

<b>Title</b>	<b>Draft Toolkit for Preventing and Addressing Illicit Practices in Intercountry Adoption PART III – CHECKLIST TO ASSIST DECISION-MAKING BY CENTRAL AUTHORITIES</b>
<b>Document</b>	<b>Prel. Doc. No 6C REV of January 2022</b>
<b>Author</b>	Working Group on Preventing and Addressing Illicit Practices in Intercountry Adoption (Working Group), with the support of the Permanent Bureau (PB) of the HCCH
<b>Agenda Item</b>	Item 7
<b>Mandate(s)</b>	C&R No 24 of 2017 CGAP
<b>Objective</b>	To discuss major outstanding issues of the draft Toolkit at the meeting of the Special Commission, with a view to seek approval from the Special Commission
<b>Action to be Taken</b>	For Decision <input type="checkbox"/> For Approval <input type="checkbox"/> For Discussion <input checked="" type="checkbox"/> For Action / Completion <input type="checkbox"/> For Information <input type="checkbox"/>
<b>Annexes</b>	N/A
<b>Related Documents</b>	Report of the Working Group ( <a href="#">meetings of September and November 2021</a> ) Report of the Working Group ( <a href="#">meeting of 8–10 July 2020</a> ) Conclusions and Recommendations of the Working Group ( <a href="#">meeting of 21-23 May 2019</a> ) Conclusions and Recommendations of the Working Group ( <a href="#">meeting of 13–15 October 2016</a> )

## Table of Contents

CHECKLIST TO ASSIST DECISION-MAKING BY CENTRAL AUTHORITIES.....	3
Checklist.....	3
Step 1 – Verification of the child’s identity by the Central Authority of the State of origin (see further FS 4 “Identity”).....	4
Step 2 – Verification of the principle of subsidiarity by the Central Authority of the State of origin (see further FS 6 “Subsidiarity”) .....	5
Step 3 – Verification by the State of origin’s Central Authority of the determination of adoptability of the child made by the competent authority in the State of origin (see further FS 7 “Consent” and FS 8 “Children of unknown parents”) .....	7
Step 3A – Where the adoptability is based on consent(s) to adoption – Verification of the consent(s).....	7
Step 3B – Where the adoptability is based on an administrative or judicial decision – Verification of the decision .....	9
Step 4 – Verification by the Central Authority of the receiving State of the assessment of suitability and eligibility to adopt (see further FS 9 “PAPs”) .....	10
Step 5 – Decision on matching of the Central Authority (or competent authority) of the State of origin (see further FS 9 “Matching”).....	11
Step 6 – Approval of the proposed match by the Central Authority of the receiving State ..	12
Step 7 – Acceptance that the adoption may proceed by the Central Authorities of the State of origin and the receiving State (see further FS 4 “Identity”; FS 6 “Subsidiarity”; FS 7 “Consent”; FS 8 “Children of unknown parents”; and FS 10 “Matching”).....	13
Step 8 – Issuance of a certificate of conformity by the competent authority of the State where the adoption order was made .....	14
Checklist Work Sheet.....	16
Step 1 – Verification of the child’s identity by the Central Authority of the State of origin...	16
Step 2 – Verification of the principle of subsidiarity by the Central Authority of the State of origin.....	17
Step 3 – Verification by the State of origin’s Central Authority of the determination of adoptability of the child made by the competent authority of the State of origin..	18
Step 3A – In all cases where the adoptability is based on consent(s) to adoption .....	18
Step 3B – In all cases where the adoptability is based on an administrative or judicial decision .....	19
Step 4 – Verification by the Central Authority of the receiving State of the assessment of eligibility and suitability to adopt.....	20
Step 5 – Decision on matching of the Central Authority (or competent authority) of the State of origin .....	20
Step 6 - Approval of the proposed match by the Central Authority of the receiving State....	21

Step 7 – Acceptance that the adoption may proceed by the Central Authorities of the State  
of origin and the receiving State ..... 21

Step 8 – Issuance of a certificate of conformity by the competent authority of the State  
where the adoption order was made ..... 22

## CHECKLIST TO ASSIST DECISION-MAKING BY CENTRAL AUTHORITIES

- 1 This Checklist aims at assisting Central Authorities in taking decisions in individual cases involving children for whom an intercountry adoption is considered. In States where Central Authority duties are performed in whole or in part by public authorities or AABs, this Checklist will also assist them in their decision-making process. References to Central Authorities should therefore be read as including public authorities or AABs, where appropriate (Art. 22(1)).
- 2 The Checklist is divided into eight distinct steps. Each step focuses on a specific aspect of the intercountry adoption process falling under the purview of either the State of origin or the receiving State. However, as part of the overall joint responsibility of ensuring that the adoption process fully conforms to the legal and procedural safeguards of the Convention, steps 5 to 8 should allow Central Authorities to double-check that proper verifications and decisions have been made in both States before matching is proposed and agreement to proceed with an adoption is given.
- 3 For each step, the Checklist sets out what the Central Authority should watch out for when reviewing a child's and / or PAPA's situation and what actions it should take, including where further clarification may be needed. The Central Authority should satisfy itself of the regularity of the situation before turning its mind to the next aspect of the intercountry adoption process. This proactive step-by-step approach should allow for closer scrutiny of the child's situation to more effectively prevent illicit activity from permeating or influencing the intercountry adoption process.<sup>1</sup>

