

Final Evaluation

of

Realising Rights: (improving the lives and prospects of street and working children in Delhi-NCT)

Funded by: Comic Relief (GR002-05897-JNZD)

Implemented by:

Hope for Children UK (grant holder)

Childhood Enhancement through Training and Action – CHETNA,
India (local organisation)

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Picture: Street and working children from *Badhte Kadam* draw themselves during a focus group discussion.

Executive Summary

This report represents the final evaluation of a three year project titled *Realising Rights*, which has focused on improving the lives and prospects of street and working children in the northern part of India with a special focus on the Indian capital, Delhi.. The project, which began in 2011, has been implemented by Indian NGO CHETNA (Childhood Enhancement through Training and Action) in partnership with UK-based organisations HOPE for Children and the Consortium for Street Children UK – with funding from UK-based donor Comic Relief and match funding from HOPE. The evaluation was undertaken by a team of two independent consultants, supported by CHETNA and HOPE for Children staff.

Utilising the OECD DAC criteria of Relevance, Effectiveness, Efficiency and Sustainability, the evaluation has aimed to: (1) Understand what CHETNA has achieved with the Realising Rights Project in terms of supporting or being a catalyst for change for individuals and broader groups of stakeholders affected by this project; (2) Understand the challenges of implementing the project and how these have been dealt with; and (3) Identify lessons learnt; (4) Make recommendations for future improvements.

Design of the evaluation was developed with input from HOPE and CHETNA. Due to the large number of project sites, a selection were visited which represented the range of project initiatives, and which included newer and more established project sites, as well as higher and under-performing sites. Primary data was collected using semi-structured interviews and focus group discussions. A total of 27 key informant interviews and 23 focus group discussions were conducted with a selection of stakeholders, including street and working children (SWC), parents, health and education professionals, children's observation home staff, police and railway officials, project staff and representatives of other organisations working with SWC. All told, we spoke to more than 182 people in India and in the UK. A project document review was also undertaken. More details about the evaluation design can be found in Section 2 and Annex 2 of this report.

Section 3 of the report describes the context in which this project has been developed and implemented. In India, there are conservatively estimated to be 4.37 million working children aged between 5-14 years (UCW, 2013). The highest proportion come from Uttar Pradesh – which borders the National Capital Territory of Delhi. The context analysis concludes that, despite the many and varied protection and prevention programmes for children envisioned by the Indian government, many are unable to reach the most vulnerable children. **Thus, the work of NGOs such as CHETNA continues to be needed to provide a variety of essential services in response to the direct needs of street and working children and their families.**

Section 4 of this report covers the findings organised under the DAC criteria. Section 5 covers the conclusions and Section 6 considers the recommendations.

Summary of evaluation results

CHETNA works in very challenging contextual conditions, focusing on a group of children who face every conceivable vulnerability. What CHETNA has achieved in this project is to:

- work with SWC in respectful ways that are beneficial to them;
- build their and their parents' trust;
- support them to access opportunities so that they can connect with other parts of society;

- build on the strengths and experiences of this group of children so that they can help themselves; and
- build a greater public and political awareness about their situation so that broader society begins to question why the situation of this group of children continues to be tolerated in India.

This project has been highly relevant in tackling the situation of highly vulnerable street and working children. Combining direct service provision, empowerment and advocacy ensures that the immediate needs of hundreds of SWC are met, while working towards more sustainable and durable solutions to their needs.

Education: Overall the project has been very effective in providing basic learning opportunities and mainstreaming some SWCs into school. CHETNA has proved highly effective in delivering basic education to those children who have no access, as well as in supporting formal school enrolment. CHETNA's approach to non-formal basic education has been highly successful in developing the skills, confidence and aspirations of younger street and working children. The flexibility, informality and location of the contact point approach has also been successful in tackling educational access issues. At the same time, CHETNA needs to do more to support the retention of children in formal schools and to support older children for whom formal schooling is no longer a viable option.

Rights: CHETNA has also been particularly effective in empowering street and working children to participate and, through *Badhte Kadam* (BK – organisation of street and working children), to develop their collective voice to stand for their rights. Considerable progress has also been made in the awareness of children's rights amongst individuals, within communities, and beyond.

Health: The project has been effective in increasing the ability of SWC and their families to access health care, as well as expanding awareness of basic health and hygiene. Consolidation of this work is now needed to embed these project activities within communities, as well as continued advocacy with duty bearers to further facilitate access of SWC and their families to basic health care. However, it has been less successful in getting health care providers to actively reach out to SWC on their own without CHETNA's intervention. Also, while there is evidence of a reduction in substance use by SWC, it is recognised that rehabilitation from substance misuse is a highly specialised area, and that it may be necessary for CHETNA to reassess its provision of this service for children and to seek opportunities to partner with other organisations providing such services, working on the key strengths of each partner.

