

REPORT OF THE PRESIDENT

TO THE BOARD OF DIRECTORS

ON A GRANT

(Funded by the Japan Fund for Poverty Reduction)

TO THE

REPUBLIC OF INDONESIA

FOR

ASSISTING GIRL STREET CHILDREN

AT RISK OF SEXUAL ABUSE

October 2000

CURRENCY EQUIVALENTS

(as of 4 October 2000)

Currency Unit	–	Rupiah (Rp)
Rp1.00	=	\$0.0001126
\$1.00	=	Rp 8,880

ABBREVIATIONS

ADB	–	Asian Development Bank
BKKKS	–	Provincial Body for Social Welfare Activities
BKSN	–	National Social Welfare Agency
HNSDP	–	Health and Nutrition Sector Development Program
JFPR	–	Japan Fund for Poverty Reduction
MOHSW	–	Ministry of Health and Social Welfare
NGO	–	nongovernment organization
SPSDP	–	Social Protection Sector Development Program
STI	–	sexually transmitted infection
UGM	–	University of Gajah Mada, Yogyakarta

NOTES

- (i) The fiscal year (FY) of the Government ends on 31 December.
- (ii) In this report, “\$” refers to US dollars.

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I. INTRODUCTION

1. The Asian Development Bank (ADB) approved the Social Protection Sector Development Program (SPSDP)¹ in 1998 and the Health and Nutrition Sector Development Program (HNSDP)² in 1999 to mitigate the impact of the economic and social crisis in Indonesia. Both provided funds for street children, whose numbers were estimated to have increased four-fold in Indonesia's urban areas due to economic pressures. The Government of Indonesia (the Government) has formally requested ADB to support an expanded program to address specific needs of girl street children. The proposed Japan Fund for Poverty Reduction (JFPR) Project (the Project) will assist girl street children at risk of sexual abuse in Yogyakarta and is linked to the SPSPD and HNSDP. This report is based on the findings of the fact-finding and preparation missions,³ the survey conducted as part of the technical assistance⁴ attached to the SPSPD, and understandings reached during participatory meetings with nongovernment organizations (NGOs) and representatives from the provincial government, provincial development planning agency, and the national and provincial offices of the social welfare agency (BKSNI). The Government of Japan approved financing of the JFPR Project on 11 August 2000.

II. BACKGROUND AND RATIONALE

2. The combination of reduced wage income, devalued currency, and rising inflation during the financial crisis precipitated a substantial increase in the number of persons living below the poverty line in Indonesia. While the swell of transient poverty has abated, many households are left in a much depleted situation. Among those most affected are low-income urban residents. A common coping mechanism for families in this group is to withdraw their children from school (as fees become unaffordable) and to put them to work in the streets to supplement family income. The quality of employment has also deteriorated, particularly that available to urban slum residents. Many families responded by sending more family members, including children, into less remunerative and sometimes dirtier and dangerous employment.

3. BKSNI of the Ministry of Health and Social Welfare (MOHSW) responded by establishing "open houses" in the main cities to which children could come for counseling, recreation, health care, and emergency feeding. As the situation worsened, ADB provided funds in the SPSPD and the HNSDP to (i) establish additional open houses, (ii) provide scholarships and vocational training, (iii) expand supplementary feeding programs, (iv) provide basic health care, and (v) introduce programs designed to address family poverty—the root cause of the increased number of street children—through training parents in entrepreneurial skills and helping them gain access to microcredit. ADB funds are channeled through the Government to qualified NGOs contracted to provide the required services. The activities of the open houses are supervised and supported by the local offices of BKSNI within the context of overall plans for addressing the issue of street children and other vulnerable groups.

¹ Loans 1622-INO: *Social Protection Sector Development Program*, for \$100 million, and 1623-INO: *Social Protection Sector Development Project*, for \$200 million, approved on 9 July 1998.

² Loans 1675-INO: *Health and Nutrition Sector Development Program*, for \$100 million, and 1676-INO: *Health and Nutrition Sector Development Project*, for \$200 million, approved on 23 March 1999.

³ The Fact-Finding Mission, comprising C. Currin, Lead Education Sector Specialist, was fielded from 26 July to 3 August 2000, and a Project Preparation Mission, comprising K. Hardjanti, Health Specialist, was fielded from 25 to 30 September 2000.

⁴ TA 3043-INO: *Capacity Building for Planning and Evaluating Programs for Street Children*, for \$500,000, approved on 9 July 1998.