Where, at any step in the intercountry adoption process, reasonable doubts of illicit activity arise, Central Authorities should immediately suspend any further decision regarding the child's life plan and refer to Part IV, "*Model Procedure to Respond to Suspected and Actual Cases of Illicit Practices*", and Part V, "*Guidelines on Enhancing Cooperation and Coordination to Prevent and Respond to Illicit Practices, including Patterns*", of the Toolkit, for guidance on possible actions to be taken in light of the particular circumstances. Central Authorities should also refer to these tools where reasonable doubts of illicit activity arise after the adoption order and the certificate of conformity have been issued.

### Checklist

- 4 The manner in which Central Authority duties are performed may differ from one State to another depending on domestic rules and procedures and / or the specific aspects of the intercountry adoption process under review. In some instances, for example, the role of the Central Authority may be to verify that the competent authorities have properly documented their determinations or decisions in light of applicable best practices. In other instances, the Central Authority may be directly responsible for, or involved in, certain verifications.

While the rules of the 1993 Adoption Convention should always apply, Central Authorities may need to adapt the Checklist to facilitate its application in their jurisdiction.

---

<sup>1</sup> It is however still important to keep in mind that following all the steps presented in this Checklist does not guarantee the absence of illicit practices. In any case, States should do their utmost, including referring to all the tools in the Toolkit, to prevent their occurrence.

States are encouraged to also refer to Part II, “Fact Sheets”, which provides more detailed information on how to identify and prevent illicit practices.

For each specific step, references are made to the specific correlated Fact Sheets.

In addition, it is to be noted that other overarching Fact Sheets are intended to cover the entire procedure (*i.e.*, FS 1 “Abduction”; FS 2 “Circumventing the Convention”; FS 3 “Financial Gain”; FS 5 “Documents”).

**Step 1 – Verification of the child’s identity by the Central Authority of the State of origin (see further FS 4 “Identity”)**

- 5 Ensuring that the identity of the child has been verified and documented based on reliable information. The identity of the child includes that of the parent(s).

**What to watch out for**

- 6 Of the **documentary evidence provided** (e.g., a birth registration or birth certificate), whether the document appears to be **authentic**. This could be done, for example, by verifying that:

- the form and content of the document are consistent with authentic national documents (by contacting the competent authority, where appropriate);
- if more than one document is provided, there are no inconsistencies regarding the identity of the child or parent(s);
- if there is late registration, everything was done following the laws and procedures, and the necessary documents were issued;
- there are no indications, such as a variation in pen pressure or signs of electronic manipulation, that the document may have been forged or altered.

- 7 **In all cases**, whether reasonable steps were taken to **verify the information on the identity of the child and parent(s)** and whether such steps were documented. This could have been done, for example, by:

- requesting documentary evidence as to their identity, residence and / or employment;
- conducting appropriate interview(s) with the parent(s) or person accompanying the child when that child was taken into care (referred to below as “person”);
- requesting written statement of the parent(s) or person and if feasible, DNA testing;
- seeking corroborative information from hospital birth records and / or other government records;
- seeking corroborative information from extended family and / or leader(s) of the local community.

- 8 **In the case of a child of unknown parents**, whether reasonable steps were taken to **verify the identity of the child** and whether such steps were documented. This could have been done, for example, by:

- seeking assistance from law enforcement or child welfare authorities;
- issuing notices to find the parents or extended family, or to identify the child using widely accessible media, including multimedia platforms, as appropriate and consistent with privacy considerations;
- reviewing the report on how and where the child was found and, if possible, interviewing those that found the child;

- seeking corroborative information from leader(s) of the local community.

#### **What actions may be taken**

- 9 **If the birth of the child** has been registered, the **legal parentage** of the child has been recorded and the **identity of the child** has been verified based on reliable information that has been documented:
- go to step 2.
- 10 **If the birth of the child** has not been registered and / or their legal parentage has not been recorded but the **identity of the child** has been verified based on reliable information that has been recorded:
- request the registration of the child's birth and / or of the child's legal parentage;
  - once registration is done, go to step 2.
- 11 **If the identity of the child** cannot be verified based on reliable information that has been documented:
- suspend any further decisions;
    - ⇒ request that the competent authority(ies) undertake proper verifications to establish the identity of the child, register the birth of the child and legal parentage, and develop a suitable life plan for the child.<sup>2</sup>

#### **Step 2 – Verification of the principle of subsidiarity by the Central Authority of the State of origin (see further FS 6 “Subsidiarity”)**

- 12 Verifying that appropriate efforts were made in view of family reunification (level 1 of subsidiarity) and, where this was not possible, that suitable, permanent and family-based domestic solutions (e.g., kinship care and domestic adoption) (level 2 of subsidiarity) were duly considered within a reasonable time<sup>3</sup> in light of the circumstances of each case. Step 2 refers to the verification by the Central Authority that the principle of subsidiarity was duly considered by the competent authorities at levels 1 and 2.

