Urban Street Children Empowerment and Support

Final Program Report

Save the Children.

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Acronyms and Abbreviations

ADB	Asian Development Bank
BAPPENAS	*Badan Perencanaan Nasional*; National Planning Board
BCC	behavior change communications
BKKBN	Badan Koordinasi Keluarga Berencana Nasional (National Family Planning Board)
BLK	*Balai Latihan Kerja*; Vocational Skills Training Center
CCF	Christian Children's Fund
CLC	Community Learning Center
CRC	Convention on the Rights of the Child
DCOF	Displaced Children and Orphans Fund
DepKes	*Departemen Kesehatan*; Department of Health
DepSos	*Departemen Sosial*; Department of Social Affairs
DPRD	*Dewan Perwakilan Rakyat Daerah*; local parliament
DT	Daarut Tauhid Foundation
GOI	Government of Indonesia
HNSDP	Health, Nutrition Social Development program
ICMC	International Catholic Migration Commission
IDF	institutional development framework
IEC	information, education and communication
INGO	international nongovernmental organization
ILO	International Labour Organization
IOM	International Organization for Migration
JPS Gakin	*Jaringan Pengaman Sosial Keluarga Miskin.* Social Safety Net for Poor Families
KTK	Kids-to-kids program
KPA	*Komisi Perlindungan Anak*; National Child Protection Commission
KPAI	*Komisi Perlindungan Anak Indonesia*; Indonesia National Child Protection Commission
KPP	*Kementerian Pemberdayaan Perempuan*, Ministry of Women's Empowerment
LPA	*Lembaga Perlindungan Anak*; Child Protection Agency, provincial level
MSF	Medicines Sans Frontiers
MOU	memorandum of understanding
NGO	nongovernmental organization
PACT	Private Agencies Collaborating Together
PD	positive deviance
Pesantren	traditional Islamic boarding school
PKBI	*Perkumpulan Keluarga Berencana Indonesia*; Indonesia Planned Parenthood Associaiton

PLAN	PLAN International
PLG	program learning group
Posyandu	*Pusat Pelayanan Terpadu*; community health post
PPAI	*Pusat Perlindungan Anak Indonesia* (Medan-based child protection agency)
PR	public relations
PSSA	psycho-social structred activities
Puskesmas	*Pusat Kesehatan Masyarakat*; health center
Rp	Indonesian currency – rupiah ($1 = 9,250 rp)
RUUPA	National Child Protection Law
SOAG	Strategic Objective Agreement Grant
STI	sexually transmitted infection
TA	technical assistance
TdH	Terres de Hommes
UN-CRC	United Nations Committee on the Rights of the Child
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USCES	Urban Street Children Empowerment and Support program
WVI	World Vision International

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The program's Advisory Committee was led by the Ministry for Women's Empowerment, Deputy IV for Child Protection, Sumarni Dawan Rahardjo (2001-2003, and 2005-present) and H. Tb. Rachmat Sentika (2003-2004). At the Department of Social Affairs, Dr. Makmur Sanusi and his staff have been actively involved in shaping how the Program promotes sustainability and best practices with provincial and municipal governments.

Atma Jaya University played the leading role in the program's baseline and endline evaluation, under the leadership of Dr. Clara R.P. Ajisuksmo and her research team consisting of Herry Pramono, Heru Prasadja, Susy Y.R. Sanie, and Maria da Cunha. Other universities participating in the baseline data collection included Lembaga Penelitian UNAIR (Surabaya), Akatiga (Bandung) and Warung SAHIVA of the University of North Sumatra (Medan). Debby Tobing, of the University of Indonesia, served as a consultant in the design of the program's monitoring and evaluation approach, complementing the work of Save the Children's home office advisor, Laura Arntson. Two local organizations, PAKTA and Jaring, assisted the program in developing a user-friendly database for NGO partners to collect and report on their programs monthly.

During the course of the project, many consultants and NGO staff have facilitated annual outreach worker retreats, and municipal advocacy meetings. Their reports have documented progress being made over time. Key facilitators include Didid Adi Dananto, Laurike Moeliono, Primanto Nugroho and Ferry Iskandar. In April 2004, Alang-alang (Surabaya) hosted a national program learning exchange on education for street children, the report of which documented many of the lessons learned on education, community mobilization and prevention. In the last year of the program, the Yogyakarta-based NGO Humana led a year-long research reviewing the status of street children in 12 cities.

Irwanto, of Atma Jaya University, provided guidance on issues with reaching street children involved in the commercial sex industry. M. Farid, of the National Commission for Human Rights, advised the program on developing indicators and data collection systems that would contribute to Indonesia's report to the United Nations on progress made fulfilling the Convention

on the Rights of the Child. Dr. Neil Boothby, of Colombia University, provided technical support to the program on developing community-based preventive approaches, as well as on the methodology to address street children's psychosocial needs. Jeremy Condor provided technical support that supported the development of the program's advocacy strategy.

Save the Children was fortunate to receive an intern from Columbia University in the last year of the program. During the period of June – August 2005, Anna Fewell visited all of the program's NGO partners to solicit their feedback and insights. Her observations and conclusions provided a qualitative assessment of lessons learned from the Program.

In November 2005, the Department of Social Affairs and Save the Children hosted a national workshop in Yogyakarta entitled *Best Practices in Social Protection of Street Children.* Attended by over 200 government and non-government partners from Indonesia's eight largest cities, the retreat heard presentations and hosted working groups on the major issues in addressing street children in Indonesia. Laurike Moeliono authored the report on this meeting.

Finally, the work of Save the Children's NGO partners is the real heart of this report. The following partners participated in the Urban Street Children program since its inception in 2001:

- **Bandung**: Bahtera, Bias Kriya Mandiri, Matahariku, LAHA, LPA Jawa Barat, SEMAK, and YMS.

- **Jakarta**: Aulia, Bandungwangi, BMS, Dian Mitra, Dinamika, Griya Asih, KAKI, Mitayani, Pelita Ilmu, SEKAM, SIKAP, Yayasan Anak Nusantara, Yayasan Anak Mandiri, YIK, YKAI, Yayasan Nanda Dian Nusantara, and Yayasan Usaha Mulia.

- **Medan**: Karang Komunitas, KKSP, PKPA, PPAI, Pusaka Indonesia, and YAKMI.

- **Surabaya**: Abdi Asih, Alang-alang, Al Muhajirin, Surabaya Children's Crisis Center, Genta Surabaya, LPA Jawa Timur SPMAA,Walsama.

- **Yogyakarta** (national advocacy & capacity building for other NGOs): Humana

These NGO partners are transforming the social landscape of Indonesia, and making a real difference in the lives of street children and their families. Their dedication, skills and persistence are to be commended.

The Context: Street Children Programs Over Time

Serious concerns about street children in Indonesia started emerging after the 1997 economic crisis. Observers agreed that increasing numbers of urban families were relying on children's street-based work as their primary source of income. Directly after the crisis, the ADB sponsored Atma Jaya University to map street children in 12 cities, noting the numbers of children and the types of work they were doing. When USAID awarded the Urban Street Children Empowerment & Support program in 2000, the Indonesian government estimated there were about 40,000 street children in its 12 largest cities.

Prior to the economic crisis, USAID's Displaced Children and Orphans Fund (DCOF) had supported street children programming in Indonesia. The programs, entitled Rescue I and II, were managed by PACT during the period of 1994-1996. Another effort was undertaken by UNDP, which supported the development of an open house (*rumah singgah*) model for protection of street children, on a pilot scale during its first phase (1994-1998), and then on a larger scale in 1998-2001. The Health, Nutrition Social Development program (HNSDP) was funded by national government funds, as designed by BAPPENAS, from 1999-2001. As UNDP and HNSDP funds are managed by the municipal level, no consistent model of services emerged. An evaluation of HNSDP conducted in May 2002 even had trouble identifying any clear contribution that these funds had made to street children.

The largest-scale program to address the needs of street children after the economic crisis was started in 1999 with a $17 million loan from ADB, through the Social Protection Sector Development Program (1999-2001). The ADB loan allocated funds to the Department of Social Affairs (*Departemen Sosial*, or DepSos), which in turn gave out hundreds of grants to small NGOs in 12 cities. The street children component of the program utilized the *rumah singgah* approach, with each NGO receiving funds according to a formula based on the number of children served. Funds covered a standard package of services that included nonformal and vocational education for children who had dropped out of school, scholarships for children still in school, supplemental feeding, and small grants for family businesses. Funds also supported the operational costs for NGOs to open numerous drop-in centers across urban areas, which provided sleeping facilities and meals for children who were not living at home.

Street boys hanging out in a *rumah singgah* in Medan

The ADB program profoundly affected the environment in which the Urban Street Children program started up. Its net effect was to foster the creation of numerous small NGOs whose aim was primarily to secure DepSos funds. The ADB program emphasized service delivery, with little attention to the differences between street children, or to strategies that promoted community participation and prevention. When Save the Children[1] launched the Urban Street Children program, it received

[1] Save the Children refers to Save the Children US throughout this report unless specified.

more than 200 proposals from NGOs which, for the most part, proposed homogenous programs based on the *rumah singgah* model. Most NGOs saw parents as the "problem," and were not oriented to having communities involved as part of the solution. NGOs did not understand that the shelter and food provided by *rumah singgah* often served as as a "pull factor," helping children to live away home. Many NGOs proposed programs were based on the DepSos model: vocational training programs with no connection to employment opportunities, alternative education efforts based on government curricula that had not been field tested with street children, and programs without any meaningful community mobilization or advocacy efforts. Importantly, almost none were able to reach children with any scale – the average NGO proposed to reach 50-100 children. This situation posed a significant challenge to Save the Children's intention to foster innovative approaches that shifted the focus away from service delivery, towards prevention and community mobilization.

The 1997 economic crisis also set in motion dramatic political changes that affected the field of child protection, more generally, and street children specifically. After the fall of President Soeharto, in a suprise upset, Abdurachmann Wahid (Gus Dur) was elected president. Wahid started an aggressive reform agenda, which slated DepSos with dissolution, and mandated the Ministry for Women's Empowerment (KPP) with child protection. As a coordinating Ministry, KPP does not have capacity to implement programs, and thus set as its priority to pass a National Child Protection Law (RUU PA) whose language is heavily taken from the United Nations Convention of the Rights of the Child (UN CRC). In the early years of the program, it was assumed that the passage of this legislation would greatly facilitate Save the Children's advocacy efforts on child protection. However, while the law was passed in July 2003, subsequent efforts to promote its utilization have has been ineffective. Although most NGOs are aware of the law's existence, various government departments are just starting to respond to its mandates. NGOs working on juvenile justice report that court systems rarely utilize the law to prosecute cases of exploitation of children, or to properly protect children in conflict with the law.

KPP was able, with support of the USCES program, to develop its own internal policy on street children – emphasizing public education and advocacy, improving local resource mobilization, promoting community-based prevention, improving legal protection of street children at the local and national levels, and improving monitoring and evaluation. KPP also pushed the National Child Protection Law through Parliament, in itself a major accomplishment. However, changes in political leadership during the 2001-2004 period has resulted in three different Ministers of Women's Empowerment. Indonesia's subsequent President, Megawaty, also re-instated DepSos, a policy decision which has been maintained by the current administration.

The initial design of the USCES program proposed to work on policy at the national level. However, the program started at a time when the government was moving rapidly towards decentralization, which transferred the authority to budget for and implement programs for children to the district level (in urban areas, this is effectively municipal government). Many of the large-scale DepSos programs that had previously reached street children were discontinued (e.g. support to foster homes, vocational training programs, etc.). In March 2001, Save the Children did a thorough assessment of the National Commission for Child Protection (*Komisi Perlindungan Anak*, or KPA) as a potential national-level partners. The assessment found that the KPA lacked focus, and was unsuccessfully trying to be both a national government Commission

as well as an NGO coalition. The government was reluctant to ratify the KPA mandate and allocate them an operating budget, and in 2003 actually set up a rival government-based Child Protection Commission (*Komisi Perlindungan Anak Indonesia*, or KPAI) that made the KPA even weaker than before.

As the weaknesses at the national level emerged, the Program focused more intensively at the provincial and municipal levels. Partners identified as key in conducting advocacy work included provincial Child Protection Agencies (LPAs), provincial-level Department of Health (*Dinas Kesehatan*), and the governor's offices, which oversee departments that offer social services for the poor. An emphasis on the local level was determined for several reasons. First, changes in local-level policy and practice are most likely to be immediately felt by NGO partners and the children they work with. Also, with decentralization of government, more policy and funding decisions will be made by local government. Finally, given the relative strength of the LPAs as compared to the KPA, it made sense for the program to invest in partnerships at the provincial level first, and then bring lessons to the national level. To design the advocacy objectives of the program, Save the Children held workshops with NGOs in each city. In broad terms, the NGOs identified a need for changes in the policies and practices of provincial-level government, and agreed that advocacy efforts are needed in the governor's office (*PemDa*), the provincial-level Parliament (DPRD) and the police.