4. The program has shown rapid disbursement and utilization of funds. Substantial capacity building has been undertaken through the SPSDP, HNSDP, and related technical assistance. The HNSDP also provides training in entrepreneurship for the parents of street children as a part of a strategy to increase the income of the family and help them to break out of the poverty cycle and thus eliminate the need for their children to work in the streets.

5. A social mapping survey of 12 cities in 1999 indicates that 20 percent of the projected 170,000 street children throughout Indonesia were girls, and programs for street children have concentrated on boys. As a subgroup, the girl street children face special problems, especially their greater vulnerability to sexual exploitation. NGOs have pointed to the existence of such problems, although for want of resources, they have largely been unaddressed by public sector agencies. In the wake of the financial crisis, larger numbers of girls are employed in the sex industry. Special attention is necessary to address the problems of sexual abuse, teenage prostitution, and pregnancy, and to test interventions specially tailored to address the subset of problems related to girl street children.

III. THE JFPR PROJECT

A. Objectives

6. The Project aims to develop a model approach in one city to reduce the numbers of girl street children and the incidence of related child prostitution and sexual abuse, and rehabilitate girls who have already been affected. This approach, when properly evaluated, will serve as the basis for developing similar programs in other cities where the problem exists. The project will build on and thus enhance the activities supported by SPSDP and HNSDP. In effect, therefore, the project aims to serve as a bridge or “exit strategy” between current and future activities by developing a more innovative, effective, and sustainable approach. Specifically, the proposed project will (i) establish pilot programs to assist girl street children who are at a risk of, or who have experienced, sexual abuse; and (ii) evaluate different approaches to prevention and rehabilitation and, ultimately, develop culturally acceptable, cost-effective, and sustainable strategies and programs.

B. Scope

7. The project design framework is in Appendix 1. The Project will target about 480 girl street children to pilot test the following activities: (i) a comprehensive support and counseling program for girl street children, especially those who have experienced sexual abuse; (ii) health and medical care, including pre- and post-natal care for pregnant girls and young mothers, and those with sexually transmitted infections (STIs); (iii) training of public and private-sector social workers in specialized skills necessary for dealing with street girls; (iv) rehabilitation or construction of low-cost facilities to accommodate pregnant girls and young mothers; (v) scholarships for young girls and vocational training for older girls; (vi) sensitization workshops for public and private sector people on how to deal with the issue of child sexual abuse; (vii) sensitization workshops to enhance dissemination of information to the public; (viii) a public information campaign against children prostitution; (ix) partnerships among Government, NGOs, and private sector business supporters to generate financial support to sustain the program; and (x) a project management and monitoring and evaluation system.

8. The model program will be developed and pilot tested in Yogyakarta in Central Java. Yogyakarta has been selected because several NGOs are addressing elements of the program described above and the proximity of the University of Gajah Mada (UGM). UGM has a

Department of Social and Women's Affairs and a Department of Reproductive Health, which could provide independent monitoring and oversight services and assist in program evaluation. These conditions will facilitate development of the model, which can then be adopted for other cities.

C. Costs and Financing

9. The total cost of the Project is estimated at \$1,100,000 equivalent, of which \$1,000,000 will be financed on a grant basis from the JFPR, funded by the Government of Japan. The Government of Indonesia at national and provincial levels, and NGOs will finance the remaining \$100,000 equivalent through in-kind contributions. The cost estimates and financing plan are shown in Appendix 2.

D. Implementation Arrangements

1. Executing and Implementing Agencies

10. The Executing Agency will be the National Social Welfare Agency (BКСN) of MOHSW. Implementing agencies will be the NGOs contracted to deliver services under the Project. The Project will be managed by a task force chaired by the head of the local government planning agency and comprising representatives of the stakeholder groups (para. 19). The task force will include 13 members of the Yogyakarta Provincial Coordinating Body for Social Welfare Activities, an umbrella organization for 184 NGOs established in 1973. It will also spearhead efforts to involve the private sector and to secure additional and sustainable sources of funding for activities that assist girl street children. The BКСN will establish a small unit to manage day-to-day arrangements. The organization structure is shown in Appendix 3.

2. Links to SPSDP and HNSDP

11. The Project will be implemented in three phases between December 2000 and March 2002: (i) detailed planning and start up activities, (ii) development and monitoring of pilot project, and (iii) evaluation and dissemination activities. It will build directly on major interventions funded under the SPSDP and HNSDP. Models developed for the education of street children may be extended and institutionalized in subsequent basic education projects and early childhood development projects, some of which will target urban areas. The pilot project will also link to ADB-supported initiatives under the HNSDP to improve the standard and availability of family life education (i.e., adolescent sex education), reproductive health services (including attention for STIs), counseling for adolescents, and post-abortion care. The focus on street children will require involvement of NGOs specialized in issues of sexual abuse. Lessons learned from the pilot project will assist in the design of future ADB health sector projects addressing adolescent reproductive health concerns.