#### **What to watch out for**

- 13 Whether appropriate efforts to give due consideration to the **principle of subsidiarity** were made within a reasonable time and whether such efforts have been documented. This could be done, for example, by examining indications such as:
- whether the child is an infant or a toddler;
  - whether a parent or other family member is still involved in the child's life, for both intrafamily adoptions and non-intrafamily adoptions;
  - whether, from the moment the child entered into care, no or insufficient time was taken to effectively consider reunification (level 1 of subsidiarity);
  - whether national solutions (level 2 of subsidiarity) exist in the State of origin;

---

<sup>2</sup> The development of a suitable life plan for the child may, after all efforts have been made to verify the child's identity, include adoption.

<sup>3</sup> The term “reasonable time” is used to refer to the fact that a balance needs to be found between giving too little time to try to find a suitable and permanent domestic solution (as it could mean that such a solution is not found while it could have been possible) and giving too much time (as it could mean that the child would stay in a temporary solution too long which could affect the possibility to then find a permanent solution).

- if national solutions exist in the State of origin, whether no or insufficient time was taken to effectively consider them (level 2 of subsidiarity), from the moment reunification had effectively been considered and had been deemed not possible;
- whether, for intrafamily adoptions:
  - ⇒ an intercountry adoption appears to be pursued as an alternative to other immigration pathways;
  - ⇒ pressure was put on the Central Authority or other competent authorities by family members in both the State of origin and the receiving State (e.g., pressure to determine the child as being in need of adoption);
- signs of possible inducement by pressure, coercion, payment or compensation of any kind;
- insufficient information or lack of proper assessment to support a determination of special needs; and
- a determination of special needs that is inconsistent with observations of the child's development and / or the child's wishes were not considered.

#### **What actions may be taken**

- 14 **If appropriate efforts to give due consideration to the **principle of subsidiarity** have been made:**
- go to step 3.
- 15 **If there are indications that appropriate efforts to give due consideration to the **principle of subsidiarity** within a **reasonable time** may not have been made:**
- suspend any further decisions and seek additional information;
  - once additional information is received, if it is determined that:
    - ⇒ appropriate efforts to give due consideration to the principle of subsidiarity have been made: go to step 3.
    - ⇒ appropriate efforts to give due consideration to the principle of subsidiarity have not been made:
      - > request that the competent authority(ies) make appropriate efforts to give due consideration to the principle of subsidiarity within a reasonable time and document such efforts;
      - > if, after proper efforts to give due consideration to the subsidiarity principle, the decision regarding the child's life plan includes an intercountry adoption: go to step 3.
- 16 **If there are indications of irregularities in the **assessment of the child's needs** and / or in the consideration of the child's wishes:**
- suspend any further decisions and request a full assessment of the child's needs by (a) qualified expert(s) and / or consider the child's wishes;
  - once such assessment is received, if it is determined that:
    - ⇒ the child's needs and / or wishes described in the original assessment were accurate: go to step 3;
    - ⇒ the child's needs and / or wishes are different from those described in the original assessment:

- > discuss with the competent authority(ies) whether giving new consideration to the principle of subsidiarity would be in the child's best interests;
- > if, after giving new consideration to the principle of subsidiarity, the decision regarding the child's life plan includes an intercountry adoption: go to step 3.

**Step 3 – Verification by the State of origin's Central Authority of the determination of adoptability of the child made by the competent authority in the State of origin (see further FS 7 "Consent" and FS 8 "Children of unknown parents")**

- 17 Ensuring that the child is adoptable based on valid consent(s) and / or a valid decision by the competent administrative or judicial authority.
- 18 Please note that step 3 only considers the child's "legal" adoptability in terms of consent and / or valid decision. However, it is also extremely important that other aspects of the adoptability of the child are considered, assessed and verified. These may include the child's psychological, social and / or medical adoptability.<sup>4</sup>

**Step 3A – Where the adoptability is based on consent(s) to adoption – Verification of the consent(s)**

- 19 Ensuring that the consent(s) were taken in accordance with the requirements of Article 4 of the Convention, under appropriate conditions and has / have not since been withdrawn.
- 20 Consent(s) refer to consent (1) to the termination of the legal relationship between the child and the birth parents (in the case of a full adoption); and (2) to the child's *intercountry* adoption; as well as to a consent that has become irrevocable.