In terms of the donor landscape, by 2004 USAID-DCOF was the only bi-lateral donor providing funds to specifically address street children in Indonesia. In the period of 2001-2004, the ADB had provided a $1 million grant to DepSos to pilot a holistic approach to reaching girl street children in Yogyakarta. While 12 NGOs participated in the pilot, the program reached less than 500 girls. Its intensive approach has been deemed to expensive too replicate. In 2003-2004, the ADB also reportedly provided a $1 million grant to DepSos for street children programming in Bandung. Little information is available about what was accomplished with these funds. None of the USAID local partners were involved in its implementation, suggesting that much of the funds went into service-oriented agencies with little accountability.

In 2006, the Department of Social Welfare will have "deconcentration funds" (*dana dekon)* to program for street children in 11 cities. It is these funds that Save the Children and our local partners are now trying to influence the use of.

Program Design: Save the Children and DCOF/USAID

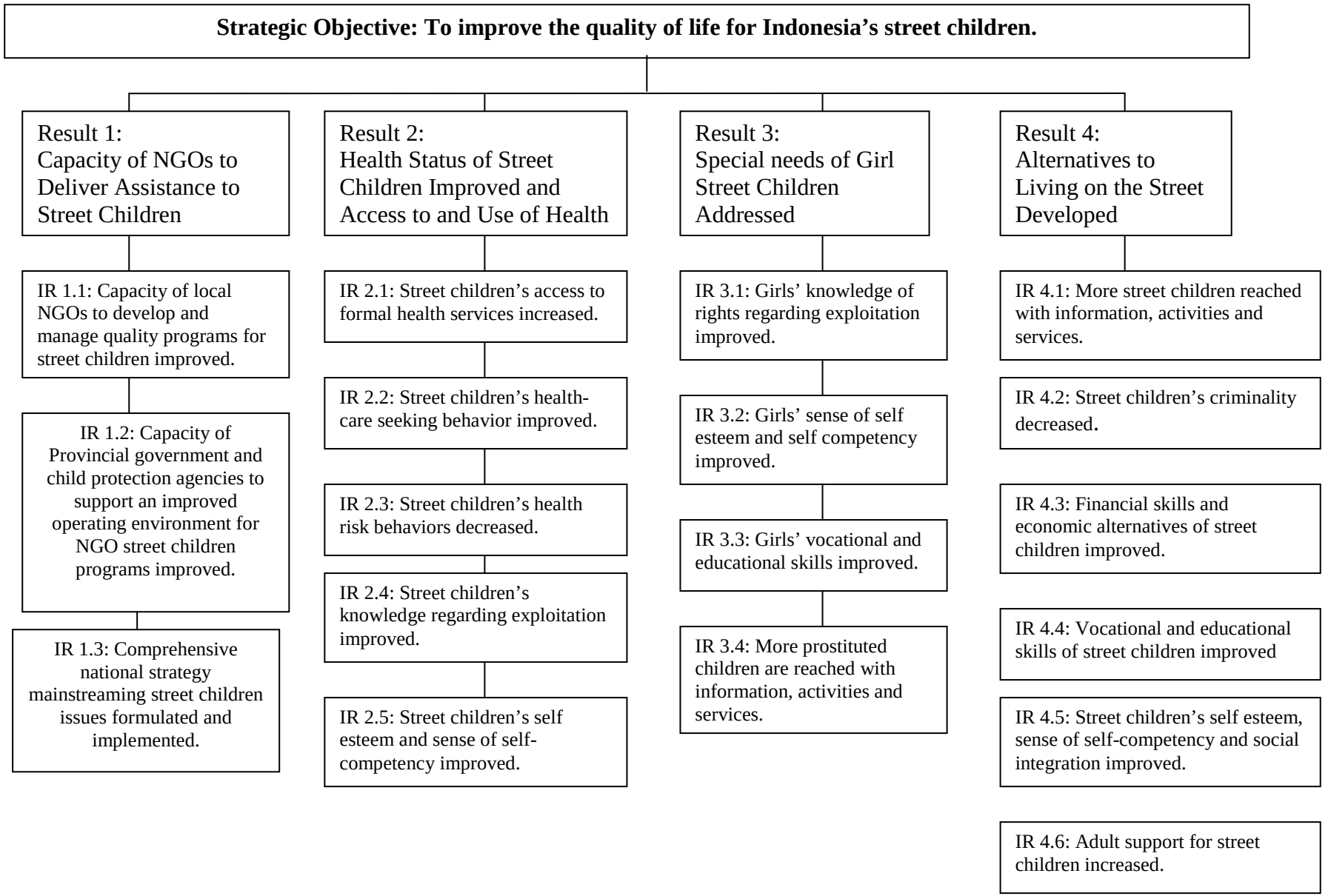

Boys busk on a pedestrian overpass in Jakarta.

The Urban Street Children Empowerment and Support program was designed to partner with local NGOs to expand, strengthen, and mobilize local responses to address the needs of girls and boys living and working on the street in Surabaya, Bandung, Jakarta and Medan. While the program initially intended to work closely with the National Child Protection Commission (KPA), which was established with the support of UNICEF in 2000, that institution never developed enough capacity to provide the leadership and technical assistance role that the program required. Save the Children also intended to partner with NGOs through an "umbrella" relationship, where one larger and stronger NGO was to provide funds to other, smaller organizations. Save the Children initially envisioned a total of 15 grants in the first three-year period of the program: nine large grants in the range of $100- $200k and six smaller ones in the range of $50-$100k. During the assessment phase, Save found no appropriate grantees at this level.

To get services of the ground, the program determined to cast a broad net, and awarded grants ranging from $15-25,000 per year to 39 NGO partners. Then Save the Children intended to follow up with capacity-building tools to provided some of the technical assistance authorized under the grant. It quickly became apparent that the need for technical assistance went far beyond the original plan; technical assistance needs were extensive because of the weakness of the NGOs and the lack of alternatives. A substantial number of NGOs continued to provide services based on the *rumah singgah* model, despite Save the Children's efforts to assist them in moving towards a community-based preventive approach.

In May 2002, the Displaced Children and Orphan's Fund (DCOF) provided Don Whitson, MD, MPH and Cathy Savino, MPH to assess the Urban Street Children Empowerment and Support program. The team based their observations on documents, interviews, and site visits in three of the four cities where the program was being implemented. The team made recommendations to Save the Children and USAID Indonsia based on the team's experience with similar DCOF activities in other countries. Recommendations also reflected the overall DCOF philosophy in improving the health and welfare of the most vulnerable children. The May 2002 DCOF report assisted Save the Children to scale back its NGO partners, and by September 2003, Save the Children had scaled back its grants to 23 NGOs.

The 2001 baseline survey of 1,200 street children in four cities identified that the majority of street children (70%) reached by the Program fell into a category of "vulnerable." These children tended to be younger (6-12 years-old), living with parents, attending school, and working in streets during non-school hours. Without focused support, it is thought that many of these children would progress into a high-risk category, characterized by older children who spend little time with their families, do not attend school, work full-time on the streets, and are engaged in high-risk behaviors (e.g., sexual, drugs, crime). The baseline survey results assisted the program to finalize its results framework, which is presented on the following page.


Strategic Objective: To improve the quality of life for Indonesia's street children.
Result 1: Capacity of NGOs to Deliver Assistance to Street Children
IR 1.1: Capacity of local NGOs to develop and manage quality programs for street children improved.
IR 1.2: Capacity of Provincial government and child protection agencies to support an improved operating environment for NGO street children programs improved.
IR 1.3: Comprehensive national strategy mainstreaming street children issues formulated and implemented.
Result 2: Health Status of Street Children Improved and Access to and Use of Health
IR 2.1: Street children's access to formal health services increased.
IR 2.2: Street children's health-care seeking behavior improved.
IR 2.3: Street children's health risk behaviors decreased.
IR 2.4: Street children's knowledge regarding exploitation improved.
IR 2.5: Street children's self esteem and sense of self-competency improved.
Result 3: Special needs of Girl Street Children Addressed
IR 3.1: Girls' knowledge of rights regarding exploitation improved.
IR 3.2: Girls' sense of self esteem and self competency improved.
IR 3.3: Girls' vocational and educational skills improved.
IR 3.4: More prostituted children are reached with information, activities and services.
Result 4: Alternatives to Living on the Street Developed
IR 4.1: More street children reached with information, activities and services.
IR 4.2: Street children's criminality decreased.
IR 4.3: Financial skills and economic alternatives of street children improved.
IR 4.4: Vocational and educational skills of street children improved
IR 4.5: Street children's self esteem, sense of self-competency and social integration improved.
IR 4.6: Adult support for street children increased.

Given the risk continuum, "prevention and positive pathways" objectives were supported for the range of street children, with the following types of activities.

In the initial design, "**prevention**" programs for children in the vulnerable group were to include: microcredit and livelihoods programs for families; linking economic opportunities to requirements that children stay in school; hands-on parenting skills workshops; psychosocial interventions that strengthen children's ability to cope with stress and deprivation; informal education programs that promote child development and improve children's grades; continued partnerships with local Departments of Health to increase children's access to health services; and advocacy efforts to secure birth certificates and identify cards for children to stay in school, access government services, and later seek employment.

Prevent Family Separation	Prevent School Drop-Out	Improve access to Social Services
• Increase family income • Improve parenting skills • Home visits • Psychosocial programs	• Support parents to keep children in school • Fundraise for scholarships • Informal education programs	• Improve access to health services • Secure birth certificates and identify cards

A **"positive pathways"** off the street for older, high risk adolescents was to support progrms that included: support for children to start small businesses; facilitation of private sector apprenticeships; support for children to take school equivalency tests and receive a diploma; informal education to build character; psychosocial interventions; behavior change interventions, utilizing methods such as positive deviance; supporting reconciliation with parents; and advocacy for identity cards needed to secure employment.

Transition off the Street	Reduce health risks	Reunify with families / Supervised living	Improve access to social services
• Develop business skills • Private sector apprenticeships • Secure identify cards • Achieve diploma equivalency • Informal education programs	• Psychosocial programs • Drug prevention • Safer sex • Character building	• Referral to supervised living arrangements • Home visits • Facilitate reconciliation with parents	• Improve access to health services • Secure birth certificates and identify cards

Identifying the special needs of girl street children took more time, as girls were a relatively new target group. Save the Children gave anincentive to NGOs to reach girls, prioritizing funds for NGO programs that were explicitly designed to reach girls. However, many NGOs who worked with vulnerable children contended that programming for street girls and street boys is not very different. However, as girls transitioned into adolescence, it was clear that issues such as sexual abuse, violence, vulnerability to trafficking, healthy economic alternatives to sex work, and sexual health risks would need special attention.

To build NGO capacity to manage and implement effective programs, Save the Children intended to facilitate cross-agency learning and collaboration through activities such as the development of local NGO network meetings, a limited number of study trips between NGOs, and a series of program learning workshops as another means to promoting good practice. Save the Children was to invest in the institutional capacity of NGOs, so that they are better-

positioned to continue programming at the end of the grant. Support in areas such as organizational strengthening, resource mobilization, strategic planning, and NGO Board development were to be addressed. Partnerships with the corporate sector, educational institutions and other civil society players were also to be facilitated to ensure that NGO programs benefit from a broader network of support in the future.

Street boys in Jakarta (Mitayani).

Finally, the program was designed to have a strong advocacy component, at both the national and municipal levels. In numerous forums, children in conflict with the law emerged as a pressing problem for street children, and hence the program provided grants to NGOs who work on this issue, primarily to provide legal support to children in conflict with the law, but also to utilize cases to advocate for change within the juvenile justice system. Additionally, municipal child protection agencies or *Lembaga Perlindungan Anak* (LPA), were also provided support to develop local policy on street children, and to facilitate NGO and government networks to advocate and facilitate street children accessing public services (education, health, and birth certificates).

The Results: Accomplishments of the Urban Street Children program

While programs to help vulnerable children and youth cannot achieve sweeping results in a five-year timeframe, the Urban Street Children Empowerment and Support program has changed the landscape of street children programming in ways that have set the stage for effective, sustained government and NGO programming. NGOs are stronger and have clearer goals and strategies. Advocacy, at least at a municipal level, has produced concrete results. Programs overall are both broader and deeper. In the past five years, Indonesia has witnessed a paradigm shift, away from providing direct services for street children, towards an approach grounded in strengthening community capacity to protect and care for children and youth. Access to health care has improved dramatically, and all NGOs are more aware of at-risk girls. The program has provided numerous forums for NGOs and government to exchange ideas and learn from one another, and to scale up and replicate the best strategies. The USCES-supported NGO programs supported continue to be agile, flexible, and open to trying creative ideas and learning successful new strategies.

Result 1: Capacity of NGOs to Deliver Assistance to Street Children Enhanced

- Capacity of local NGOs to develop and manage quality programs for street children improved.
- Capacity of provincial government and child protection agencies to support an improved operating environment for NGO street children programs improved.
- Comprehensive national strategy mainstreaming street children issues formulated and implemented.

