and facilitated, in keeping with the child’s protection and best interests. The child should have access to information on the situation of his/her family members in the absence of contact with them;

m) Recognizes that in some cases older adolescents may make the informed choice to live in a community-based, supported living arrangement as part of their transition to adulthood;

n) Urges States to ensure that young people leaving or aging out of alternative care are properly supported as they return to families or transition to independent living;

o) Calls upon States to, at minimum, establish registration, oversight, and accountability mechanisms and licensing systems for all formal alternative care options; assess the quality of care and status of children in all facilities and formal placements; conduct a planned, time-bound process to register; and develop and implement a plan for the safe, phased closure of those unable or unwilling to fulfill requirements for registration and licensing within a set period; prohibit the establishment of new institutions; and ensure effective gatekeeping and referral mechanisms are in place;

p) Calls upon States to invest in robust co-operation mechanisms internationally, regionally and bilaterally, including through local level cross-border working groups where appropriate, to facilitate cross-border case management, family tracing, and appropriate care placements. These mechanisms should ensure that children’s rights are protected by all relevant States, including the new state of habitual residence, and not discriminated against in this process due to their immigration status or that of their caregiver(s);

q) Urges States to take appropriate measures to prevent and respond to family-child separation in humanitarian contexts. In particular, contingency plans should be put in place in preparedness and response phases to keep families together and facilitate rapid family reunification, especially in the context of population movements;

r) Calls on States to develop policies and implement programs in humanitarian contexts to support family unity in non-detention settings; prohibit the establishment of new residential facilities for long-term care; establish standard operating procedures to delineate roles and responsibilities for those involved in the care, reunification, and legal status determination of separated and unaccompanied children; and support eligible families to host separated and unaccompanied children until they can be reunified with their parents or extended families as appropriate.
4. Recognize the harm of institutional care for children and prevent institutionalization

a) Recognizing the harm of institutionalization and institutional care to children’s growth and development across domains and throughout the life-course, including increased risk of violence, exploitation, and abuse;\(^{29}\)

b) Noting that most children in institutions have living parents and family members;

c) Encourages States to replace institutionalization with appropriate measures to support family and community-based services and, where the immediate family is unable to care for a child, undertake every effort to provide alternative care within the wider family and, failing that, within the community in a family setting, bearing in mind the best interests of the child and taking into account the child’s will and preferences;\(^{30}\)

d) Urges States to phase out institutionalization and adopt a strategy and a concrete plan of action for de-institutionalization, including the duty to implement structural reforms, to improve accessibility within the community and to raise awareness among all persons in society about inclusion within the community. No new institutions may be built, nor may old institutions be renovated beyond the most urgent measures necessary to safeguard residents’ physical safety. Institutions should not be extended and new residents should not enter in place of those that leave;\(^{31}\)

e) Underscoring that de-institutionalization requires a systemic transformation of the child care, welfare and protection system, including the establishment of a range of individualized support services, individualized plans for transition with budgets and time frames as well as inclusive support services, and a coordinated, cross-government approach which ensures reforms, budgets and appropriate changes of attitude at all levels and sectors of government;\(^{32}\)

f) Concerned that well-meaning support for institutions through donations, orphanage volunteering or tourism, and faith-based missions can lead to unnecessary family-child separation and undermine de-institutionalization and care reform efforts;

g) Urges States to enact and enforce the necessary legislative or other measures, to prevent children from being trafficked into or exploited in residential care facilities, and to exercise due diligence in investigating, prosecuting and punishing offenders where residential care facilities fail to comply with the legislative and regulatory frameworks with respect to registration, recruitment, admissions and operations.

5. Strengthen child welfare and protection systems and services

a) Recognizing that comprehensive child welfare and protection services are essential components of an effective social service system, supporting national efforts to reduce child poverty, risk and adversity, while complementing and leveraging the work of the health, education, and justice sectors;\(^{33}\)

b) Urges States to take all appropriate legislative, administrative, social, and educational measures to protect children from all forms of violence, exploitation, abuse, and neglect while in the care of parents, legal guardians, or any other person who has the care of the child;\(^{34}\)

c) Calls on States to develop policies and services, including the organizations, structures, people, activities, data, and resources, with a primary intent to reach vulnerable families and provide child centered support services that reduce or eliminate risks factors, promote safe, stable and nurturing relationships and environments, provide concrete support in times of need and improve families’ economic security and stability, and foster parental and child resilience including through increased access to social support and coping strategies.