**What to watch out for**

- 21 Whether the **authenticity of the consent(s)** can be verified and documented. This could be done, for example, by verifying that:
- the person who apparently received the consent(s) is effectively the competent authority in the State;
  - there are no apparent misrepresentations about the identity of the child or their parent(s);
  - the form and content of the document(s) are consistent with authentic national documents;
  - there are no indications, such as a variation in pen pressure or signs of electronic manipulation, that the document may have been forged or altered.
- 22 Whether the **conditions for obtaining the consent(s)** were appropriate and documented. This could be done, for example, by verifying that the competent authority that took the consent(s) documented the following:
- all persons, institutions or authorities whose consent(s) is / are legally required under the law of the State of origin, provided such consent(s);
  - the person(s), institutions or authorities who signed the consent form(s) was / were the person(s), institutions or authorities whose consent(s) is / are legally required under the law of the State of origin;
  - no indication that the parent(s) and child (where the child's consent is required) may not have had the legal capacity to give consent;

---

<sup>4</sup> For further information, see GGP No 1, para. 328.

- the parent(s) and child (where the child's consent is required) were counselled as may be necessary and duly informed of the effects of their consent in a language that was understood by them;
- no indication that the parent(s) and child (where the child's consent is required) may not have had the intellectual capacity to understand the information they were given;
- the parent(s) and child (where the child's consent is required) were given the opportunity to further reflect on the options for the child's life plan after receiving counselling and before giving consent;
- the consent(s) has / have been given in the required legal form, and expressed or evidenced in writing;
- if requested by them, the child and / or the parents were provided with additional legal counselling;
- the consent(s) of the parent(s) (where required) has or have been given only after the birth of the child and only after a reasonable period has elapsed following the birth of the child;<sup>5</sup>
- the parent(s) and child (where the child's consent is required) confirmed that the consents were not induced by payment or compensation of any kind; and
- except where the adoption is an intrafamily adoption, the parent(s) confirmed that they have not had any contact with potential PAPs.

23 Whether there are any indications that:

- the consent(s) may have been induced by pressure, coercion, payment or compensation of any kind;
- the consent(s) may have since been withdrawn.

#### *What actions may be taken*

24 **If the authenticity of the consent(s) has been verified and the consent(s) was / were taken under appropriate conditions and there are no indications that the consent(s) may have been withdrawn:**

- go to step 5.

25 **If there are indications that the consent(s): may not be authentic or may not have been taken under appropriate conditions or may have been withdrawn:**

- suspend any further decisions and seek additional information;
- once additional information is received, if it is determined that:
  - ⇒ the consent(s) is / are authentic, taken under appropriate conditions and not withdrawn:
    - > go to step 5.
  - ⇒ the consent(s) is / are authentic but was / were not taken under appropriate conditions:
    - > discuss with the competent authority(ies) whether it may be possible to obtain new consent(s) under appropriate conditions:

---

<sup>5</sup> For further information, see FS 7 "Consent", line 9.

- if such consent(s) is/are obtained: go to step 5;
  - if such consent(s) cannot be obtained: request that the competent authority(ies) reassess(es) the situation and take(s) appropriate decisions regarding the child's life plan.
- ⇒ the consent(s) is / are not authentic or the consent(s) has / have been withdrawn:
- > request that the competent authority(ies) reassess(es) the situation and take(s) appropriate decisions regarding the child's life plan.
  - > if, after reassessing the situation, the decision regarding the child's life plan remains an intercountry adoption and the child's adoptability is properly established through new consent(s) and / or a valid administrative or judicial decision:
    - go to step 5.

### Step 3B – Where the adoptability is based on an administrative or judicial decision – Verification of the decision

- 26 Ensuring that the administrative or judicial decision was issued by the competent authority, that the document is authentic, and that there are no irregularities.

#### *What to watch out for*

- 27 Whether the **authenticity of the decision** can be verified and documented. This could be done, for example, by verifying that:
- the decision was effectively issued by the competent authority in the State (by contacting the officers of the court or the administrative authority, if appropriate);
  - the form and content of the document(s) is / are consistent with authentic national documents;
  - there are no indications, such as a variation in pen pressure or signs of electronic manipulation, that the document may have been forged or altered.
- 28 Whether there are any indications that:
- the identity of the child or their parent(s) may have been misrepresented;
  - the decision may have been induced by pressure, coercion, payment or compensation of any kind;
  - where consent(s) to adoption were given, such consent(s) may have been taken under inappropriate conditions as described in paragraph 22;
  - where the decision is based (in whole or in part) on a previous decision removing the parent(s)' parental responsibility, that such decision may not be authentic.

#### *What actions may be taken*

- 29 If the **authenticity** of the decision has been verified and there are no indications that: the decision may have been induced by **pressure, coercion, payment or compensation of any kind**; the **identity of the child or their parent(s)** may have been misrepresented; where consent(s) to adoption were given, such consent(s) may have been taken under **inappropriate conditions**; or, where the decision is based on a previous decision removing the parent(s)' parental responsibility, such decision **may not be authentic**:

- go to step 5.