3. NGO and Community Involvement

12. The original street children program supported by the SPSDP and HNSDP was designed through a participatory process involving consultations with NGOs as well as with communities from which most street children come. Additional participatory methods will be required to ensure that older girl street children are adequately consulted about their needs so that appropriate interventions can be designed. A series of focus-group discussions involving these girls and NGOs will facilitate detailed design of the strategies and interventions. It will be

particularly important to ensure the issues addressed by the pilot project are handled sensitively, in a culturally acceptable way.

4. Procurement and Consulting Services

13. Goods and services will be procured in accordance with ADB's *Guidelines for Procurement*. Procurement will involve primarily direct purchase of locally available commodities by selected NGOs contracted by BKSN. Most items to be procured will be of low unit value and can be procured most efficiently by the NGOs. NGO credibility and experience in procurement have already been demonstrated in the SPSPD and HNSDP.

14. Very limited consulting services requirements are anticipated. Direct selection of UGM, in accordance with ADB's *Guidelines on the Use of Consultants*, to provide independent monitoring and oversight services and assist in program evaluation will be economical and efficient. Following preliminary surveys, several NGOs in Yogyakarta with the potential to implement the pilot project and representing all religious affiliations, have been identified. These NGOs will be invited to submit proposals and will be selected and engaged in accordance with ADB's *Guidelines on the Use of Consultants* and/or other arrangements acceptable to ADB. The selection criteria will include (i) experience in dealing with child sexual abuse, (ii) management capacity, (iii) willingness to work as part of a larger team, and (iv) willingness to contribute their own resources to the joint effort. All expenditures under the Project, including funds held in the JFPR account and statement of expenditures transactions will be subject to periodic audit by an independent auditor acceptable to ADB.

5. Performance Monitoring Indicators

15. Monitoring will be contracted to UGM. NGOs will be required under their contracts to provide data on a regular basis. Key indicators include the number of (i) girls at risk of sexual abuse who have been accommodated, counseled, and encouraged to return to their families and continue their education; (ii) girls who have received necessary health and nutrition services; (iii) girls provided with antenatal, delivery, and postnatal care; (iv) older girls completing vocational training and finding employment, particularly those who have found gainful employment after having been involved in prostitution; and (v) girls successfully completing their schooling. Data will be used to identify constraints and to refine approaches to resolve these.

16. Evaluation studies on key topics such as effectiveness of project management arrangements, effectiveness of training provided, and impact of counseling on girls' behaviors will also be undertaken by UGM. These studies will be discussed with key stakeholders and used to strengthen the pilot model developed under the Project. An overall evaluation seminar upon completion of the Project will serve as an input into Government and NGO planning for sustaining the model following project completion.

6. Reporting

17. The NGOs will report quarterly to BKSN, which will in turn report directly to ADB. The reports will (i) summarize progress on the key indicators, (ii) describe and assess activities during the previous quarter, (iii) identify constraints to successful implementation, and (iv) recommend solutions for constraints identified. The Project will be regularly supervised by BKSN and ADB staff.

E. Impact Assessment

1. Sustainable Poverty Reduction Impact

18. A social impact analysis is included in Appendix 4. For every child provided with basic education or training for employment, the sustainable benefits are enormous. Adequate nutrition and health care for young children ensures that their readiness for school and their capacity to learn are not impaired. While the number of street children is expected to decline as the economy recovers and as parents develop income-generating skills, the problem of street children is likely to persist on a smaller scale as a result of urban stress on the family and the consequent high rate of family breakdown. The experience and training facilitated by the Project will help the Government and the NGOs understand how better to cope with the particular problems of girl street children, and to develop strategies that can be implemented more widely, cost-efficiently, and sustainably.

2. Participatory Development Issues

19. Street children and their families tend to come from social groups that historically have been excluded from the development process. Partly because of their diverse nature and their shifting residences, it has been difficult to ensure that the target groups have adequately participated in the design of programs aimed at addressing their needs. NGOs have been their spokespersons, but even NGOs may not always fully represent the population they intend to serve. A further complication has been the division of responsibility for street children's issues among various public sector agencies. The designated government agencies, the NGOs, the private sector, and the community collaborate in the planning and implementation of the model approach to effectively address the needs of girl street children. A task force comprising representatives of these groups coordinated by the local government planning agency was established to prepare a proposal for incorporation in this document. This will enhance stakeholders and will facilitate subsequent dissemination and sustainability of the model.