d) Encourages States and all actors to develop and strengthen community-based, national, and cross-border child protection systems that have the capacity to assess the unique needs of vulnerable children and families, determine the best interests of the child,\(^{35}\) make referrals to local resources (formal or informal), age- and gender-sensitive programs and services, and include rigorous assessment, gatekeeping,\(^{36}\) and monitoring.\(^{37}\) These systems should seek to provide a continuum of care – from prevention to response – that will secure child welfare and protection, including during the transition to adulthood.
6. **Ensure adequate financial and human resources**

a) Recognizing that funding for institutions can exacerbate unnecessary family-child separation and the institutionalization of children, States should ensure that public or private funds are not spent on maintaining, renovating, establishing building or creating any form of institution or institutionalization;\(^{38}\)

b) Urges States, to the maximum extent of their available resources and, where appropriate, within the framework of development cooperation, to allocate human and financial resources to ensure the optimal and progressive implementation of the Guidelines for the Alternative Care of Children, in conformity with the CRC, CRPD, and all relevant international conventions and human rights treaties, throughout their respective territories in a timely manner. States should facilitate active cooperation among all relevant authorities and the mainstreaming of child and family welfare issues within all ministries directly or indirectly concerned;\(^{39}\)

c) Urges States to adequately resource care strengthening and reform and redirect public and private resources towards a range of suitable high-quality community-based care options and the safe transition from institutional to family-based care in the community. States must ensure that their funds are used to support child care reform both nationally and through international cooperation;

d) Urges States to strengthen and provide adequate funding for a trained, qualified, accredited, mandated and supported social service workforce to work directly with children and families and to oversee the quality of care provided.\(^{40}\)

7. **Improve data collection and regular reporting**

a) Recognizing that all children count, but not all children are counted and noting that the 2030 Agenda does not include a systematic process to identify the most vulnerable, including children without parental care;

b) Underlining that the bold vision of the 2030 Agenda and its aim to “leave no one behind” will not be achieved if children without parental care continue to be neglected within the Sustainable Development Goals framework and related funding and programmatic implementation;

c) Recognizing the importance of rigorous data collection, particularly by national authorities, and the urgent need to enhance international cooperation to this end, including through capacity-building, financial support and technical assistance. Data collection must be consistent with national legislation on data protection and international obligations related to privacy, as applicable;\(^{41}\)

d) Urges States to close existing data gaps, develop national and global baselines, and invest in quality, accessible, timely and reliable disaggregated data related to children living without parental or family care in all settings and situations.\(^{42}\) Ethical data collection mechanisms to assess the situation of children living without parental care should include processes to determine where and with whom children are living, the type of care arrangement, and the quality of care they are receiving, ensuring data privacy protections, especially for children under 18;\(^{43}\)

e) Calls on States to ensure that data and information is disaggregated systematically across all sectors, including with respect to housing, living arrangements and social protection schemes as well as access to independent living and support and services. The information should allow for regular analyses of how deinstitutionalization and transition to support services in the community have progressed. It is important that indicators reflect the particular circumstances in every State party;\(^{44}\)

f) Urges States to ensure that comprehensive and up-to-date records are maintained regarding the administration of alternative care services, including detailed files on all children in their care, staff employed and financial transactions. The records on children in care should be complete, up to date, confidential and secure, and should include information on their admission and departure and the form, content and details of the care placement of each child, together with any appropriate identity documents and other personal information. Information on the child’s family should be included in the child’s file as well as in the reports based on regular evaluations. This record should follow the child throughout the alternative care period and be consulted by duly authorized professionals responsible for his/her current care;\(^{45}\)
g) Encourages States to track longitudinal data to measure progress over time on the implementation of the UN Guidelines for the Alternative Care of Children, including changes in legislative and policy frameworks, administrative and statistical data on the provision of alternative care services, social service workforce capacity and development, funding and budgetary provisions, and perspectives and recommendations from children, young people, parents and families connected with the care system;

h) Urges States to commit to ensure this data fosters research, guides coherent and evidence-based policy-making and well-informed public discourse, and allows for effective monitoring and evaluation of the implementation of commitments over time.46

8. **Ensure full participation of children without parental or family care**

a) Reaffirming the right of all children to express themselves freely, to be consulted and to have his/her views duly taken into account in accordance with his/her evolving capacities, and on the basis of his/her access to all necessary information. Every effort should be made to enable such consultation and information provision to be carried out in the child’s preferred language;47

b) Urges States to establish and strengthen mechanisms for the effective participation of children in planning, implementation, monitoring and evaluation relating to matters that affect them directly in their daily lives as well as in relation to policies and services, such as health, the environment, education, social and economic welfare, protection against violence, abuse and exploitation, and disaster response;48

c) Calls on States to support children and their families to participate in decisions that affect them, including individual care arrangements and placement in alternative care. Ensure that the preparation, enforcement and evaluation of a protective measure for a child should be carried out, to the greatest extent possible and with respect to the child’s best interests and safeguarding, with the participation of his/her parents or legal guardians and potential foster carers and caregivers, with respect to his/her particular needs, convictions and special wishes. At the request of the child, parents or legal guardians, other important persons in the child’s life may also be consulted in any decision-making process;49

d) Urges States to establish a competent monitoring mechanism, such as a children’s ombudsperson, commissioner or inspectorate, to monitor compliance with the rules and regulations governing the provision of care, protection and treatment of children in alternative care with unimpeded access to residential facilities to hear the views and concerns of the child directly, including through a confidential and safe complaint mechanism, and to monitor the extent to which his or her views are listened to and given due weight.