30 If there are indications that: the decision may not be **authentic**; the decision may have been induced by pressure, coercion, **payment or compensation of any kind**; the **identity of the child and / or their parent(s)** may have been misrepresented; where consent(s) to adoption were given, such consent(s) may have been taken under **inappropriate conditions**; or where the decision is based on a previous decision removing the parents' parental responsibility, such decision may not be authentic:

- suspend any further decisions and seek additional information;
- once additional information is received, if it is determined that:
  - ⇒ the decision is authentic and not induced by pressure, coercion, payment or compensation of any kind; the identity of the child and parent(s) have not been misrepresented; the consent(s) were taken under appropriate conditions; and, any previous decision removing the parent(s)' parental responsibility was authentic: go to step 5.
  - ⇒ the decision is not authentic or the decision is authentic, but: the decision was induced by pressure, coercion, payment or compensation of any kind; the identity of the child and parent(s) has been misrepresented; the consent(s) were taken under inappropriate conditions; or any previous decision removing the parent(s)' parental responsibility was not authentic:
    - > request that the competent authority(ies) reassess the situation and take appropriate decisions regarding the child's life plan;
    - > if, after reassessing the situation, the identity of the child and parent(s) is properly verified, the decision regarding the child's life plan remains an intercountry adoption and the child's adoptability is properly established through valid consent(s) and / or a judicial decision:
      - go to step 5.

#### Step 4 – Verification by the Central Authority of the receiving State of the assessment of suitability and eligibility to adopt (see further FS 9 "PAPs")

31 Ensuring that the PAPs have undergone a proper assessment and have been found suitable and eligible to adopt internationally.

##### *What to watch out for*

32 Whether the PAPs have been duly assessed and found to be **eligible and suitable**. This could be done, for example, by verifying whether:

- the licensed professional was duly authorised and qualified to assess eligibility and suitability;
- there are no indications that the assessment contains misrepresentations regarding the PAPs' identity, habitual residence, marital status, personal situation or other;
- there are no indications that the assessment or the required documentation provided by the PAPs (e.g., identity documents; financial statements; medical reports) may have been forged or falsified;
- there are no indications that the licensed professional or a third party (e.g., physician, psychologist) may have accepted payments to produce a positive assessment or report; and

- the PAPs are requesting an assessment after having travelled to the State of origin to identify a child to adopt (independent or private adoption).

#### **What actions may be taken**

33 **If a proper assessment of suitability and eligibility has duly been conducted:**

- go to step 6.

34 **If there are indications that a proper assessment of suitability and eligibility may not have been duly conducted:**

- suspend any further decisions and, depending on the circumstances, consider:
  - ⇒ refusing the adoption application; or
  - ⇒ requesting an updated assessment in light of any new information:
    - > if an updated assessment is requested and is satisfactory, go to step 6.

#### **Step 5 – Decision on matching of the Central Authority (or competent authority) of the State of origin (see further FS 9 “Matching”)<sup>6</sup>**

35 Identifying PAPs approved under Article 15 of the Convention to meet the child’s specific needs and transmitting the child proposal to the receiving State.

#### **What to watch out for**

36 Whether the PAPs have been duly approved under Article 15 of the Convention. This could be done, where necessary, by communicating directly with the Central Authority of the receiving State.

37 Whether the matching process may have been circumvented. This could be done, for example, by looking out for possible indications of:

- a private arrangement (through an individual, an AAB or a child institution) to match PAPs to the child;
- inducement by pressure, coercion, payment or compensation of any kind, including the origin of any funding or income received by the child institution;
- a matching decision where the special needs and / or age of the child are different from those for which the PAPs had been duly approved for; and
- the PAPs travelling to the State of origin, including to volunteer at a child institution, or being in contact with the child or the parent(s) of the child, either directly or through an extended family member or friend living in the State of origin, before or after the consent(s) to adoption.

---

<sup>6</sup> In some situations where no suitable PAPs may have been found for a particular child, the State of origin may ask receiving States if they have other PAPs whose profile could correspond to the needs of that child. Such situations are usually referred to as the “reversal of the flow”. The final matching decision, however, should still be made by the Central Authority (or competent authority) of the State of origin. If such situations arise, it is important to ensure that all aspects of the matching process are still respected (e.g., PAPs should not be proposed if they had not been approved for the special needs and / or age that the particular child would have) and that it does not create “competition” between States and PAPs for a specific child.

**What actions may be taken**

38 If the PAPs have been **duly approved** and there are no indications that the **matching process** may have been circumvented:

- proceed with matching with the approved PAPs, send proposal to Central Authority of the receiving State and wait for the response;
- if the response from the Central Authority of the receiving State is positive: go to step 6, if the adoption order is to be made in the State of origin.

39 If the PAPs have not been **duly approved**:

- consider matching the child with other duly-approved PAPs.

40 If the PAPs have been **duly approved** but there are indications that the **matching process** may have been circumvented;

- consider matching the child with other duly approved PAPs while seeking additional information;
- once additional information is received, if it is determined that:
  - ⇒ the matching process had not been circumvented: consider the PAPs for a match with this child or another child;
  - ⇒ the matching process had been circumvented: consider whether the PAPs may nevertheless be duly matched with another child.

**Step 6 – Approval of the proposed match by the Central Authority of the receiving State**

41 Ensuring that the child proposal is made in accordance with Article 16 of the Convention and that the PAPs are suited to meet the child’s specific needs.