F. Risks, Assumptions, and Assurances

20. Certain risks are associated with the project. Foremost is the risk that the scale or the short duration of the intervention will be inadequate to deal sufficiently with the root causes of the street children problem. A critical assumption is that the NGOs have sufficient expertise and staff to cope with the numbers of street children involved. A very low case worker to street children ratio is needed to establish an adequate relationship between the worker and the child. A further assumption is that the girls who have been assisted in their escape from prostitution will be able to secure alternative acceptable sources of income. Sustainability remains a risk, but is addressed through (i) planned incorporation of the model into the long-term Government strategy, (ii) continuity of project activities by NGOs as their capacity is enhanced, (iii) a public awareness campaign to generate public interest, and (iv) creation of a durable community coalition to address the issue.

IV. THE PRESIDENT'S DECISION

21. The President, acting under the authority delegated by the Board, has approved ADB administering grant assistance to the Government of the Republic of Indonesia in an amount not exceeding the equivalent of \$1,000,000, to be financed by the Japan Fund for Poverty Reduction on a grant basis, for the purpose of Assisting Girl Street Children at Risk of Sexual Abuse.

PROJECT DESIGN FRAMEWORK

Design Summary	Targets	Means of Verification	Risk and Assumptions
<p>1. Project Goal Reduce incidence of girl street children and related child prostitution</p>	<p>Tested model for establishment of girl street children incorporated into the Ministry of Health and Social Welfare (MOHSW) open house program</p>	<p>Project completion report</p>	<ul style="list-style-type: none"> • Planned incorporation of model into long-term MOHSW strategy • Continuity of project activities by nongovernment organizations (NGOs) as their capacity is enhanced • Public awareness campaign succeed in generating public support
<p>2. Project Purpose</p> <p>a. Test model for developing and implementing special support program for girl street children</p> <p>b. Established government-NGO-civil society partnership in developing culturally acceptable, cost-effective and financially sustainable implementation strategy</p>	<ul style="list-style-type: none"> • 480 girl street children at risk of sexual abuse benefited from support and counseling activities • Sensitization workshops for public and private sectors (e.g., police and religious associations) on child sexual abuse • Public information campaign against child prostitution 	<ul style="list-style-type: none"> • Project annual report • Project evaluation studies 	
<p>3. Components/ Outputs</p> <p>a. Develop comprehensive support and counseling program for girls, targeting sexually abused ones</p> <p>b. Training of public, NGO, and private sector social workers</p>	<ul style="list-style-type: none"> • Percent of pregnant girls and those with sexually transmitted infections who received medical care • Percent of girls who received scholarships/vocational training • Number of training workshops • Number of trainees 	<p>Monitoring and evaluation reports</p>	
<p>4. Activities/Inputs</p> <p>a. Contract with 11 NGOs</p> <p>b. Contract with Gajah Mada University</p> <p>c. Renovation/ construction</p> <p>d. Establish project management and reporting system</p>	<p>Start: December 2000 Complete: May 2002</p>	<ul style="list-style-type: none"> • Progress reports • Asian Development Bank review missions 	