Strengthening NGO Programmatic Capacity

Save the Children facilitated a variety of activities and provided direct technical assistance to develop the programmatic capacity of NGO partners. Save the Children had one program staff who specialised in health, and a second who specialized in developing alternatives to the street. Both of these staff provided significant time in the field visiting programs, providing feedback, and promoting synergy and learning between NGOs, and with local government. Annual retreats for street outreach workers were held to help share lessons learned, problem solve, and promote best practices.

Improving NGO Capacity in Prevention, Community Mobilization and Child Protection

Save the Children focused on building the programmatic of NGOs to build community capacity to address children's needs and protect them from exploitation. While some NGOs still use the *rumah singgah* approach and provide homeless street children a place to recover from the street, most NGOs now agree that shelters are not a long-term solution addresing the needs of street children. Many organizations cite that the shelter approach fosters children's over-dependence on NGOs, and can often be a pull factor away from families and to the streets.

Save the Children's technical assistance first focused on helping NGO partners to understand the diversity of street children. In the first year of the Program, NGO partners developed a categorization of street children that was defined as "vulnerable" and "high-risk." This

terminology clearly helped NGOs to refine their objectives and strategies. Several different factors contribute to children going to the street, including economic necessity, rural-urban migration (sometimes seasonal), ethnic and cultural factors, recreational and "pull factors", and geographic "contagion" of the idea to send children to work on the street. Instead of being randomly distributed, however, these factors appear to cluster geographically, and help define subpopulations of vulnerable children on the street. The continued discussion of the varied and ever-changing factors contributing to children working on the streets has assisted NGOs and local government to develop specific and effective strategies for dealing with each of these subgroups.

A second primary area of technical assistance was to help NGOs recognize and respond to the multi-sectoral problems children and communities face. While many NGOs develop excellent initiatives, often a single NGO has a narrow set of strengths –for example, focusing on community mobilization, psychosocial services, legal services, or health. The staff of most partner NGOs are homogeneous – some are all teachers, others all social workers, or still others all with a legal background. There is a lack of experience among NGO staff working with street children in business, the private sector, health and psychology. At the municipal level, forums were facilitated to seek ways to encourage cross-learning, sharing of best practices, and networks to develop holistic services. In Jakarta, for instance, Save the Children supported an exchange program between NGOs that allowed staff of one NGO to "intern" at another NGO, to learn new techniques and get a general refresher.

Increasing NGO Capacity to Scale up and Expand Programs

Girls busking in Jakarta.

Technical assistance on community-based prevention programs also helped NGOs expand the reach of their programs. At the onset of the grant, most of Save the Children's NGO partners were reaching less than 100 children. With technical support from Save the Children, NGOs were able to scale up to reach more children, in some cases increasing ten-fold the number of children reached. Save the Children's assistance supported NGOs to move away from direct implementation to community facilitation of programs for street children. This allowed communities to take over and expand programs in a way that had not previously been possible. In 2002, when the program went from 39 to 23 NGO partners, the total number of street children served did not drop, given that the scale of NGO partner programming was able to expand significantly. At the end of the program, the largest NGOs were reaching over 800 children, with the average NGO reaching around 400 children.

It is difficult to estimate how many children were reached by the Program during the life of project, for reasons such as child mobility and children who graduated from programs. In the last months of the program, NGOs were reaching 6,200 children. A life-of-project estimate of children reached is around 8,500.

Improving NGO Capacity for Staff Development and Sustainability

NGO partners state that the program's annual retreats were very useful. They allowed an opportunity for self-care of staff members, sharing of ideas about current best practices, and building professional networks. They also fostered support between Save the Children partner organizations in the same city, and allowed NGOs to learn current policy developments from one other. In site interviews during the final assessment, issues of institutional networking and referral were often mentioned as one of the strongest benefits of being a partner of the Urban Street Children program.

In the last several months of the grant, from June-December 2005, Save the Children undertook a phase-out process with all partner organizations. This consisted of municpal-wide meetings between NGOs and local government in each city, culminating in a national forum to present *Best Practices in the Social Protection of Street Children*. This bottom-up process worked to strengthen networks built over the USCES grand period and foster continued mutual support despite the phase-out of USCES funding.

Strengthening NGO Institutional Capacity

NGO partners report overall satisfaction with the staff development workshops, activities and retreats that Save the Children offered for NGO staff. All NGOs reported an increased efficiency of management with the integration of accounting, fundraising, management and community participation techniques.

Strengthening the Financial and Management Capacity of NGOs

Save the Children provided intensive support and training so that NGO partners were able to meet the financial reporting and grants compliance requirements of USAID. This included periodic training for the finance staff of partner NGOs, as well as regular field visits by Save the Children grants compliance officers to ensure spending and reporting was being done correctly. The grant also provided equipment (computers), materials, as well as the salaries for at least two full-time finance and administrative staff.

During the second year of the grant, Save the Children facilitated use of the Institutional Development Framework (IDF). The tool provided a framework for NGO staff and board members to undertake a participatory assessment of their organizational capacity. Results served both as a baseline measure of NGO capacity, and as the basis for planning technical assistance to build institutional capacity. All NGOs queried stated that the IDF workshop brought immediate results, as staff's common understanding of their organization's purpose, identity, and direction had motivated staff and opened lines of communication. 14 NGOs identified the need for focused assistance in the area of personnel systems and performance appraisal. Two consultants were hired to work one-on-one with these NGO partners, assessing the existing management systems, introducing commonly-used systems of personnel and performance appraisal, and supporting the development and application of an individualized system to meet the needs of the NGO partner.

Strengthening the Fund Raising Capacity of NGOs

Also as a result of needs identified during the IDF exercise, Save the Children's NGO Capacity Advisor developed and delivered a training on *Basic Fund Raising for NGOs*. Over a six-month period, this training built the capacity of over 40 NGOs. The training built NGO partner skills in: understanding philanthropy and how to recognize potential donors; what fundraising strategies are best applied for various organizational and program needs; and identifying human resource capacity within NGOs to manage fundraising process. The training also helped participants identify funding sources other than from donor agencies, and to develop a plan to raise funds from individual donors. All but two of Save the Children's partner NGOs noted that they had never received training or materials on fund raising from other donors or programs.

A follow-on training, held a year later, was in public relations. The training aimed to help NGOs gain skills in communications, promotion and leadership. It also helped participants understand the importance of PR, and brought in trainers from a large faith-based NGO (*Daarut Tauhid*, based in Bandung) which has grown mostly community and private sector support. Sessions included public relations basics, development of a functional PR strategy, communications skills, using the media to foster positive public relaitons, and developing mesages for speeches and campaigns. In addition to these trainings, SC gave indirect support to the local fund raising efforts of NGO partners.

Securing school scholarships was among the most successful fund raising activity of NGO partners. An illustrative list of fundraising outcomes is as follows:

- *Sekam* : Raised funds to provide scholarships to 120 children, from private sector donations (such as the Ascott Group) and from individual donors.

- *Mitayani* : Secured donations to cover its rent, from PT. Minerals and the milk producer *Susu Bendera*.

- *LAHA* raised private sector funds to install a well in the juvenile prison.

- *BMS* was able to secure a commitment of medical personnel and drugs from a private sector clinic, to provide regular health services at their shelter. They also secured donations from local businesses (MULTIMA, Bank Commonwealth, PT. PLN Persero and PD. PAL Jaya) for publication of a training manual on community participation.

- *Alang-alang* received a donation of a fully equipped mobile library from HSBC.

- *Griya Asih* made solicitations through Microaid and has been able to raise funds towards purchasing its shelter.

Children study music at Mitayani (Jakarta).

A showcase example of Save the Children's efforts to link NGOs to other funding sources is the Kids-to-Kids program, a partnership between Save the Children, Premier Oil and Mitayani (Jakarta). Premier Oil provided $60,000 in funding to the program, which supported a variety of educational and recreational programs. The program facilitated a Premier Oil volunteer program that brought in Premier employees as tutors for street children. It also renovated a *madrasah* school that several Mitayani children attend, and facilitated a community clean-up and renovation program that transformed a 1,500 square meter vacant lot into a playground near the Mitayani drop-in center.

Advocacy at the Provincial and District Levels

The program partnered primarily with municipal child protection agencies (LPA) to achieve advocacy goals at the municipal level: West Java LPA, East Java LPA and PPAI Medan (the nongovernmental child protection agency for North Sumatra) were all implementing partners for much of the grant period. In Jakarta, where the LPA was defunct, advocacy was undertaken by local NGO partners.

Expanding Advocacy for Birth Certification

Over the past four years, progress has been made in the area of advocating for increased access to birth certification. While birth certification is a requirement for school registration and claiming Indonesian citizenship, it is estimated that less than 40% of the population has legal birth certification. A number of barriers exist to securing birth certification for street children, including requirements for the child's parent's marriage license, requirements that the child be born in the place where they seek the certification, and administrative fees that make it costly to complete the application. A large number of NGOs were able to facilitate street children's access to free birth certificates (East Java LPA secured over 400 in 2002-2003; West Java LPA secured 100 in 2003; in 2004 Karang secured 100; PPAI secured 315, Aulia secured 177; BMS secured 114 and SPMAA secured 25; and in 2005 Mitayani, Griya Asih, Genta YMS all had success in securing birth certification for their children).

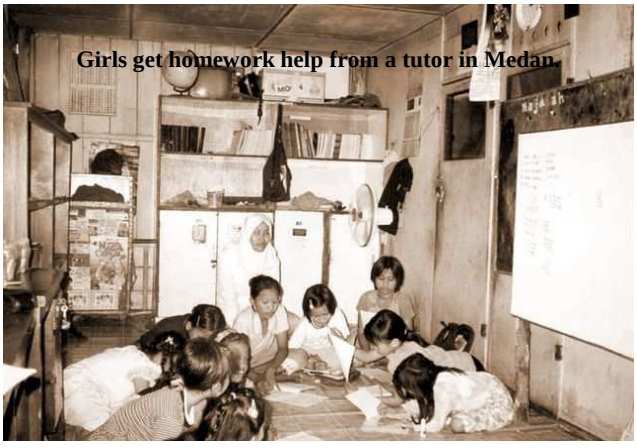
Other efforts focused on trying to change the civil registry regulations. In Medan, PPAI used its collection of legal documents on child protection from the local, national, and international level to develop an advocacy document that they are using to lobby the Office of Population (*Dinas Kependudukan*). Their objective was to raise broader government awareness about the importance of birth registration issues for street children. They have since hosted legal discussions of birth registration that included participation from the Office of Population, the Office of Social Affairs, the law departments of four local universities, as well as legal aid institutes. Initially, this effort secured 315 free birth certificates for street children. In December 2005, their lobbying effort produced a mayoral decree (No. 04/2005) that waives the fee for

seeking birth certificates for all children born after January 1, 1999. However, other requirements for registration (such as the parents' wedding certificate, and proof of Medan residency) were not waived.

In Bandung, the West Java LPA held several workshops on children's right to an identity. As a result, the Office of Civil Registry issued 100 birth certificates to street children who do not live with their parents, waiving requirements such as parents' marriage certificate and identity cards. Similarly, in Jakarta, Aulia, BMS, and KAKI have been lobbying the Department of Civil Registry in Jakarta to provide free birth certification to street children. Several workshops have been held between government and NGOs, and as a result over 100 birth certificates have been secured. Changes to the birth certification regulations are still under discussion.

Addressing Juvenile Justice Issues with Street Children

During municipal meetings to launch the program, the issues of juvenile justice repeatedly came up, with both NGOs and local government requesting that the program fund these initiatives. In the first two years of the program, Save the Children provided funds to the Surabaya Children's Crisis Center (Surabaya), LAHA (Bandung) and Pusaka Indonesia (Medan) to provide leagal aid to street children in conflict with the law with support from the grant. Over time – and in response from input from the DCOF review team – the NGO partners working on these issues continued to change their strategy from one of direct legal aid, to advocacy on behalf of street children in conflict with the law.



Girls get homework help from a tutor in Medan.

For instance, LAHA facilitated discussions between the local prison that handles children, concerned community members, and street children to identify issues and needs related to children in conflict with the law. One concrete outcome was to advocate for better health conditions for children in prison. Pusaka worked with the Medan "Urban Poor Consortium" (*Komunitas Miskin Kota*) to bring a class action case against the city of Medan related to public ordinance laws that permit the arrest and detention of street children. Pusaka also printed a pocket book for field outreach workers on what to do if one of their children comes in conflict with the law. The development of this book was based on focus groups with field outreach workers from all four target cities, and includes legal references and practical tips about what to do when a child is arrested or otherwise comes in conflict with the law. It was distributed nationally.