Protection: Significant gains have been made in achieving greater protection for SWC as a result of this project. For example, SWC better understand the role of police in relation to SWC and in some cases are able to hold them to account. The police in turn are aware of their responsibilities towards SWC and there is a level of accountability which previously did not exist. Efforts to ensure better protection for 'hard core' substance-misusing children will require further intervention with rank and file officers, in addition to changing the culture in police stations from the senior ranks. Behaviour here is ingrained and mutual animosity and mistrust will require specific and intensive intervention. The consultations and workshops have been instrumental in raising the profile of the issues faced by SWC and bringing these to the attention of policy makers and practitioners.

Participation: As a result of this project and of the expansion and consolidation of the BK network and its leadership, SWC have a strong voice to enable them to stand up for their rights. This has not only given children a sense of identity and belonging, but has demonstrated tangible benefit to the

effective implementation of this project. The growth and success of BK, and the increasing maturity of its leaders and structures, have led to some calls for the organisation to become more independent from CHETNA, in order to represent the rights of all of Delhi's SWC.

Improvements in programme efficiency are also in evidence, for example in project data collection and in reporting, and the organisation continues to advance its systems and structures to improve project implementation. Greater effort is needed to enhance its ability to measure the change in people's lives as a result of its considerable sensitisation activities.

CHETNA remains vulnerable when it comes to sustaining its work – both in terms of its financial position and in the capacity of activities to continue without its support. Further strengthening in this area will need to be carefully addressed in the development of any new projects.

Summary recommendations

Education: CHETNA needs to do more to support the retention of children in formal schools, and will also need to pay closer attention to the specific educational needs of older children, specifically how to provide them with vocational training and opportunities to prepare and help them transition into decent work situations. It will be important to identify ways to measure and report on changes in literacy levels using CHETNA's own definitions as well as identifying and analysing general trends and linking these to causal factors.

Rights: In increasing awareness amongst SWC, parents and government officials of child rights, CHETNA's emphasis should shift towards activities which embed these changes in communities, which encourage their ownership of them. CHETNA should continue working with duty bearers to ensure that through implementation of laws, policies, appropriate services etc. these rights can be and are met. More parental involvement in the project will also be important in facilitating access to SWC, and could bring additional important protective and preventative benefits to SWC.

Health: Further consolidation of CHETNA's work to increase access to health care, including by involving parents, is now needed to embed these project activities within communities, as well as continued advocacy with duty bearers to further facilitate access of SWC and their families to basic health care. Practically, CHETNA could: (1) track the health status of SWCs attending contact points and in education through the M&E reporting mechanism to identify changes; (2) partner with other NGOs who offer nutritional support and consider how this could be rolled out to SWC. In relation to substance abuse, it is necessary to: (a) identify carefully how reduction in use is being measured and agree common definitions around this; (b) reassess provision of this service for children, for example by linking up with specialist service providers. Links could also be made with other local organisations which may be in a position to provide more services e.g. night shelters, withdrawal programmes etc. to improve protection and services for these particularly vulnerable children.

Protection: CHETNA needs to consider how the training it delivers can be made more sustainable given the high turnover rates within the police force. For example a 'training of trainers' methodology with appropriate training manuals that the police can themselves use for training purposes might be a way forward to embed learning within the police force. Concrete action points arising out of trainings and police station visits may help with being able to track progress.

Participation: In the next design phase, consideration needs to be given to developing a strategy for *Badhte Kadam* to work towards making it more operationally independent, financially stable, and

inclusive of all SWC – irrespective of whether they are involved in CHETNA’s projects. Consideration is also needed on how SWC beyond 18 can be included in BK and how SWC membership can be extended beyond CHETNA project beneficiaries. BK’s newspaper, Balaknama, is proving itself as a very successful tool for outreach amongst SWC, their families and those with whom they interact. BK members should be supported in their aspirations to publish on a monthly basis and to expand its scope. Consideration should be given to expanding beyond the print media and how this will be realised.

Organisational Recommendations:

Consolidation of gains, organisational needs assessment and strategic plan: CHETNA has grown significantly as an organisation and in its learning over the course of this project. Now is the time to consolidate organisational learning and to focus on strengthening and deepening the gains made in its communities of operation. CHETNA also needs to reflect on the strategic direction of the organisation and to review /develop its common strategic goal. To support this, and prior to any strategic planning process, it is recommended that an organisational needs assessment is carried out and/or a review of HOPE’s partner assessment.