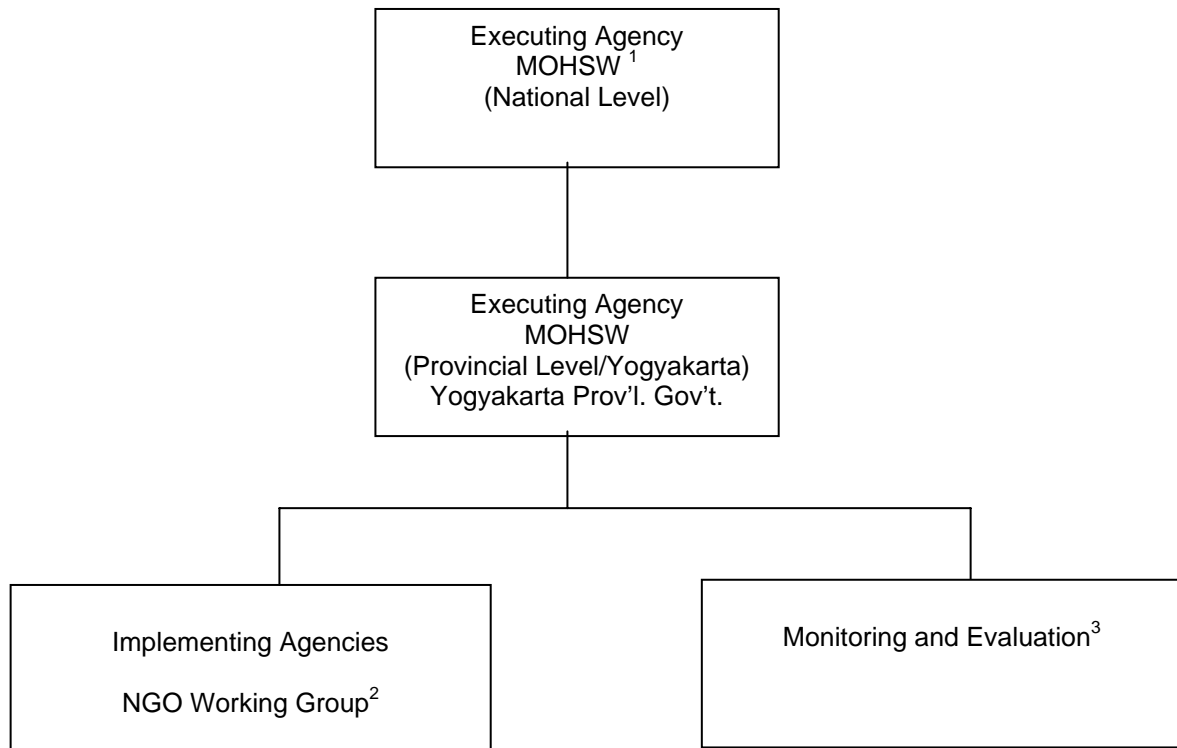
(Reference in text: page 2, para. 7)

COST ESTIMATES AND FINANCING PLAN
(\$)

Item	Total Cost
A. JFPR Financing	
1. Baseline Studies, Needs Assessment, Detailed Project Preparation	25,000
2. Training for NGO Social Workers	75,000
3. Rehabilitation and/or Construction of Facilities to House/Counsel Girls and their Infant Children	150,000
4. Support Services Including Scholarships, Vocational Training, Medical Care (including STI treatment and pre- and post-natal care), Supplementary Feeding, Counseling	400,000
5. Seminars, Coordination, Meetings , Workshops (including national dissemination workshops)	100,000
6. Monitoring and Evaluation, Including Data Collection, Reporting and Special Studies	50,000
7. Public Awareness Campaign	50,000
8. Administration and Management	50,000
9. Contingencies	100,000
Subtotal (A)	1,000,000
B. Government/NGO Financing (in kind)	
1. Supervisory and Technical Support (salaries, operational costs of current related services)	25,000
2. Continued Project-Related Services (e.g., BKSJ girls' rehabilitation center)	50,000
3. Current Operational Costs of NGO Supported Street Children Centers	25,000
Subtotal (B)	100,000
Total	1,100,000

BKSJ – National Social Welfare Agency, JFPR – Japan Fund for Poverty Reduction, NGO – nongovernment organization, STI – sexually transmitted infection.

Source: Based on Government's proposal and mission estimates.

**ORGANIZATIONAL STRUCTURE OF
PROJECT IMPLEMENTATION**

¹ MOHSW – Ministry of Health and Social Welfare

² Includes a working group comprising of nongovernment organizations and the Provincial Body for Social Welfare Activities involved in planning and designing the Project.

³ Contract services to be provided by Gajah Mada University, Yogyakarta.

SOCIAL AND POVERTY IMPACT ANALYSIS

1. As noted in the main text, (paras. 1 and 2), while the swell of transient poverty due to the financial crises may have abated, poor and near-poor households are left in a much-depleted situation. Moreover, the quality of employment has deteriorated, particularly that available to urban slum dwellers. Families responded to economic disruption and churning of labor markets by sending more family members, including their children, into less remunerative and sometimes dirtier and more dangerous employment. The economic recovery may not have begun to produce better quality employment. Thus the pressures that contributed to the increase in street children are likely to persist for some time.