The program's three legal aid NGO partners also met several times to strategize how to utilize funds to document cases of children in conflict with the law, and utilize data for advocacy purposes. Data collected by these partners was included in the alternative report to the UN CRC committee in Geneva, and included barriers in defending children such as (1) children are tried

as adults; (2) these is an absence of public resources to support the defense of poor children; (3) there are no counseling services for children in coinflict with the law; (4) parents often do not want to be involved in their children's cases given the stigma; and (5) the lack of follow-up services for children once their cases are cleared.

In 2004, Pusaka published its findings in a book, overviewing the cases of violation of rights of street children in conflict with the law in Medan. The same year, LAHA published the results of their monitoring of 42 cases of street children in conflict with the law, which found that 66% of them were abused or exploited at some point during their legal process. The findings were covered in both local and national press, including the prestigious newspapers *Kompas* and *Tempo*.

Related to juvenile justice, PPAI Medan was able to prevent the passage of an MOU between the municipal government of Medan and the municipal police of Medan regarding the public order related to children who work as street singers, beggars, sex workers, rickshaw drivers and vendors (MOU 300/2214/2003-No. Pol. 873/II/2003). A review of the MOU found that it violated children's rights by allowing the municipal authorities to order round-ups of street children without any cause. PPAI facilitated a joint action by NGO activists, children, rickshaw drivers and vendors, and lobbied the mayor's office to engage civil socsiety in addressing public order issues.

In Jakarta, Sikap facilitated an NGO network in Jakarta to provide feedback to Jakarta legislators about city ordinance No. 11/1988, regarding public order. The group has been lobbying, with some success, against random police round-ups of street children. They had two meetings with the municipal Parliament (DPRD) to discuss the issues, and are continuing to pressure government to stop these practices.

Advocating for Municipal Child Protection policies

The West Java LPA held a number of meetings with NGOs and government to inform the development of child protection policies that were passed in 2002. These included a local policy on child labor (*PerDa Kerjaan 18/2002*) and education (*PerDa Pendidikan 20/2002*), both of which had stronger child protection language and specific mention of street children as a result of the advocacy. They also facilitated NGO input on the revision of the public order policy (*Perda K3 No. 06/1995*).

The East Java LPA lobbied the government to implement better the municipal Law/Regulation No.23/2002 concerning the protection of children in the city of Surabaya. They held workshops where a chapter-by-chapter and article-by-article review of the regulation was undertaken, the results of which were used to lobby local municipal government officials and the Surabaya City Council (DPRD), as well as to draft a municpal child protection policy for Surabaya. Audiences were then held with the Surabaya Municipal Social Welfare Department (*Dinas Sosial & PP*), the Surabaya Municipal Secretary, and the East Java Provincial Population Agency, to emphasize the need for a larger-scale response to the problems of children as relates to their civil rights to birth certificates, education, health care, and particularly, specific protection for children with special needs.

PPAI Medan also facilitated a broad range of stakeholders, including community members, to draft a municipal child protection policy. Ater its completion, the government's Department of Social Affairs agreed to facilitate the review of the policy by the Legal Bureau of Medan municipal government. By going through a government department, they have been trying to get the policy in front of DPRD quickly.

It should be noted that LPAs in Surabaya, Bandung and Medan all used radio as an approach to build constituency and public support for street children. The East Java LPA hosted bi-monthly radio shows on child protection as a way to mainstream child rights. The West Java LPA hosted regular radio talk shows on three local radio stations. PPAI Medan secured contract with local radio shows to host talkshows about protection of street children in Medan.

Building Synergies between Government and NGOs

In the last six months of the program, the program worked with DepSos to host advocacy meetings in four cities: Medan, Jakarta, Bandung, and Surabaya. Between 50 to 80 stakeholders gathered at each of these meetings, including provincial and municipal government departments, law enforcement, and juvenile justice officials, Parliament members, local NGOs, journalists, and street children. Some of the results of these meetings were as follows:

- In all cities, all relevant government sectors attended the workshops – from social services to juvenile justice – showing an increased government awareness and committment to street children. There was an increased level of transparency about government funds available for street children, and limitations of current approaches.

- The was more involvement of mass-based organizations, such as religious groups and the Scouts.

Dr. Fery Johannes of the Department of Social Affairs makes remarks during the national conference *Best Practices in the Social Protection of Street Children*, Yogyakarta, November 2005.

- Street children served as resource people in each meeting, providing a forum for children to give their views on opinions on their needs and rights.

- Each city produced a 2006 work plan to improve the welfare of street children. The work plans identify the complementary roles of government, NGOs, and civil society. However, work plans continue to be more focused on direct services, particularly when noting the role of government, and have less mention of community mobilization and prevention strategies.

- A major issue raised in all cities is children's access to education. While all four cities now have local policies mandating large budgetary allocations to education, these policies are not enforced.

- Another major issue raised is children in conflict with the law, particularly the draconian "public ordinance" regulations that allow police and the DepSos to arrest and detain street children without any cause. Little progress has been made in changing these practices.

The Program made significant efforts to ensure that government learns from NGO approaches, and there are strong signs that the government is opening up to learning from NGOs. In both Medan and Surabaya, directors of Save the Children's NGO partners have been serving in an advisory role to the government's *rumah singgah* program for street children. YAKMI Medan and SPMAA Surabaya served in this role, and continue to provide input on the design and evaluation of government programs for street children, as well as provide technical support for government-funded programs. For example, YAKMI led a training series for government-funded *rumah singgah* programs utilizing materials they had received under the USCES program, including materials on child participation, community participation and models of service delivery that were discussed during annual retreats.

Another example comes from Bandung, where local partner SEMAK in collaboration with another NGO, *Kalyanamandira,* and a teacher's forum, FAGI (*Forum Aksi Guru Independen),* successfully advocated for a primary school in their catchment area to adhere to a national policy that mandates a certain percentage of public funds be used to subsidize education for children from poor families. A final example comes from BMS in Jakarta. BMS is working with the Jakarta Office of Civil Works to develop a strategy and training module for training street children in small business management. BMS lobbied so that the Office of Civil Works allocated some of its fiscal budget to training street children, and invited four NGOs to put forth training participants: Griya Asih, Mitayani, YANB and BMS. Of these four, only Griya Asih and YANB were given opportunities to send their children on the training course, because they had suggested children who met the age criteria of 16 years old. The course started being held in December 2005.

Advocacy at the National Level

Influencing National Policy

Save the Children and USAID established an Advisory Committee for the USCES program. It was chaired by the Ministry of Women's Empowerment, which has the mandate or coordinating child protection responses across departmental units. Line ministries that participated in the Advisory Committee included Department of Social Welfare, Ministry of Health, Ministry of Education, Ministry of Family Planning (BKKBN), the Department of Justice and Human Rights, Ministry of Manpower, Ministry of Home Affairs, and the national police.

A child in Jakarta counts his earnings.

The Advisory Committee met every 3-6 months to hear about program progress and provide input to help build synergies. Several Advisory Committee members accompanied SC program staff on field visits, and participated in Program Learning Groups (PLG) such as the Education PLG in Surabaya in 2004. Through the Advisory Committee, national government participated in the development of Program's approach to street children. The Department of Education, in particular, noted that the field visits helped them understand the true challenges of ensuring the right to education for the most vulnerable children. During the closing ceremony of the November 2005 National Conference, Dr. Makmur Sanusi of the DepSos credited the program with leading a "paradigm" shift among government departments addressing street children, away from a top-down, services-oriented approach towards a rights-based, community and preventive approach.

During the five-year period of the project, the Ministry of Women's Empowerment (KPP) was successful in passing the National Child Protection Law in 2002 (primarily with support from UNICEF). Due to commitments made at the UN General Special Session on Children, the National Planning Board (BAPPENAS) also mandated that a National Plan of Action for Children would be established to coordinate government sectors in allocating funds for child protection.[2]

During meetings with the Program's Advisory Comittee, and during meetings of the Jakarta-based Interagency Group on Child Labor and Trafficking,[3] advocacy for child rights was frequently noted as needing more attention. The program engaged M. Farid, Commissioner and head of the Children's Desk for the National Commission on Human Rights, to facilitate partners discussing what was needed to advance child rights. The Program subsequently determined to support the NGO Coalition for Child Rights, which has authored of the Alternative Country Report on CRC Achievements. Comprised of about a dozen of Indonesia's leading child rights NGOs, the Coalition has split the responsibility for advocacy on different CRC articles among various NGOs, with Humana (Yogyakarta) as the lead on street children.

The program supported Humana to conduct qualitative mapping of the condition of street children and programs to address them in 12 cities, which was published and disseminated in 2005. Visiting the same cities as the ADB-funded study had visited in 2000, the report

[2] This exercise is now being completed, and should be launched in early 2006.

[3] The interagency group was started in 2000 by ILO, and its members now include a range of international agencies working on child labor and trafficking in persons, such as UNICEF, ILO, Save the Children, IOM, PLAN, ICMC, WVI, TdH, and others. The group continues to meet every other month in Jakarta.

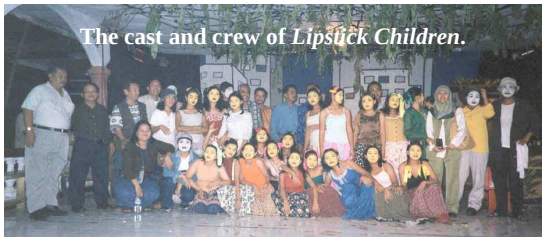
documents the progress (and lack of) in meeting street children's needs. The report is now being used for advocacy purposes, and will contribute to the next report to the UN on the CRC.

National Awareness Raising and Information Sharing

Several activities were supported to raise the proile of street children at the national level. The Program provided support to KKSP (Medan) to establish a national list-serv on street children. At the peak of the list-serv, which was moderated, over 600 individuals from 11 provinces were exchanging information. When the grant to KKSP ceased in 2003, they were not able to maintain the list-serv activity and it is now defunct.

Save the Children also worked in partnership with several other international NGOs to design and conduct a series of provincial workshops on children's participation. The consortium consisted of UNICEF, Terres de Hommes (TdH), Plan International, WVI (World Vision), Christian Children's Fund (CCF) and Save the Children UK and US. The first activity was a series of municipal-level workshops on child participation. Save the Children US funded the workshops in Bandung and Medan, which were facilitated by USCES NGO partner staff. In 2004, the same group designed and supported a national consultation on children participation, the results of which were published as a book with funding support from UNICEF.

Local NGO partner *Aulia* was able to secure funds from a number of agencies – chief among them UNICEF and Save the Children – to develop a pocket book on the Convention on the Rights of the Child, written by and for children. The teenagers who authored, illustrated and designed the pocket book are part of the youth group *Remalia* that is supported with funds from the USCES program. Over 30,000 copies of the book were published, with around 6,000 distributed through USCES partners.



The cast and crew of *Lipstick Children*.

Another effort the Program undertook at the national level was to raise awareness about the plight of girls working in the sex industry, and to advocate in sending areas against the trafficking of children. Bandugwangi, a local NGO partner working with girls in the sex industry in Jakarta, worked with a well-known theater company to write and produce the drama, entitled *Lipstick Children*. The drama was performed live during a national meeting of the Minstry of Women's Empowerment, as well as for the Governor of West Java. It was also performed live in two villages in Indramayu, West Java, that are well-known sending areas of girls into the sex industry. The drama was produced as a film that has since been distributed to over 500 agencies.

Result 2: Access To and Use of Health Services by Street Children Increased

- Street children's access to formal health services increased.
- Street children's health-care seeking behavior improved.
- Street children's health risk behaviors decreased.
- Street children's knowledge regarding exploitation improved.
- Street children's self-esteem and sense of self-competency improved.

There continues to be inconsistencies in the availability of health services for poor and needy families across Indonesia. While the government allocates funds to provide free services for needy families, and has established a health card (*kartu sehat*) program to identify those in need, the health system has limited ability to do outreach to the poorest families, and is often unable to ascertain a family's need. What services are actually delivered to poor communities depend mostly on the discretion of the individual hospital director, doctor, or *puskesmas* clinic.

Providing Health Services to Street Children

NGOs working with street children have become increasingly saavy in their collaboration with municipal Offices of Health, and the health component has been one of the most successful aspects of the Program. The Program had a significant impact on street children's being able to access health services: the proportion of children who reported seeking health services the last time they were so sick they could not work increased from 47% at baseline to 73.7 % at endline.

Almost every NGO partner was able to facilitate the delivery of clinical health services and medications to the communities they reached. In Surabaya, Bandung and Medan, the program institutionalized a relationships with the municipal Department of Health, with the government providing the medical personnel and medications, and the NGOs mobilizing street children and their families to access services. Monthly program reports showed that between 15-40% of children reached by NGO partners had accessed basic health services in any given month. NGO partners also participated in events such as National Immunization Day – for example, in 2003, the program immunized 1,050 street children against polio in Jakarta.

A child receives a health check-up in a Jakarta drop-in center (BMS)

Referral for emergency or serious medical complaints has also improved. Most NGOs are now able to provide a letter of referral to local health clinics in support of the child needing services (e.g., *Sekam, KAKI, YAM, Dian Mitra, Aulia, YUM, Griya Asih, Mitayani, Karang, YAKMI, Genta, SPMAA*).