**What to watch out for**

42 Whether the child proposal was made in accordance with Article 16 of the Convention. This could be done, where necessary, by communicating directly with the Central Authority of the State of origin.

43 Possible indications that the principle of subsidiarity (levels 1 and 2) may not have been given due consideration in the State of origin, including for intrafamily adoptions.

44 Whether the PAPs were duly approved in accordance with Article 15 of the Convention and whether they are suitable to meet the specific needs of the child.<sup>7</sup>

**What actions may be taken**

45 If the child proposal was made in accordance with Article 16 and there are no indications that: the principle of subsidiarity may not have been given due consideration; and the PAPs were not approved or may not be suited to meet the specific needs of the child:

- approve the proposed match and inform the Central Authority of the State of origin;
- go to step 6.

---

<sup>7</sup> For example, this also includes verifying that the special needs and / or age of the child correspond with what the PAPs had been duly approved for.

46 If the child proposal was not made in accordance with Article 16 or there are indications that: the principle of subsidiarity may not have been given due consideration or the PAPs were not approved, or may not be suited to meet the specific needs of the child:

- suspend the approval of the proposed match and seek additional information;
- once additional information is obtained, if it is determined that:
  - ⇒ the apparent irregularities have been satisfactorily addressed:
    - > approve the proposed match and inform the Central Authority of the State of origin;
    - > go to step 6.
  - ⇒ the apparent irregularities have not been satisfactorily addressed:
    - > withhold the approval of the proposed match and inform the Central Authority of the State of origin.

**Step 7 – Acceptance that the adoption may proceed by the Central Authorities of the State of origin and the receiving State (see further FS 4 “Identity”; FS 6 “Subsidiarity”; FS 7 “Consent”; FS 8 “Children of unknown parents”; and FS 10 “Matching”)**

47 Ensuring that the conditions for accepting to proceed with the adoption are met before issuing the agreement under Article 17(c).

#### **What to watch out for**

48 Any indications of apparent irregularities that may affect the identity of the child, their adoptability or the intercountry adoption process generally. This could be done, for example, by carefully reviewing all documents to verify that:

- there are no possible indications that the documentary evidence (e.g., a birth registration or birth certificate, death certificate(s)) may not be authentic;
- there are no indications of possible inconsistencies amongst the various documents regarding identifying information on the child or legal parents and / or regarding the child’s life story (e.g., birth and / or death certificate(s); consents to adoption; report on the child; medical reports; judicial decision on adoptability);
- there are no indications that the principle of subsidiarity may not have been given due consideration, including in the case of intrafamily adoption;
- in the case of a child of unknown parents, there are no indications that the applicable procedures of the State of origin to verify the identity of children in such cases were not duly followed;
- there are no indications of possible inconsistencies between the form and content of the consent(s) and standard forms normally received from the State of origin;
- where the child was declared adoptable as a result of a judicial or administrative decision, there are no possible concerns regarding the authenticity of that decision, or of any previous decision on removing the parent(s)’ parental responsibility; this supposes that a certified copy of the decision(s) has / have been provided to the receiving State;
- there are no indications that there may have been contact between the parent(s) and the PAPs prior to the consent(s) being given, unless the adoption is an intrafamily adoption or the contact was in accordance with the conditions established by the State of origin;

- there are no indications of possible contact between the child and the PAPs prior to the child being declared adoptable and the PAPs declared eligible and suitable to adopt, or, after such declarations were made, that any such contact was not authorised and supervised by the competent authorities;
- there are no indications that the PAPs were not properly assessed;
- there are no indications that the matching process was circumvented; and
- there are no possible indications of inducement by pressure, coercion, payment or compensation of any kind, or of corruption.

49 Acceptance by the PAPs of the child proposal.

*What actions may be taken*

50 If there are **no indications** of apparent irregularities regarding the identity of the child, their adoptability or the intercountry adoption process generally, and the adoption appears to be in the child's best interests:

- agree that the adoption proceed and inform the Central Authority of the other State;
- go to step 7.

51 If there are **indications** of apparent irregularities regarding the **identity of the child, their adoptability or the intercountry adoption process** generally:

- suspend any further decisions and seek additional information;
- once additional information is obtained, if it is determined that:
  - ⇒ the apparent irregularities have been satisfactorily addressed:
    - > agree that the adoption proceed and inform the Central Authority of the other State;
    - > go to step 7;
  - ⇒ the apparent irregularities have not been satisfactorily addressed:
    - > withhold agreement that the adoption proceed and inform the Central Authority of the other State.

**Step 8 – Issuance of a certificate of conformity by the competent authority of the State where the adoption order was made**

52 Verifying that the adoption was made in conformity with the Convention before issuing a certificate of conformity (Art. 23 of the Convention).

*What to watch out for*

53 Whether an adoption order was issued by the competent authority and is valid under the law of the State where that order was issued.

54 Whether indications about the adoption not having been made in **conformity with the Convention**, including concerns about the identity of the child and / or their adoptability, may have been raised since the agreements to proceed with the adoption were given (see step 6).