2. The total number of street children is not known. Nonetheless, a social mapping of street children in Indonesia¹ provides the first detailed picture of the situation. In 1999, there were at least 40,000 street children in 12 cities on Java and Sumatra. Street children are defined as children below 18 years old who spend over 4 hours daily on the street working and/or socializing. Based on this definition, the total number of street children is about 170,000 of which 20 percent are girls. All are poor, and about 80 percent are income poor. The remainder are socially excluded from mainstream society although they may have adequate food, shelter, clothing, access to basic services, and protection. Without effective outside intervention, they have little opportunities to grow up to be fully functional adults capable of escaping poverty. Apart from poverty, other factors pushing children onto the street are abandonment, family problems, natural disasters, and physical abuse. Some other characteristics are shown in the table.

Table A4: Characteristics of Street Children

Characteristics	Percent Boys	Percent Girls
Live with Parents and Relatives	81.4	87.3
Age at Entry : below 7	5.3	13.8
Age at Entry: 7 to 12	50.5	59.8
Main Reason: Help parents	30.1	41.9
Main Reason: Could not afford school	45.6	34.8
Working Days: 7 days per week	71.9	69.8
Working Hours: 4-7 hours per day	53.0	59.2
Educational Status: still in school	42.8	44.3
Risks Experienced personally:		
Bullied by a Group of Children	32.2	19.3
Money Extorted	36.1	21.9
Sideswiped by a Car	27.3	20.7
Raped or Sodomized	1.5	2.7

¹ Supported by TA 3043-INO: *Capacity Building for Planning and Evaluating Programs for Street Children*, for \$500,000, approved on 9 July 2998; attached to the Social Protection Sector Development Program and carried out in 12 cities. The social mapping exercise consisted of (i) spot mapping to identify places or areas where children are found; (ii) enumeration to collected the information on the number of street children; (iii) survey to obtain information on their demographic characteristics, the factors that brought them to the street, their perceived experiences and needs; (iv) in-depth interviews to obtain views of street children about themselves and their aspirations for their future; and (v) qualitative interviews to reveal the extent to which their rights have been violated while working and living on the street and to get more information which may lead these children to leave the street.

3. Most street children continue to live with parents or relatives indicating the need and scope for a community approach to keeping children off the street. Most children go to the street early, before they have completed primary education. Girls tend to go to the street earlier than boys. Their health, nutrition, and protection from exploitation are more at risk as are their development (schooling, love, trust, and self appreciation). The main reasons children gave for being on the street was economic necessity, to help their parents, and because they could not afford to stay in school. The main activities for boys and girls were work as hawkers, scavengers, coolies, street singers, or begging. A small proportion of girls, 1.9 percent, admitted to prostitution. Most street children work every day, but more than half work less than 8 hours; boys are more likely to work longer hours. Earnings were variable, highest among males as umbrella jockeys and girls as prostitutes. The risks they are exposed to are tremendous: bullying by other children, extortion by adults including the police, street accidents, and rape.

4. Overall, children's experiences on the street were generally harmful, making them more vulnerable to abuse and exploitation. They are at risk in all aspects of their development: physically, emotionally, and socially. Risky behaviors are adopted that have serious and drastic consequences. Access to drugs is regular and easy. There were also reports of increased sexual activities among the children.

5. Children characterized themselves as low status because they are on the street doing odd jobs. However they also value themselves in terms of the contribution they make to the family income. Although they can continue to view themselves in a positive light, the conditions of abuse and exploitation and negative impact of the external environment has a detrimental affect on their self regard, resilience, and personal development. Their dreams and aspirations are for something better. What they wished for most was necessities: food, clothing, and education were mentioned most frequently by boys and girls. Investigations show their basic needs were hardly met. In many instances children fend for themselves for their daily subsistence. Most have only one set of clothes and few had shoes. After the basic necessities, they wanted the opportunity to learn a skill so they could work to have a better future. Next, girls gave priority to protection while boys wanted capital for business.

6. The Japan Fund for Poverty Reduction (JFPR) assistance will enable the Government and nongovernment organizations (NGOs) to address the specific vulnerabilities of girl street children. It will provide a model for a comprehensive approach. In the pilot city, Yogyakarta, the assistance will directly benefit the estimated 480 girls on the street to improve their chances of fulfilling their potential capacity and capability so that they may escape poverty for themselves and their children.

7. The JFPR assistance will also benefit the 11 participating NGOs that are the core of a network that work with girl street children. It will enable them to engage in prevention activities and to provide appropriate therapy and counseling services to girls and their families in the future. At a national level, the JFPR Project will provide a tested model needed by government social workers, NGOs, and communities in cities and towns across Indonesia to address the needs of nearly 34,000 girls on the street who would otherwise perpetuate the cycle of poverty they were born into.