During the mid-term evaluation, DCOF made recommendations to improve the quality of health services through training of health providers (including informal providers), particularly in the area of

reproductive health services. Of these recommendations, Save the Children was able to train NGO outreach workers on sexual health issues, and strategies for promoting behavior change, in the last year of the program.

Facilitating Health Education

The large majority of NGO partners also offered some sort of health education for children. However, behavior change aspects of the health education offered were often weak. The most progress was made in areas of personal hygiene, with focus on hand washing, bathing and skin ailments. In 2003, Save the Children worked with the Red Cross to provide basic first aid training to all NGO outreach workers, and saw improvements in the quality of care for skin infections, minor abrasions, and other minor ailments. Many health education programs focused on issues of alcohol, drug and cigarette use among children. The program had a significant impact on reducing cigarette smoking, with the proportion of children reporting that they smoke reducing from 55.5% at baseline to 28% at endline.

Baseline survey findings found a low incidence of reported drug and alcohol use among the random sample of children surveyed. Even with this small sample size, the Program did note significant reductions in the proportion of children reporting recent drug and alochol use between baseline and endline: sniffing glue dropped from 6 % to 4.9 %; and drinking alcohol dropped from 15.2 % to 12.3 %.

Specific to Aulia in Jakarta, which works in a community where the incidence of children under-five being taken to the street is high, the program provided technical assistance to address child malnutrition utilizing the Positive Deviance (PD) approach. PD is an "assets-based" approach that focuses on mobilizing existing resources within a community to impact health and well-being. PD offers an immediate intervention and results; it utilizes community findings to offer nutrition rehabilitation services that improve children's nutrition by institutionalizing new, healthy behaviors in the community. When Aulia started the PD nutrition program in November 2002, 86 of the 161 (53%) of under-five children in their first target area were malnourished. Within a year, the proportion of malnourished under-five children was only 7%. The PD program has since expanded to three new neighborhoods, each of which are meeting with similar results.

Addressing Adolescent Reproductive and Sexual Health

As part of USAID's country strategy, the program emphasized support for activities on adolescent reproductive and sexual health. A number of NGO partners reported delivering reproductive health messages to children; Genta in Surabaya was able to leverage resources from the local Family Planning Department (BKKBN) to get print materials on reproductive health for youth. In 2004, the Health Specialist led workshops to orient government and NGOs

A girl busking in Jakarta.

to the heath service needs of street children, and included skills-building workshops on how to utilize already-available IEC materials on reproductive health. The program had outreach workers role-played health education on healthy lifestyles, reproductive health and drug use.
Recognizing the Bandungwangi was dealing with more diffciult behavior change issues given their target group (female sex workers under the age of 18), the program also supported the NGO to utilize the PD behavior change approach to improve condom use. At the time the baseline was conducted, the large majority of Bandungwangi girls reported not using a condom consistently with clients. During a comprehensive assessment that laid the groundwork for use of the PD approach, access to condoms did not seem to be a barrier, as girls could easily purchase them from small vendors or get them for free from a local clinic supported by MSF. Client disinterest in using condoms seemed to be the major issue. However, just as the Positive Deviance Inquiry was to start, the government closed down the brothel area where the NGO worked. Soon after, Save the Children discontinued funding support to Bandungwangi based on a recommendation from DCOF.

Therefore, despite limited efforts, the Program had no impact in terms of age at sexual debut, or use of condom or a contraceptive at last sex. In part, the baseline and endline comparisons are problematic because the baseline survey included girls working in the sex industry, while at endline those programs had been discontinued. The proportion of children reporting ever having had sex dropped from 6.93% at baseline, to 4.85% at endline. Of sexually active girls, rates of ever having been pregnant increased, from 35.5 % at baseline to 43.8 % at endline. Of those reporting a pregnancy, half were in the 11-14 year old age group. There was no significant change in the proportion of children reporting having used a contraceptive method at last sex (29.9% at baseline, 30.5% at endline). There was also no significant change in the proportion of boys reporting having used a condom at last sex (15.5% at baseline, 16.3% at endline).

After the baseline survey results, in 2005 the Program provided more intensive behavior change communications training on sexual health issues to NGO partners in all four cities. The training was aimed at expanding the skills of field workers to talk to children about sex, provide counseling for children who are sexually active, and to promote condom and contraceptive use. The training provided updated BCC materials, and linked NGOs to DKT's condom social marketing program. NGOs reported expanding their programs in reproductive health after the training.

Access to reproductive health services remained problematic throughout the program. In Jakarta, several NGOs reported establishing a relationship with PKBI (the Indonesia Planned Parenthood Association) so that their children could access quality, low-cost reproductive health services. However, similar clinics oriented towards youth did not exist in Surabaya, Bandung or Medan.

To explore street children's access to sexual health services, the program supported a small qualitative study on the topic in 2004. The study, conducted by Atma Jaya University, identified young people's preferences for services, mapped the facilities where they seek services, and utilized mystery clients to examine how youth health providers treat youth seeking services. Findings suggested areas for improvement in service provision and provider skills that are applicable to public and private clinics, midwives, and pharmacies. Save the Children sought

funds from several non-USAID sources to support a pilot test of an improved network of sexual health services, but has not secured funding for this purpose.

Supporting the Psychosocial Needs of Street Children


An outreach worker talks to a child on the side of the road in Jakarta (SEKAM).

The social ecologies of street are often weak, given that the adults who usually protect children – such as parents, schools, teachers, and religious groups – are often minimal or absent. Social ecologies are important to helping children make sense of why bad things happen, whether it be difficult life circumstances of one-time crisis events. How street children develop as they experience numerous crisises depends on their life conditions, the strength of their ecologies, and where they are in their developmental stage. Many of our NGO partners reported seeing signs of stress and trauma among children, but were at a loss at how to provide meaningful support beyond the individual support provided by their outreach workers. There was also evidence of social and psychological dysfunction developing among street children as they grew up on the streets – drug and alcohol use, inability to hold a job, criminality, and the likes.

To respond to these needs, SC worked with a local community mental health NGO, Yayasan PULIH, to adapt a structured psychosocial curricula that Save the Children had utilized in post-conflict situations in other countries. The model utilizes structured activities to re-establish social cohesion and trust among children, improve social functioning, and prevent increased risk behaviors such as school drop-out, drinking, and sexual promiscuity. Entitled psycho-social structred activities (PSSA), the module presents 15 sessions, each consisting of an opening and closing ritual, a cooperative game, and an arts, music or movement activity to explore various emotions and responses to crisis.

The first NGO who utilized the PSSA module was KAKI in Jakarta. Evaluation of the program found improvements in youth's self esteem, particularly when they interact with their peers. Outreach workers reported that older youth who went through the program were taking more responsibility for younger children, and seem to be reflecting more on their actions. Children were also more expressive and talkative after completing the course. After this success, two more NGOs in Jakarta tried the approach – Mitayani and SIKAP – and found similar results. Soon after, the module was adapated for use in Aceh with children in post-conflict communities. After the Aceh tsunami, the module was utilized by the district education system in Aceh and had reached over 6,500 tsunami-affected youth by December 2005.

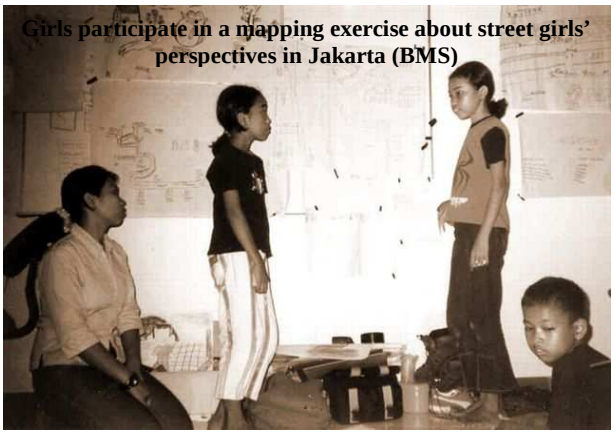
Result 3: Special Needs of Girl Street Children Addressed

- Girls' knowledge of rights regarding exploitation improved
- Girls' sense of self-esteem and sense of self-competency improved
- Girls' vocational and educational skills improved
- More prostituted children are reached with information, activities and services

During the design of the USCES program, USAID recognized that little attention was being given to the needs of girl street children. The government-sponsored "*rumah singgah*" program was reaching mostly boys, despite the fact that increasing numbers of girls were also working on the street. After the crisis, there was a sharp increase in the number of children under the age of ten working on the streets – with fairly equal increases in the numbers of girls and boys. The largest numbers of street children are found in the 11-13 year-old range, with decreasing proportions who are girls. It is widely believed that many girls discontinue street work as they enter adolescence. In the oldest age group, ages 14-18, the fewest number of street children are found; most street youth in this age group have left their families. In the oldest age group, the smallest proportion of street girls are found.

By allocating funds mandating a particular emphasis on girls, SC provided an incentive for NGOs to do special outreach to girls. NGO partner programs consistently reported that 40-45% of their beneficiaries were girls. The proportion of children benefiting from the program who were girls increased from 33.1 % at baseline to 42.9 % at endline. Of girls reached, about 10% fell into the high-risk category, and 90% into the vulenrable category.

Improving the Lives of Girl Street Children



Girls participate in a mapping exercise about street girls' perspectives in Jakarta (BMS)

Programs attempted to improve the quality of life and health of girls by building their self esteem and self competencies girls. Programs for the younger ages did not differ much between girls and boys – the focus was on maintaining parental contact, preventing school drop-out, and offering extracurricular services such as the creative arts. Some programs developed a peer education system so that older girls mentored younger children. While some programs also offered vocational training for girls, less progress was made in developing effective strategies to promote economic opportunities for girls and young women. Examples of program expansion for girls are as follows:

- Karang Komunitas, which had traditionally worked with homeless boys in peri-urban Binjai (Medan), expanded services for homeless girls with support of the program. After three of their girls were trafficked into the sex industry in Palembang, Karang worked with Pusaka Indonesia to locate and return the girls, and prosecute the case, resulting in the sentencing of three traffickers to 8-15 months jail time. They also published a comic book loosely based on

the story, aimed at raising awareness about the risk to street girls of being trafficked into the sex industry.

- SEKAM, which had three service centers for street children in Jakarta, opened a new program in East Jakarta designed specificially to reach girls. Within 6 months of starting, the program reached 250 girls with health education, sewing classes, and tutoring. They identified several cases of domestic abuse among girls, and were able to refer these cases to programs that provided secure foster care. They also trained 10 older girls as *Junior Health Workers* (JHWs) who conduct peer education on health topics as well as assisting in community health activities such as the Posyandu.

- Griya Asih (Jakarta), which had previously provided foster care for homeless boys, utilized USCES funds to expand its outreach to street girls in North Jakarta. Within a year, the NGO was reaching over 100 girls, and had started a home visit program to the parents of younger street girls, encouraging them to prevent their daughters from working in the streets.

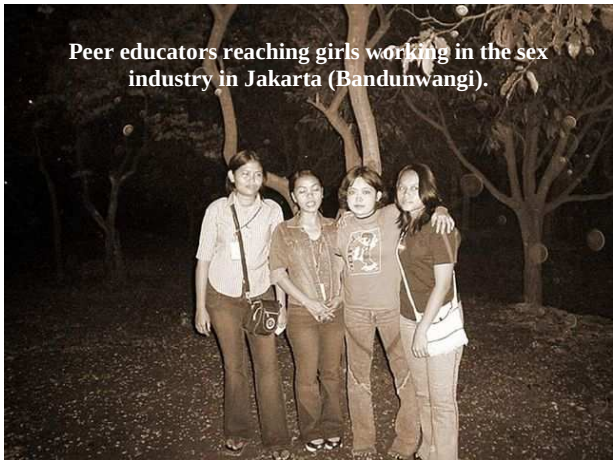
- Alang-alang (Surabaya), which was only reaching 45 boy street kids when USC funds were awarded, expanded their progras more than ten-fold, with significant expansion to girls. Most of the girls they reach are under the age of 10, utilizing a holistic approach that works with children, families and communities.

- In 2003, KKSP (Medan) partnered with Childhope Asia to provide a training workshop "*Program Interventions for Girl Street Children Focusing on Child Rights, Empowerment and Protection*." Save the Children supported six NGO partners from outside Medan to attend the workshop, and Jakarta returnees held a workshop to pass on the materials to their peers upon return to Jakarta.

Baseline and endline surveys found that girls were more likely to utilize NGO services than were boys. For example, more than half of children accessing services were girls, even though girls comprised only 40-45% of all beneficiaries. This was true for health services (consistently 50-60% of clients were girls), educational programs (45-55% of clients were girls), and vocational training (50% of clients were girls). A significant number of clients receiving crisis or counseling services were girls (about 75% of counseling clients across all NGOs were girls).