Leadership/Staff: There is a need to focus on building the capacities of senior staff and management within CHETNA to support the Director and the longer-term sustainability of the organisation. There is also a need to consider a second tier of leadership with higher levels of management responsibility rather than project responsibility only. In addition, improved staff retention and development will be critical to the future success of the organisation.

Project Design and Implementation: The size and ambition of this project lends itself to implementation over a period longer than three years duration. This is especially important given the development of prevention activities – a new organisational approach for which there was limited organisational experience. Detailed assessment and analysis will be needed in advance of developing any new or follow-up project. This should include, at a minimum, analysis of the context, power relations, needs assessment, stakeholder analysis and a mapping of where other NGOs are operational and what services are offered for possible partnerships. A project theory of change is also needed to better understand and test project thinking. Involvement of the Consortium for Street Children in further project design will be important to maximise project relevance and effectiveness.

Monitoring & Evaluation: CHETNA needs to strengthen its monitoring tools to measure the change in people’s lives as a result of its activities. This particularly relates to assessing the impact of awareness raising, increased knowledge levels as well as the results of greater self-esteem – all of which need to be tested. Use of before/after surveys, FGDs following up on how what has been learnt has been acted on and most significant change stories will help to build a more detailed picture of change and what CHETNA is achieving. Media tracking and analysis of what is being achieved is also required (see below)

Marketing and Fundraising: This is a critical area for CHETNA, which has the potential to develop its local fundraising capacity. Many staff have good ideas of how to generate funds locally and nationally which will make the organisation’s work more sustainable. A fundraiser or marketing person could be helpful in catalysing these ideas. HOPE’s fundraising expertise could also be further utilised to raise unrestricted income, particularly amongst Indian diasporas in the UK.

Communications and Media: CHETNA excels at being able to communicate its message to a wide range of audiences using the media. At present, this is very much a task for the Director and further media work for others in the organisation should be explored. In addition, tracking not just the media hits but also the changes brought about by CHETNA's exceptional ability to access the media can be better harnessed. There is a particular lack of clarity around how this is being effectively monitored.

HOPE for Children: While HOPE has taken great strides in developing its organisational capacity to support CHETNA, further capacity investment in its programmes and partnerships team may be necessary to ensure consistent and timely support to CHETNA and other partners. HOPE could also play a key role in supporting the capacity building of second level senior CHETNA staff to support the effective management and sustainability of CHETNA going forward.

As part of the next project design process, there is a need to pay close attention to the activities and associated costs relating to the end of project evaluation plan. In addition, the project baseline needs to measure indicators and targets at the very start of the project (neither before the project starts, nor once project implementation has started in earnest), and again at the end of the project to measure the change that the project has realised

Consortium for Street Children: The relationship with the Consortium for Street Children has paved the way for CHETNA to undertake higher level advocacy, both within India and internationally and to share learning with other NGOs working with street children. CSC expertise in the programmatic components necessary to bring about real change in the lives of street children could, in particular, be harnessed in the design phase of any new project.

Finally, **Comic Relief** should ensure that in the Grant Start Up Form the activities are clearly indicated per outcome, with those activities that have an impact on more than one outcome clearly identified. Comic Relief should also request applicant organisations to prepare a draft end of project evaluation plan to be assessed as part of the project application process.

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Acknowledgements

It has been a real pleasure and a privilege working with CHETNA and Hope for Children during the course of this evaluation. Staff of both organisations gave generously of their time and support, and their openness and insights has been critical to our understanding of their work and of the context of their activities. We would also like to thank all those who spent time being interviewed and in focus group discussions. We are particularly grateful to those children and young people, parents, officials and others who shared their experiences and perspectives with us, contributing much to our analysis. Thank you!

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July 2014

Glossary of Acronyms and Terms

Aanganwadi workers	Government-funded midwives and early years support workers
BK (Badhte Kadam)	Delhi NCT-wide federation of street and working children
Balaknama	Quarterly newssheet prepared for SWC by SWC
CHETNA	Childhood Enhancement through Training and Action
CP (Contact Point)	Daily meeting area between SWC and CHETNA street educators – where basic education activities take place
CR	Usually refers to Children’s Rights, but in some contexts may refer to Comic Relief
CSC	The Consortium for Street Children UK
CWC	Child Welfare Committee
Hope for Children (HOPE)	A UK-based international development charity which seeks to help children reach their full potential
ICPS	Integrated Child Protection Scheme
Juvenile Justice Act	Juvenile Justice (Care and Protection of Children) Act, 2000
NCPCR	National Commission on Protection of Child Rights
NGO	Non-governmental organisation
NIOS	National Institute of Open Schooling
Observation Home	Government remand home facility for children in conflict with the law
OBE	Open Basic Education
PHC	Primary Health Care Centre
POCSO Act	Protection of Children from Sexual Offences Act, 2012
Rehabilitation Centre	CHETNA facility for SWC substance users (also known as a ‘Harm Reduction Centre’)
SJPU	Special Juvenile Police Unit
SMC	School Management Committee
SWC	Street and Working Children. The term also includes ‘street connected’ children.