9. **Follow-up**

a) Decides to convene a one-day high-level dialogue of the plenary of the General Assembly, within existing resources, on strengthening care and protection systems for children without parental care, during United Nations High-Level Week in September 2020 or on the International Day for the Protection of Children; and that the high-level dialogue shall comprise an opening plenary meeting and an interactive panel discussion with the meaningful participation of children.
1 This language is established in the UNCRC, UNCRPD, and other UN documents. A/RES/73/155 adds that the “family has the primary responsibility for the nurturing and protection of children”.

2 This language is established in the UNCRC, Articles 5 and 7(1); UNCRPD, Article 23 (3 and 5); International Convention on Civil and Political Rights, Articles 17, 23 and 24; International Covenant on Economic, Social and Cultural Rights, Article 10; International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, Articles 14, 17, and 44; Joint General Comment No. 4 (2017) of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families and No. 23 (2017) of the Committee on the Rights of the Child on State obligations regarding the human rights of children in the context of international migration in countries of origin, transit, destination and return (CMW/C/GC/4-CRC/C/GC/23)

3 These risks are referenced in multiple UN documents, including the UNCRC (Article 9), UNCRPD (article 23); CRPD/C/GC/5; A/RES/64/142 paragraph 15; A/RES/71/177; and the Global Compacts for Migration and Refugees.


5 This is established in A/RES/64/142, paragraph 14. See also UNHCR (2018). Guidelines on Assessing and Determining the Best Interests of the Child.

6 Help Age International and Every Child. (2012). Family First: Prioritising support to kinship carers, especially older carers.

7 A/RES/70/1, paragraph 25.


9 This language is established in the UNCRC, UNCRPD, and other UN documents, for example, A/RES/64/142 paragraphs 32-38 (“promoting parental care”); A/RES/64/142 paragraphs 39-48 (“preventing family separation”); A/RES/64/142 paragraphs 49-52 (“promoting family reintegration”); A/RES/71/7; and Global Compacts for Migration and Refugees (“family tracing and reunification”). See also The Sphere Handbook and Humanitarian Charter (2018).

10 Building on A/RES/64/142 paragraph 32.

11 This language is established in the UNCRC, UNCRPD, and other UN documents, including A/RES/71/177, A/RES/64/142, A/RES/71/1, CRPD/C/GC/5 A/RES/71/177.

12 This language is established in WHA 64.9 and A/RES/70/1.

13 This language is established in the UNCRC (article 28), UNCRPD (article 24), and A/RES/70/1 (goal 4).

14 Language concerning social protection is established in A/RES/70/1. See also the Joint Statement on Advancing Child-Sensitive Social Protection (2009).

15 This language is established in A/RES/70/1 (target 16.2) and A/RES/71/177. See also World Health Organization INSPiRE: Seven strategies for preventing violence against children (2016).

16 A/RES/64/142 paragraph 12 refers to a stable home and permanency.


18 UNCRC, UNCRPD, A/RES/64/142 paragraph 3 (State’s role in ensuring support for families), A/RES/64/142 paragraph 12 (“stable home” and “permanency”).

19 This language is established in A/HRC/40/L.20/Rev.1 OP 16. CRPD/C/GC/5 also includes specific language around deinstitutionalization and replacement of institutions.


25 This language is referenced in A/RES/71/1, paragraph 125.

26 This language is referenced in A/RES/71/1, paragraphs 5, and 57.
27 CRC/C/GC 23, paragraph 13.
28 A/RES/64/142, paragraph 81.
30 This language is established in A/HRC/40/L.20/Rev.1 OP 16. CRPD/C/GC/5 also includes specific language around deinstitutionalization and replacement of institutions.
31 CRPD/C/GC/5, paragraphs 49 and 57.
32 CRPD/C/GC/5, paragraph 58.
33 This is established in A/RES/64/142, paragraph 8.
34 This is established in A/RES/69/194, part one.
35 This is established in A/RES/64/142, paragraph 6.
38 This language is referenced in CRPD/C/GC/5, paragraphs 1, 51, and 96.
39 This language is reflected in the UNCRC, UNCRPD (article 32), A/RES/64/142 paragraphs 24-26, A/RES/71/177, paragraphs 13-15, and A/RES/73/155, paragraph 12.
41 This language is referenced in A/RES/71/1, paragraph 40.
42 This language is referenced in CRPD/C/GC/5 paragraph 95; A/RES/71/1, paragraph 40.
43 This language is referenced in A/RES/70/1, paragraphs 48 and 57. See also UNCRPD (Article 31) and A/RES/64/142, paragraph 69.
44 This language is referenced in CRPD/C/GC/5, paragraph 95.
45 This language is referenced in A/RES/64/142, paragraphs 109 and 110.
46 This language is referenced in the Global Compact on Migration, Objective 1.
48 This language is referenced in A/RES/68/147, OP13.
49 This language is established in A/RES/64/142, paragraph 65. See also CRC/C/CG /7.