Reaching Girls in the Sex Industry

Initially, the Program attempted to reach children working in the sex industry – an issue overwhelmingly affecting girls, and one that was raised in each of the program launch workshops with government and NGOs. In the first round of awards, the program provided support to at least one NGO partner in each city to reach underage sex workers. Two programs (Abdi Asih and KKSP) were never able to get their programs off the ground. In Bandung, Bahtera and Matahariku reached close to 100 girls in the sex industry. While Bahetera's field workers noted with dismay the numbers of girls who become pregnant each year, they also expressed frustration at being unable to efectively promote behavior change because their field workers lacked the experience to talk about sex. Similarly, when Matahariku discovered physical abuse of girls in the sex industry by their boyfriends and clients, their group counseling did not



Peer educators reaching girls working in the sex industry in Jakarta (Bandunwangi).

make much progress in addressing the realities of girls working in the sex industry. Bandungwangi (Jakarta) made the most progress – they are an NGO that was founded by women who had previously worked in the sex industry, in response to the HIV/AIDS crisis. Bandungwangi had an active program that supported educational and health services, peer education, and job placement for over 150 girls. However, their programs did not succeed in assisting girls to transition away from street sex work.

During the second DCOF assessment, evaluators pointed out that the link between vulnerable girls (younger girls working on the street but living with their families) and street-based youth sex workers is not strong. Most NGOs noted that younger street girls generally transition off the street at puberty. Bandungwangi also found that most youth sex workers did not start as younger "vulnerable" street girls. As a result of these findings, and also noting that NGO programs were having so many problems programmatically, DCOF recommended that the USCES program discontinue programs that emphasized services for "prostituted children." In 2003, Save the Children discontinued grants for these types of programs.

Result 4: Alternatives to the Street Developed

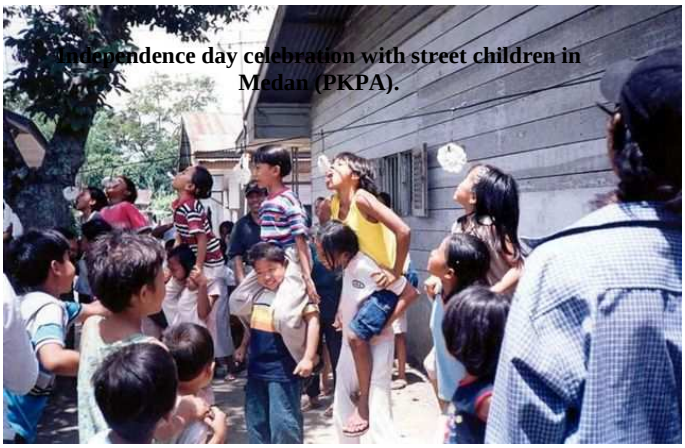
- More street children reached with IEC and services
- Street children's criminality decreased
- Financial skills and economic alternatives of street children improved
- Vocational and educational skills of street children improved
- Street children's self esteem, sense of self-competency and social integration improved
- Adult support for street children improved

As already noted, one of the Program's primary achievements was assisting NGOs in a paradigm shift away from direct services towards a community-based prevention approach. Developing "alternatives to the street" most often meant that NGOs supported children to remain living at home, continue their schooling, and reduce their working hours on the street. For older children already living away from their parents, "alternatives to the street" meant helping children move away from hazardous street-based work towards job opportunities that built skills and prepared children for improved employment conditions.

In May 2004, the Program's endline survey results of a random sample of 1,200 street children were compared to baseline data collected in September 2001. A number of findings showed significant promise in the area of developing alternatives to the street:

- Children who reported being currently enrolled in school increased significantly, from 58.7 % at baseline to 62.5 % at endline. The proportion of girls enrolled in school increased from 72.3% to 77.7 %.

- Children who reported receiving financial support from an NGO for their school fees increased significantly, from 37.7% at baseline to 49.1% at endline. This is a reflection of Save the Children's efforts to build partner capacity to do local fund raising.



Independence day celebration with street children in Medan (PKPA).

- Of all respondents, 26.7% reported that they had stopped working on the streets as a result of the program, with about half of these being boys and half girls. Of respondents over the age of fifteen, 28.2% said they had secured work opportunities that were no longer working in the street.

- Children's perception of being able to rely on support from an adult if they had a problem increased significantly, from 87.5 % at baseline to 92.6 % at endline. The proportion of children sleeping last night at their parents' home increased significantly, from 70.9% at baseline to 76.5 % at endline.

- 15% of all children reported being involved in equivalency packets through an NGO program, with 68.3% of those enrolled being boys. Of children who have ever been involved in an equivalency program, 20.2% report having received their equivalency diploma, while 61.2% are still enrolled in the program but have not yet taken their examination. About twenty percent had dropped out before achieving their equivalency.

- Of all respondents, 64.1% reported having a birth certificate. Of those who have a birth certificate, 12.9 % received their birth as a result of support from an NGO.

- The proportion of respondents who reported having stolen something in the past 3 months fell from 34% at baseline to 19.9% at endline.

The following observations can be made about the programmatic approaches that allowed NGOs to achieve these results.

Strengthening Families and Communities where Street Children Live

Most street children reached by partner NGOs still live at home. When the Program began, many NGOs were attempting to be "replacement families" for children, providing the care and support generally offered by parents and communities. Negative attitudes towards parents were common, as parents were seen to be "exploiting" their children. Work with adults many times included NGO staff giving finger-shaking lectures to parents, admonishing them to "protect children's rights" by keeping their children in school and off the streets.

During the life of the program, NGOs were encouraged to recognize the potential of parents and families, and to expand their capacity to assist children. While most NGOs continued services for

children – such as homework help, recreational programs and creative arts programs – many started to involve parents more centrally in these activities. Genta Surabaya was a leader in this area, organizing community-based programs for over 1,000 vulnerable children that relied on a network of parent and community volunteers. An especially effective mechanism was their homework posts. Genta mapped the high school graduates in the neighborhood, and solicited their assistance in running 30-60 minutes homework posts that ran 3-5 evenings a week, just before evening prayers. Enough volunteers were identified to manage homework groups of clusters of 10-15 children. During the sessions, children brought their school work to the volunteers' house, and completed it with help from the volunteer. In this same neighborhood, Genta organized a soccer league managed by community volunteers, as well as facilitating child-focused activities and events (e.g. for Independence Day). The profile of these activities transformed the community where Genta worked from one where individual parents sent their children to the street without anyone paying attention, to one where community members offered an array of high-profile, child-focused activities that confirmed the value of children. Significant drops in the number of children working on the street, and the hours they worked, were observed. Within two years, Genta was able to hand the program over to the community, and moved their operations to a new location.

SEMAK outreach workers hanging out with the kids, Bandung.

SEMAK in Bandung was another pioneer in this area. SEMAK based its program design on ethnographic research that was done by field outreach workers over a 3-6 month period. In the first area they started work, outeach workers found that the majority of children ages 8-14 – boys and girls – were hitching a ride on the train into town, busking for several hours, and returning home after dusk. SEMAK also found that families were not relying heavily on children's income; it was instead mostly used by children for consumptive items (snacks, games, etc.). SEMAK therefore concluded that the "pull factor" was most significant in this community, in that children who did street work bragged to their friends about how great it was, "pulling" other children to the streets. In addtion to be hazardous work, street work was decreasing the amount of time children spent doing homework and recreational activities in the neighborhood. The NGO then started an explicit strategy to keep children at home. Initially with only a small vacant lot to work with, SEMAK staff did participatory exercises with children to determine what kind of activities would be interesting enough to keep them from going to the streets. As more children forewent the streets for SEMAK's programs, the NGO introduced a variety of creative arts that helped children explore their personal, family and commnity identities. Parents soon became involved, first as observors, then as participants, and finally as facilitators themselves. The community soon donated space for teenage youth to start a community radio, managed entirely by children. The radio, which broadcasted from after school until bed time, was popular with youth and parents. Parents noted that they knew more about what their children were thinking and doing by listening to the radio. Within a year and a half of SEMAK's entry into the community, only a handful of children were hitching the trains to seek work on the street.

In sharp contrast, in year two of their grant, SEMAK started mapping street children working on one of Bandung's main strips (in front of *Bandung Indah Plaza*). Initially concerned about the increase in very young age of children busking on the street, SEMAK soon discovered that most of the children in this area were seasonal migrants who had accompanied their parents from rural areas in Central Java (12-16 hours by train from Bandng). Within a short period of time, SEMAK noted that parents and older siblings were increasingly bringing infant and toddlers to the street. This practice was seemingly acceptable among parents, and upon further investigation, SEMAK found that the primary income of families whose children worked in this area was from children's street work. Families would migrate into Bandung for 2-3 months, living in squatter conditions and saving money from their children's income. After some time, they would go back to the village to live, until they ran out of funds and returned to the city. Because of this irregular migration, most children were not in school. Parents believed that the younger and more pathetic-looking the children were, the more income could be earned. Parents were therefore were resistant to any efforts to improve the safety, hygiene or health of children. Barefoot, runny-nosed toddlers with a donation can clutched between their legs, sitting on a dirty patch of pavement alongside a busy intersection were a common sight.

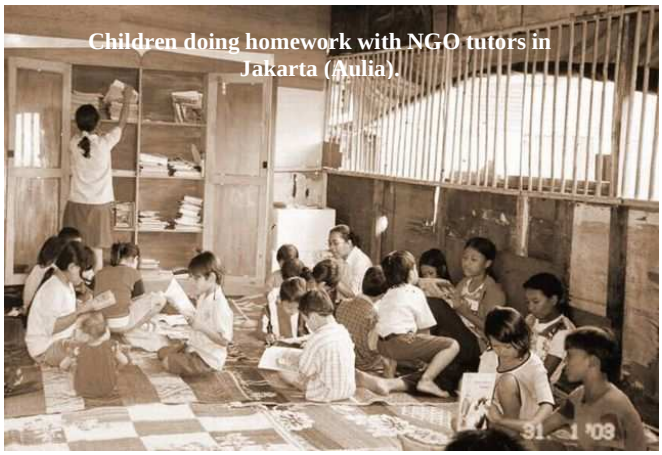
SEMAK again took a community-mobilization approach. They soon identified that parents said they would value a health post in the community. With support from SC, SEMAK lobbied the Municipal Department of Health to provide free services at an outdoor cafe, whose owners agreed to donate the space during off-hours. As the number of children and family using these health services expanded, SEMAK started a component of the program that was run by volunteer mothers – weighing children and monitoring growth and malnutrition. Eventually SEMAK was able to start nonformal education programs for these children. While improvements in these children's welfare have been limited, the program is slowly making headway towards changing community values about the acceptability of the current situation.

Another example comes from Karang in Medan. Karang developed a district-wide campaign on the importance of family reintegration for street children. Four separate activities targeted different groups that Karang thought could make a difference on this issue: students; a poor, ethnic Javanese neighborhood; street singers, rickshaw drivers and vendors in areas where street children busk for money; and the Binjai Baiturrahman mosque leaders. The main message was that all segments of the community should responsible for supporting children to return home, and each group made commitments to supporting the improvement of child welfare. For example the street singer group committed to taking a more active role in preventing violence among street children, while the student group from Taman Siswa Binjai agreed to open up their extra-curricular activities to street children.

NGO partner programs have numerous examples of programs such as those described above. Activities such as after-school programs managed by community volunteers, forums for parents, home visits, credit cooperatives and community-wide activities for children al helped families and communities recognize the value of protecting and educating children, and are hands-on opportunities for adults to improve their parenting skills. E.g. Dian Mitra (Jakarta) has formed a sewing cooperative among the mothers of children reached by the program. The cooperative, in addition to being an income-generating activity for families, also serves as a forum where Dian Mitra staff can engage families in children's education and update them about their children's

progress. However, it is important to consider that programs involving parents are most often made up exclusively of women, unless men are specifically targeted.

Preventing School Drop-Out


Children doing homework with NGO tutors in Jakarta (Aulia).

As most children reached by NGO parents were already in school, a major focus on NGO programs was helping children to achieve Indonesia's standard of basic education: completing nine years of formal schooling. Efforts in this area focused on two major aspects of school drop-out: decreasing economic barriers to attending school, and improving children's academic performance. As noted already, baseline and endline survey information showed that NGOs made significant progress in keeping children in school.

Noting that most parents cited the high costs of schools fees and related education costs as a major issue, NGOs took a variety of approaches to address this barrier. On a case-by-case basis, some NGOs lobbied school committees to provide free admission to the street children they worked with. When this was not possible, NGOs succesfully sought sponsors – from individals, corporations and foundations – to support scholarships, donations of school materials, and stipends that covered the uniform and transportation costs of children related to education. For the 2004-2005 school year, NGO partners reported that they had provided 938 new children with scholarships, while maintaining support for existing scholarships. For example, SEKAM (Jakarta) reported raising funds for scholarships for 54 children, in addition to maintaining support for the 155 children who already received their support. Also in Jakarta, Aulia reportedly raised funds to support 451 boys and 395 girls to continue their schooling. SPMAA Surabaya was successful raising scholarships for 38 new children.