*What actions may be taken*

55 If an adoption order has been issued and there are **no indications** that the adoption may not have been made in conformity with the Convention:

- issue the certificate of conformity.

56 If an adoption order has been issued but there are **indications** that it may not have been made in conformity with the Convention:

- withhold issuing the certificate of conformity and communicate with the Central Authority of the other State concerned to discuss any concerns;
- if the concerns are satisfactorily addressed, issue the certificate of conformity.
- if the concerns cannot be satisfactorily addressed, re-evaluate each step of the adoption process and work with the Central Authority of the other State in an attempt to heal any irregularity(ies);
- if the irregularity(ies) cannot be healed, evaluate possible options, including seeking the revocation of the adoption order, if such recourse is legally available, in light of the best interests of the child.

## Checklist Work Sheet<sup>8</sup>

### Step 1 – Verification of the child’s identity by the Central Authority of the State of origin

- documentary evidence is provided** (e.g., a birth registration or birth certificate): steps were taken to verify and document its authenticity:
- confirmation that the document corresponds to a valid registration;
- AND
- if there was late registration, the laws and procedures were correctly followed and the necessary documents were issued;
- AND
- if more than one document is provided, no inconsistencies were found regarding the identity of the child or parent(s)
- AND
- no indications have been found that the document may have been forged or altered.
- In all cases:** reasonable steps were taken to **verify and document** the information on **the identity of the child and parent(s):**
- documentary evidence as to their identity, residence and / or employment was obtained;
- AND
- appropriate interview(s) with the parent(s) or person accompanying the child when that child was taken into care (referred to below as “person”) were conducted;
- AND / OR
- written statement(s) of the parent(s) or person and, if feasible, DNA testing were obtained;
- AND / OR
- corroborative information from hospital birth records or other government records was obtained;
- AND / OR
- corroborative information from extended family and / or leader(s) of the local community was obtained;
- AND / OR
- other\_\_\_\_\_.
- In the case of a child of unknown parents:** reasonable steps were taken to **verify and document the identity of the child and parent(s):**
- assistance from law enforcement or child welfare authorities was obtained;

<sup>8</sup> Please keep in mind that checking all the relevant boxes of this Work Sheet does not guarantee that the adoption will not be vitiated by any illicit practices and States should do their utmost to prevent their occurrence.

AND / OR

- notices to find the parents or extended family, or to identify the child were issued using widely accessible media, including multimedia platforms, as appropriate and consistent with privacy considerations;

AND / OR

- the report on how and where the child was found was reviewed and if possible, those that found the child were interviewed;

AND / OR

- corroborative information from leader(s) of the local community was obtained;

AND / OR

- other \_\_\_\_\_.

COMMENTS:

---



---



---

**Step 2 – Verification of the principle of subsidiarity by the Central Authority of the State of origin**

- appropriate efforts to give due consideration to the principle appear to have been made;
- appropriate efforts to give due consideration to the principle do not appear to have been made because:
  - insufficient consideration seems to have been given to:
    - maintaining or reunifying the child with the birth parent(s) – level 1 of subsidiarity;
    - or, maintaining or reunifying is not possible,
    - domestic alternative care arrangements (placement into care of extended family; domestic adoption) – level 2 of subsidiarity;
  - observations of the child’s development are inconsistent with the determination of special needs, where relevant, and / or the child’s wishes do not seem to have been considered.

AND

- no indications have been found of possible inducement by pressure, coercion, payment or compensation of any kind.

COMMENTS:

---



---



---

### Step 3 – Verification by the State of origin’s Central Authority of the determination of adoptability of the child made by the competent authority of the State of origin

#### Step 3A – In all cases where the adoptability is based on consent(s) to adoption

##### *Verification of the consent(s):*

- the authenticity of the consent(s) was verified and documented:
- the person who received the consent(s) is a competent authority in the State;
- AND
- there are no apparent misrepresentations about the identity of the child or their parent(s);
- AND
- the form and content of the document(s) are consistent with authentic national documents;
- AND
- there are no indications that the document(s) may have been forged or altered.
- the conditions for obtaining the consent(s) were appropriate and documented by the competent authority that took the consent(s):
- the person(s) whose consent(s) is / are legally required under the law of the State of origin provided such consent(s);
- AND
- the person(s) who signed the consent form(s) was / were actually the person(s) whose consent is legally required under the law of the State of origin;
- AND
- no indications have been found that the parent(s) and child (where the child’s consent is required) may not have had the legal capacity to give consent;
- AND
- the parent(s) and child (where the child’s consent is required) were counselled as necessary and duly informed of the effects of their consent in a language that was understood by them;
- AND
- no indications have been found that the parent(s) and child (where the child’s consent is required) did not have the intellectual capacity to understand the information they were given;
- AND
- the parent(s) and child (where the child’s consent is required) were given the opportunity to further reflect on the options for the child’s life plan after receiving counselling and before giving consent;
- AND

the consent(s) has / have been given in the required legal form, and expressed or evidenced in writing;

AND

if so requested by them, the child and / or the parent(s) were provided additional legal counselling;

AND

the consent(s) of the parent(s) (where required) was/were given only after the birth of the child and only after a reasonable period following the birth had elapsed;

AND

the parent(s) and child (where the child's consent is required) confirmed that the consents were not induced by pressure, coercion, payment or compensation of any kind;

AND

except where the adoption is an intrafamily adoption, the parent(s) confirmed that they have not had any contact with PAPs.

no indications have been found that:

the consent(s) of the parent(s) and the child (where the child's consent is required) was / were induced by pressure, coercion, payment or compensation of any kind;

AND

the consent(s) may have since been withdrawn.

COMMENTS:

---

---

---

**Step 3B – In all cases where the adoptability is based on an administrative or judicial decision**

**Verification of the decision:**

the authenticity of the decision was verified and documented:

the decision was issued by the competent authority in the State;

AND

the form and content of the document(s) are consistent with authentic national documents;

AND

there are no indications that the document may have been forged or altered.

no indications have been found that:

the identity of the child or their parent(s) may have been misrepresented;

AND

- the decision may have been induced by pressure, coercion, payment or compensation of any kind;

AND

- where consent(s) to adoption was / were given, such consent(s) may have been taken under inappropriate conditions;

AND

- where the decision is based (in whole or in part) on a previous decision removing the parent(s)' parental responsibility, such decision was not authentic.

COMMENTS:

---

---

---

**Step 4 – Verification by the Central Authority of the receiving State of the assessment of eligibility and suitability to adopt**

- the PAPs have been duly assessed and found to be eligible and suitable:
  - the licensed professional was duly authorised and qualified to assess eligibility and suitability;

AND

- the assessment does not appear to contain misrepresentations regarding the PAPs' identity, habitual residence, marital status, personal situation or other;

AND

- the assessment or the required documentation provided by the PAPs (e.g., identity documents; financial statements; medical reports) do not appear to have been forged or falsified;

AND

- no indications have been found of possible inducement by pressure, coercion, payment or compensation of any kind;

AND

- no indications have been found of a possible independent or private adoption.

COMMENTS:

---

---

---

**Step 5 – Decision on matching of the Central Authority (or competent authority) of the State of origin**

- the PAPs have been duly approved under Article 15 of the Convention;

AND

- no indications have been found of:

- a private arrangement to match PAPs to the child (through an individual, an AAB, a child institution, or through voluntourism or direct or indirect contact with the child, birth parents or extended family);

AND

- possible inducement by pressure, coercion, payment or compensation of any kind;

AND

- a matching decision where the special needs and / or age of the child are different from those for which the PAPs had been duly approved;

COMMENTS:

---



---



---

#### Step 6 - Approval of the proposed match by the Central Authority of the receiving State

- the child proposal was made in accordance with Article 16 of the Convention;

AND

- no indications have been found that the principle of subsidiarity (levels 1 and 2) was not given due consideration in the State of origin, including for intrafamily adoptions;

AND

- the PAPs were duly approved in accordance with Article 15 of the Convention and they are suitable to meet the specific needs of the child.

#### Step 7 - Acceptance that the adoption may proceed by the Central Authorities of the State of origin and the receiving State

- documentary evidence (e.g., a birth registration or birth certificate, death certificate(s)) and consent(s) are provided and appear to be authentic;

AND

- no indications have been found of potential inconsistencies or irregularities that may affect the identity of the child, their adoptability, or the intercountry adoption process generally;

AND

- no indications have been found that the principle of subsidiarity may not have been given due consideration, including in the case of intrafamily adoption;

AND

- in the case of a child of unknown parents, the applicable procedures in the State of origin to verify the identity of the child appear to have been duly followed;

AND

- no indications have been found of inconsistencies between the form and content of the consent(s) and standard forms normally received from the State of origin;

AND

- where the child was declared adoptable as a result of a judicial or administrative decision, no indications that the decision declaring the child adoptable and, if applicable, any previous decision on removing the parent(s)' parental responsibility, is / are not authentic;

AND

- no indications have been found of possible contact between the parent(s) and the PAPs prior to the consent(s) being given, except for intrafamily adoptions or if the contact was in accordance with the conditions established by the State of origin;

AND

- no indications have been found of possible contact between the child and the PAPs prior to the child being declared adoptable and the PAPs declared eligible and suitable to adopt, or, after such declarations, of any such contact that was not authorised and supervised by the competent authorities;

AND

- no indications have been found that the PAPs were not properly assessed;

AND

- no indications have been found that the matching process was circumvented;

AND

- no indications have been found of possible inducement by pressure, coercion, payment or compensation of any kind;

AND

- the PAPs accepted the child proposal.

COMMENTS:

---

---

---

**Step 8 – Issuance of a certificate of conformity by the competent authority of the State where the adoption order was made**

- the adoption order was issued by the competent authority and is valid under the law of the State where that order was issued;
- the adoption appears to have been made in conformity with the Convention (e.g., no concerns about the identity of the child and / or their adoptability);

COMMENTS:

---

---

---