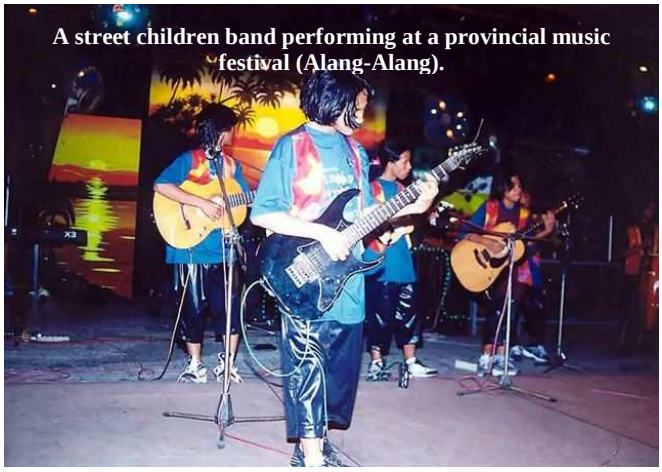
In several cases, NGOs worked with local Departments of Education to advocate for the enforcement of city-wide policies that mandated free access to schooling. For example, Karang (Medan) held hearings with the Department of Education to expand their Packet equivalency program to reach street children in the neighborhods Karang reaches (Merican). The Department agreed, and provided funds to the Merican Elementary School to offer the Packet program outside of formal schooling hours.

During the timeframe of the Program, no city-wide progress was seen in terms of universal coverage of free schooling. However, with the substantial increase in 2006 national budget for education (due to the revenues from the removal of gas subsidies), the advocacy coaltions developed with support of the Program will be in place to help ensure that increased local budgets translate into improved access and quality.

Drop-out prevention programs worked best with a high level of local community participation. As already discussed, NGOs mobilized community volunteers to provide after-school tutoring. Alang-alang solicited partnerships with rickshaw drivers and their local bus station to ensure that children had free or low-cost transportation to and from school. NGOs noted that programs that involve parents and communities can successfully build adults' understanding of child rights.

A few NGOs have successfully worked with schools to improve the quality of formal education for the most vulnerable children. Schools have been most responsive when NGOs offer programs that complement their curricula and build the capacity of their teachers. Partnerships between teachers and NGO outreach workers have been effective at preventing school drop-out.

Providing Nonformal and Equivalency Education



A street children band performing at a provincial music festival (Alang-Alang).

Street children need programs that complement their formal education and promote child development, such as sports, music and the creative arts. All NGO partners provided some sort of nonformal education. Most offered complementary extracurricular activities – such as sports, music, and scouting – that are not offered by lower-income schools. A number offered creative arts programs – drawing, music and drama – designed to help children explore their sense of identify, future aspirations and their relationship to the community and the State. These types of programs helped children express themselves, improved peer relations, reduced conflict between young people, and increased communication between parents and children. Creative arts programs often address issues related to children's rights, and the results were effectively used for advocacy, helping communities and government understand the perspectives and needs of the most vulnerable children.

Many NGOs made an explicit effort to involve parents in nonformal education programs for youth. YAKMI (Medan) conducted a participatory evaluation of the NGO's education programs with parents. The evaluation built consensus that parents should work together with the NGO to find solutions to the educational problems their children face. YAKMI then hosted meetings that established a parent education committee that developed a strategic plan and identified what role parents wanted YAKMI to take on. As a result, YAKMI opened a children's reading post, with community support in the form of donated space and books. On recomendation of the education committee, YAKMI then trained a group of youth to manage the library and its associated learning activities.

Another area that the Program's NGO partners made a signifianct contribution to was the Department of Education's equivalency education program (referred to as Packets A, B and C). The packet system was designed by the national Ministry, and provides learning modules for primary, junior secondary and senior secondary education. Government and NGO agencies utilize the modules to assist children to study by subject. The district Department of Education

facilitates children taking exams and earning credits that allow them to gain their equivalency diploma. SC's NGO partners used these learning modules creatively, developing active-learning approaches that brought alive the learning objectives of the Ministry's modules. NGOs that successfully used the packet program to help drop-out children achieve an equivalency degree also noted that the packet program must be coupled with other educational opportunities in order to keep children interested. Many NGOs modify the packet curricula to make it more engaging, and note that more children pass equivalency exams when tutors make the curricula participatory and relevant.

Alang-alang (Surabaya) continues to be among the most actively working with the Office of Education in its equivalency education program for street children. Alang-alang incorporates a family-like atmosphere in the school environment. Alang-alang's directors are known as "Mom" and "Dad" in the community, and their dedication and attention to individual children inspires a unified family feeling which is apparent on visiting: children and adults alike are proud to be a part of Alang-alang's comunity, and everyone knows the "Alang-alang handshake." Last year, the Department of Education named Alang-alang as a center of excellence in Out-of-School Education, and the Program hosted other partners – including from other cities –to visit Alang-alang to learn from their experiences.

Mitayani (Jakarta), Karang (Medan), SIKAP (Jakarta) and SPMAA (Surabaya) also regularly reported success in helping their children achieve primary, junior and senior high school equivalency. SIKAP (Jakarta) established a working relationship with an Open Junior Secondary school in South Jakarta, which is a school that utilizes the formal school curricula but is offered at times convenient for working children. This school was supported by private donations from graduates of a Jakarta-based School of Design, and offered free entry to SIKAP's children.

NGOs rarely reported successful experiences with sending children to nonformal education programs offered through the Department of Education. Problems with quality in the formal education system are even worse in nonformal education programs, such as Community Learning Centers (managed by the Ministry of Education), Community Skills Centers (offered by the Department of Social Affairs) and Work Training Centers (offered by the Department of Manpower). However, NGOs often register their programs as Community Learning Centers and became eligible for block grants from the Department of Education (which is a one-time award of Rp. 25,000,000, or approximately $2,630). Utilizing the CLC model also allows the possibility of reintegration into the public school system when a child can place back into school after achieving equivalency.

With flexible hours, NGO programs cater to the schedules of working children. NGOs advertise their services not as remedial, but as enriching and fun, as in the case of Mitayani and Alang-alang. Lessons, such as those used by a teacher in from YAKMI in Medan, make skills such as addition and subtraction relevant to children's everyday business selling cigarettes or tea in the market. These services are clearly popular because of the ingenuity and supplemental services provided by NGO staff. Staff at Mitayani describe staying late after lessons to discuss problems with children regarding their home lives. BMS (Jakarta) opened two community-based learning posts (one based in a community member's house) and used Department of Educaiton funds to support tutors and books. Mitayani (Jakarta) also tapped into the CLC system, using the facility, materials and tools of the CLC near its drop-in center to offer nonformal education programs to

their children. However, in Surabaya, Genta has applyied to utilize the government's packet system multiple times, and been denied – even though the NGO is clearly capable of administering the program.

Another examples is Pusaka's model of human rights education (in Medan) that involves Pusaka lawyers providing training for staff of smaller NGOs. The course covers how to teach classes on children's rights, and provides IEC materials that are useful for outreach workers coming in contact with children in conflict with the law.

A final example is the work being done with pre-school children in Jakarta by Dian Mitra and KAKI. The staff of both of these NGOs have a strong background in education, and believe in the importance of a healthy-start in terms of education. Both NGOs have community-based pre-schools in areas where children working on the street is common; they also have explicit strategies to foster the transition from pre-school to primary school.

Expanding Family's Economic Opportunities

The lack of family income was often cited as a reason for why parents allowed their children to work on the streets. NGOs showed interest in offering family income programs to the communities they worked in, but none had the capacity. Under the large *rumah singgah* program, several NGOs had utilized DepSos funds to start rotating credit schemes, which often petered out when loans were not repaid and family's small businesses went bust.


A forum for parents in Bandung (YMS).

Save the Children had exprience using a guaranteed group lending a savings approach in other parts of the world, and determined to pilot test this savings and credit model via NGO partners working with street children. The credit scheme became a bit of a hybrid, in that it only allowed access to credit by women with children from communities where street children were common. While the savings and credit scheme utilized the basic protocols of standard microcredit programs, it also required that women's children be in school and not working on the street. Three NGOs – BMS, Mitayani in Jakarta, and SPMAA in Surabaya – offered group lending and savings programs, each reaching 200-300 parents of street children.

Save the Children provided intensive training and support to ensure the program could function well. Loans were offered in the range of Rp. 200,000 – 300,000 ($25-30). In terms of repayment and savings rates, the programs performed well. NGOs noted that involving parents in an activity that had concrete benefits, ensured that parents and children were actively involved in the program. The regular meetings required for the savings and credit program also offered an opportunity for hosting parent education programs. However, NGOs were also quick to note that increasing family income, while helpful, is not sufficient to ensure children complete basic education and stay off the streets.

Expanding Older Children's Economic Opportunities

Efforts to help older youth to transition off the streets into safe, secure jobs have been successful, but on a very limited scale. A tremendous amount of effort is required to identify youth's skills and interests and match them with appropriate job opportunities. Since most jobs available are in the low-paying, informal sector, a major barrier is the appeal and relatively high income of street work. NGOs also have limited capacity in building networks to identify jobs for youth. Examples of NGO accomplishments are as follows:

- In May 2004, Griya Asih (Jakarta) reported that they had facilited four children to find work: one a store clerk, two in factories and one as an installation technician. Griya Asih has numerous other reports of children being placed in jobs – such as automobile sales and fast food restaurants – but towards the end of the program, this NGO noted that less than a dozen children had been helped to find non-street jobs during the duration of Save the Children's funding. The most important support Griya Asih say they have provided to youth seeking work is helping them get their identify card (KTP), and providing them with references. Most children are then able to seek out jobs according to their skills and interests.

- SIKAP (Jakarta) also used its staff's networks to identify jobs for children in furniture factories, auto repair shops and the garment industry. On an ad-hoc basis, SIKAP also collected donations of used clothing, which they organized children to sell, giving hands-on learning in business management.

- Aulia (Jakarta) also had a successful relationship with Hotel Sari Pan Pacific, in part facilitated by UNICEF. Around 25 children were selected to participate in an on-the-job training program offered by the hotel, mostly in food preparation and cleaning services. Aulia often reserved these job opportunities for children who had completed high school with a scholarship from Aulia.

- YAKMI (Medan) linked to the Department of Manpower, helping their children pass an exam that facilitated their accessing start-up capital for small business. After the award, YAKMI worked with the nearby Sukaramai market to ensure that the group could set up and operate their business, a snack stand.

In several forums that discussed the issue of facilitating positive employment opportunities for street children, NGOs noted the ineffectiveness of vocational training when offered as a stand-alone program. While a variety of government-sponsored vocational training programs are available for street children (with programs sponsored by the Department of Education, the Department of Social Affairs, the Department of Manpower and the Bureau of Women's Empowerment), the vocational training offered is generally in a narrow set of skills: auto repair, sewing, hair dressing and driving. Courses are generally not linked to the realities of the job market, and do not offer follow-on job placement services. Moreover, the quality of instruction of government programs is often poor. While some NGOs placed their children in these programs, the results were small scale.

Youth working in Alang-alang's craft workshop in Surabaya.

Another approach that NGOs took, again with small-scale success, was starting businesses that employed older street children. Alang-alang (Surabaya) was perhaps the most serious with this approach, starting a handicrafts business that featured a showroom and was able to secure export orders for some of their products. Alang-alang also markets the musical services of the Alang-alang band. Children are regularly hired to play for hire at weddings and birthday parties, and have a regular paid Saturday-night show at a local cafe. Children in the band have plenty of exposure to an environment in which they are expected to behave professionally, and are held accountable as well as rewarded for their natural talents and hard work. Each child is paid 50,000 rp per show, making the work also worth it for the financial benefit. Alang-alang's program also lends itself naturally to publicity and public awareness building.

Karang (Medan) has also been successful in starting a cafe and pay-for-use music studio that are managed by street children. While both of these programs have certainly created employment for some children, the number of children benefitting is small while the donor investments for business start-up can be high.[4] Also, both NGOs had the idea that youth would learn skills working in the business, and then move on to start their own businesses. In practice, youth tended to hang on to the job and NGOs had trouble moving them on to employment opportunities outside of the NGO busines.

Graduating Street Children from NGO Assistance

During its 2003 evaluation, DCOF noted the trend of some NGOs to "hold on to" street children from a young age until adulthood. In some cases, street children who grew up in an organization are now employed as an NGO staff. As follow up to these observations, SC focused the third annual outreach worker retreat on the question of how to foster children's independence and transition into productive community members. The retreat was designed to look at how NGOs are successfully "graduating" children back into their communities. Four separate meetings were held, one in each city, with a total of 98 participants. Major findings from the meeting were as follows:

- "Graduation" from street children NGO programs is varied. It depends on what the child's background is, and children may be "graduated" when they return to school, return to their family, are placed in foster care, spend less time on the street, or transition off the street into productive work opportunities

[4] The Karang program was partially supported with funds from Save the Children-USAID, and also received funds from TdH.

- For high risk children, not coming into conflict with law and being socially accepted are also important factors of graduation from NGO programs
- Most NGOs start working more intensively to help children transition off the street into productive, safe work opportunities at the age of 15. Before the age of 15, the emphasis is on reducing street working hours, staying in school and living at home.
- It was noted that girls need earlier interventions to help them transition into productive work, or they may be at higher risk of transitioning into sex work. Efforts to assist girls with economic opportunities should start by the age of 14.
- Other factors that NGOs note show that children are ready to transition off the street include children: (1) getting more involved in social activities with children other than street children; (2) showing interest in seeking work not on the street; (3) getting bored on the street; (4) returning to their families of their own volition; (5) reducing their bad habits on the street; (6) recognizing their talents and showing initiative to develop their skills; and (7) saving funds to start a business.

It is important to note that most children reached by NGO programs cycle through the program and then transition out of it on their own. The reasons they stop attending NGO programs may be based on a number of factors, such as their family's migration, the availability of other community and after-school activities, or their leaving their family to live elsewhere. While SC regularly raised the question of what happens to street children who stop attending NGO programs, little is known about this issue. NGOs just don't have the resources to follow up with children and their families after contact is lost.

Lessons Learned

Save the Children and NGO partner staff at the National Conference on street children, November 2005.

During the National Conference *Best Practices in the Social Protection of Street Children*, a variety of governmental and nongovernmental program providers reflected on what has been learned about developing effective programs for street children. Many noted that the USCES Program was a leader in promoting innovation and encouraging paradigm shifts in "what works" with street children. The following broad lessons learned were themes of the conference:

Working through local NGOs to mobilize communities allows a greater range of creative solutions and strategies to emerge. Pre-existing formulas and best practices simply do not yet exist for addressing street children, particularly in an era where the political and social context is changing rapidly. Programs must be agile, flexible, and always on the watch for creative ideas and successful new strategies. In areas where street children are still living with their parents – which is the case for most street children in Indonesia – strategies focused on prevention are most effective. Involving adults as mentors to children and youth, supporting children to do well in school and continue their education, developing meaningful, community-based extracurricular activities for children, and working with the local business sector to place older youth in good jobs – all of these are strategies that NGO partners have successfully used to pull children back into the community and away from the street. "Best practices" in community-based programming need to be encouraged, scaled up, and replicated to achieve meaningful impact – ideally, with the support of local government funds.

One of the greatest challenges faced by NGOs working with street children is how to help children access government services. This is especially the case in terms of accessing education, and providing services to children in conflict with the law. The emergence of NGOs like LAHA (Bandung) and Pusaka (Medan) which specialize in advocacy are an important development, as they ease the load of individual direct-service NGOs that do not have as much advocacy experience. LPAs in each city and province should also be able to play an emerging advocacy role. However, in general, better systems are needed to pull together NGOs in one city for the purposes of collective advocacy.

Expanding access to health services has been one of the most successful aspects of the Urban Street Children program. Most urban *Puskesmas* are interested in reaching street kids, but don't know how to access them. Similarly, it is rare that a street child will seek health services. By linking Puskesmas and local NGOs, the Program facilitated regular, mobile services for street children and their families in Bandung, Surabaya and Medan. Replicating this model should not be difficult for other municipal governments. An ongoing area of need, however, is improving the quality of services, particularly to ensure that the reproductive health of street children is addressed.

Professional networks for NGO activists foster best practices and ensure quality of programming for street children. The professional networks developed through the Urban Street Children program accelerated the expansion of innovative and effective approaches to working with street children. However, street children NGOs – in particular in Jakarta – often note the difficulty of building networks amongst themselves. Lack of frequent exchange breeds what many feel is a natural state of competition amongst NGOs. In Medan, this is much less of a problem, perhaps due to geographically proximity. Nowhere, however, is the network of NGOs working together as strong as in Yogyakarta, which could serve as a model for the development of NGO networks in other cities. In part because of the street girls program funded by the ADB, Yogyakarta's street children NGOs meet routinely in caucuses and have a strong referral network. Data about street children in Yogya is also much easier to access, and NGOs work much more closely with government than in other cities.

Meeting the needs of girl street children is still a challenge. While many more girls are involved in NGO programs than five years ago, most programs do not explicitly address the special challenges girls face, particularly during adolescence. Helping girls who stop working on the street as they enter adolescence is a special area of need. Little is known about what happens to girls who stop working on the street, but as they come from urban poor neighborhoods, there may be reason for concern. Moreover, there are questions about whether the older, high-risk street girls are being touched by NGO programming. The numbers of older street girls NGOs report reaching are so small that it is likely a large unmet need exists. Finally, NGOs lack the capacity to assist girls who become pregnant, and no good referral system exists for girls needing support for child birth and motherhood.

Going to scale with efforts to promote youth employment should be a priority. Street children are often business-savvy, and have special skills that could help them achieve economically. However, programs helping youth transition into better income-earning activities have been small scale. Vocational training programs are not responsive to the job market, and do not link to job placement programs. Programs to support young people's entrepreneurial skills have met with some success, but are reaching very small numbers of children. Given the amount of government resources for stimulating youth employment, an advocacy role for NGOs should be helping government to scale up some of their successful approaches.

Providing homeless children and youth with appropriate services remains a challenge. When children are homeless, some NGOs allow them to sleep at drop-in centers, with NGO staff assuming the role of foster parents. This is a poor solution to the problem of homelessness. NGOs are more effective in the role of facilitators and advocates. They should facilitate children to return home, find other family members with whom they can live, identify community-based foster care, or refer to quality orphanages or *pesantren*.

Local NGOs working with street children continue to be dependent on donor funds. While most have engaged in many creative initiatives to raise funds locally, these funds are primarily for direct services, such as scholarships, and do not cover an organization's operational costs. While local government and deconcentration funds have been made available to NGOs, a lack of transparency and accountability has limited their effectiveness. Systems to engage civil society

participation in decisions related to the allocation of government funds to street children programming are showing promise.

Appendix 1: List of NGO Partners

The following is a list of NGOs that received funding from SC/USAID. The shortest duration of grant agreements were 18 months, while the longest lasted four and a half years.

No.	NGO	Contact person	Address	Email
1	Al Muhajirin	Pujianto Prastiwadji	Jl. Jambu Raya No. 1 Perumnas Kamal Bangkalan, Madura	
2	Alang-alang	Haji Didit Hape	Jl. Gunungsari No.24 Surabaya	alangalang2@plasa.com alangalang_sby@indo.net.id
3	Bahtera	Tamami Zain	Jl. Cijerah Gg. Al Hidayah No. 40 RT 07 / RW 04 Bandung 40213	ybahtera@indosat.net.id
4	Bangun Mitra Sejati (BMS)	Sugeng Tridandoko	Jl. H. Baping Raya No.9 Kel. Susukan – Ciracas Jakarta 13750	ybms@dnet.net.id
5	Bias Kriya Nusantara	*(now defunct)*		
6	Dian Mitra	Aulia Erfina	Jl. Baru B Gg Tongkang Rt 016/01 Kel Kramat – Senen Jakarta 10450	yayasan_dian_mitra@yahoo.com.sg
7	Dinamika Indonesia	Achmad Marzuki	Jl. Balai Rotan No. 11 Rt. 003/05 Desa Cikiwul Kec. Bantar Gebang PKD I-Bekasi	
8	Genta Surabaya	Kuswanto	Perumahan Wisma Indah II Blok K11-22 Gunung Anyar Tambak Surabaya	genta_surabaya@indo.net.id
9	Griya Asih	Ch. Pandaya Sukaca	Jl. Murdai I No.23 RT.23/13 Cempaka Putih Barat Jakarta Pusat	griya_asih@hotmail.com
10	Humana	Yusito	Jalan Monjali Km 6 Kampung Nandan no 4A Yogyakarta	humana@indosat.net.id
11	Karang Komunitas	Indra	Jl. Gatot Subroto No. 27 Binjai, Sumatera Utara	karang@mdn.centrin.net.id
12	Komunitas Aksi Kemanusiaan Indonesia (KAKI)	Erwan Cahyono	Jl. Jagakarsa Gg. Musyawarah RT 007/04 No. 105 Kel. Jagakarsa, Jakarta Selatan	yayasankaki@yahoo.com
13	Lembaga Advokasi Hak Anak (LAHA)	Destia	Jl. Cijerah , Gg. Al Hidayah No. 40 RT 07/04 Bandung 40213	lahabdg@indosat.net.id
14	Lembaga Perlindungan Anak JaBar	Ikka Kartika	Jl. Karang Tinggal No. 33 Bandung	
15	Lembaga	Sri Adiningsih	Jl. Barat Jaya VI/27	lpajatim@mail.com

	Perlindungan Anak JaTim		Surabaya 60284	
16	Mitayani	Herlina	Jl. Harapan Jaya No. 21A RT 003/012, Kel. Cipinang Timur Kec. Makasar, JakTim 13620	mtynpsm@jkt.bozz.com
17	Pusaka Indonesia	Eddy Iksan	Jl. Setia Budi No. 173 E Tanjung Rejo , Medan 20122	pusaka@indosat.net.id
18	Pusat Kajian dan Perlindungan Anak (PKPA)	Ahmad Sofian	Jl. Mustafa No. 30 Medan	pkpamdn@indosat.net.id
19	Setia Kawan Mandiri (SEKAM)	Herman Nugraha	Wisma SUBUD Jl. RS. Fatmawati No.52 Jakarta Selatan	sekamin@yahoo.com
20	Solidaritas Aksi Korban Kekerasan terhadap Anak dan Perempuan (SIKAP)	Magdalena Sitorus	Jl. Salemba Raya No. 49 Jakarta Pusat	sikap@idola.net.id
21	Solidaritas Masyarakat Anak (SEMAK)	Tatang Rakhmat	Komplek Bumi Asri III Jl. Villa Asri Selatan II Blok F-12 No. 27, Bumi Asri III Bandung 40125	semakbdg@cbn.net.id
22	Sumber Pendidikan Mental Agama Allah (SPMAA)	Glory Islamic	Jl. Bratang Wetan II No. 16 Ngagel Rejo Surabaya 60245	spmaasby@indosat.net.id
23	Surabaya Children's Crisis Center	Rafael	Jl. Manyar Sabrangan VIIID/40 Surabaya	sccc@indo.net.id
24	Walsama	Gus. Amirul Mu'minin	Jl. Jetis Kulon X/33 Surabaya 60243	
25	Yay. Anak Nusantara Baru (YANB)	Gareng	Jl. Sultan Iskandar Muda No. 32 Rt.002/03 Kelurahan Kebayoran Lama Utara Jakarta Selatan	
26	Yay. Annur Muhamin (YAM)	Umar S	Jl. Bukit Duri Tanjakan II No. 9A RT 06/08, Kel. Bukit Duri Tebet - Jakarta Selatan	
27	Yay. Investasi Kemanusiaan (YIK)	*(now defunct)*		
28	Yay. Kesejahteraan Anak Indonesia (YKAI)	Winarti Sukasih	Jl. Teuku Umar No. 10 Jakarta Pusat	icwf@indosat.net.id
29	Yay. Matahariku	Keri Lasmi Sugiarti	Jl Jurang Gg. Bunderan I No. 14C Bandung 40161	

30	Yay. Perkumpulan Bandungwangi	Nur Aziza	Jl. Pisangan Lama Raya #7 Jakarta Timur 13230	YPBandungwangi@yahoo.com
31	Yay. Usaha Mulia (YUM)	Ir. Hamzah Purakusumah	Wisma SUBUD Jl. RS. Fatmawati No.52 Jakarta Selatan	
32	Abdi Asih	Liliek Sulistowaty (Vera)	Jl. Dukuh Kupang Timur XII/22 Surabaya	abdiasih@sby.centrin.net.id
33	Aulia	Lies Winarti	Jl. Sunter Mas Tengah H Blok G No. 7 Jakarta Utara 14350	ypmaulia@cbn.net.id
34	Yayasan Kesejahteraan Masyarakat Indonesia (YAKMI)	Ester Hubarat	Jl. Pasundan 3 A Medan	yakmimdn@indosat.net.id
35	KKSP	M. Jaelani	Jl. Singgalang No. 12 Medan 20213	childcom@indosat.net.id
36	Yayasan Masyarakat Sehat (YMS)	A. S. Suryana	Jl. Jatihandap Gg IV No. 210 Desa Mandalajati, Cicaheum Bandung	yms@bdg.centrin.net.id
37	Yayasan Nanda Dian Nusantara	Ira Lubis	Jl. Teuku Umar No.42 Jakarta Pusat	
38	Yayasan Pelita Ilmu	Sri Wahyuningsih	Jl. Tebet Timur Dalam 8Q No. 6 Jakarta 12820	ypilmu@link.net.id