1. Background to the evaluation

CHETNA (Childhood Enhancement through Training and Action) is an Indian NGO registered in 2002 currently working on the prevention, protection and participation of street and working children. It was originally conceived in the 1990's by its Director Sanjay Gupta as a volunteering opportunity for students to support people experiencing poverty in and around the northern part of India with a special focus on the Indian capital, Delhi. CHETNA's attention quickly fell on the situation of thousands of street and working, many of whom congregated around Delhi's busy railway stations in order to earn money. Through individual annual projects, CHETNA began to:

- Provide alternative education, health and other direct services to street and working children;
- Encourage SWC to organise and empower themselves through Badhte Kadam, a federation of street and working children.

These two aspects continue to form the backbone of its work to date. In the past five to six years, CHETNA has also focused on a third pillar of work:

- Advocating with government duty bearers to improve policies and overall implementation/effective delivery of services.

In addition to the Realising Rights project, CHETNA also undertakes other smaller projects with SWC:

- **Dreams on wheels** – working on railway platforms from Delhi to Jhnsi with Plan India;
- **Childline, 1098** – a helpline for children in distress in Agra;
- **Street to School** – in partnership with Save the Children and Aviva;
- **Peer to peer harm reduction centres** – in Delhi and Mathura in partnership with i-partner UK;
- **NIOS/OBE (Open Basic Education)** – educational access for SWCs not able to access school, funded by Charity Aid Foundation and Microsoft.

HOPE for Children is a UK-Based NGO which has been Helping Orphaned, Poor and Exploited children in developing countries and in the UK since it became a charity in 1994. HOPE works in the areas of education, health, livelihoods, disability, WASH, child trafficking and child labour to promote sustainable development, while strengthening and empowering communities to sustain the impact of the work.

A third partner is the Consortium of Street Children who has contributed to sharing the learning of this project amongst its networks. It has also provided expertise in supporting CHETNA in participation and international consultation.

HOPE has been partnering with CHETNA on SWC issues since 2010, and in 2011 received a grant of £674,315 from UK-based donor Comic Relief for a three year project totalling £773,615. The balance of project funds was provided by HOPE, including through a number of smaller donors.

The overall grant aim was: ***to improve the lives and prospects of 8,200 neglected SWC in Delhi-NCT by empowering them to establish their rights and seek appropriate services.*** The grant was approved in November 2011 and funds made available in February 2012. The project, known as 'Realising Rights' is officially due to end in November 2014. HOPE adds that it is currently considering making a request to Comic Relief for a no-cost extension to the project until March 2012.

2. Evaluation purpose and design framework

2.1 Aim of the evaluation

The aim of the evaluation has been to:

- Understand what CHETNA has achieved with the Realising Rights Project in terms of supporting or being a catalyst for change for individuals and broader groups of stakeholders affected by this project;
- Understand the challenges of implementing the project and how these have been dealt with;
- Identify lessons learnt;
- Make recommendations for future improvements.

2.2 Evaluation criteria and learning questions

The evaluation criteria that were used followed the DAC criteria of Relevance, Effectiveness, Efficiency and Sustainability.¹ As part of this study, the following key evaluation/learning questions were developed under these criteria:

RELEVANCE:

- The circumstances that prompted CHETNA to set up as an organisation, consider this project and whether these circumstances are still present;
- How CHETNA developed the model/the project interventions that it uses with SWC.

EFFECTIVENESS & IMPACT:

- How have lives of disadvantaged SWC been transformed by the intervention?
- How has child participation and empowerment been developed through this project and to what extent has this contributed to its success?
- How has the project changed the attitude and practice of duty bearers toward street and working children?

EFFICIENCY

- What financial, operational or programmatic learning has been identified and how could this learning be used for improving the intervention model in future as well as CHETNA's organisational growth?
- How well have data information and recording systems been able to monitor and evidence CHETNA's work?

SUSTAINABILITY:

- To what extent is the working model of CHETNA sustainable and replicable?
- To what extent is CHETNA financially stable in taking forward its work?

2.3 Evaluation methodology

The evaluation design was developed with input from HOPE and CHETNA and is set out in detail at Annex 2.

¹ DAC criteria refers to the Principles for the Evaluation of Development Assistance, developed by the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD).

2.3.1 Sampling of project sites

CHETNA works in seven zones with 82 Contact Points. The criteria for selecting the sample sites for visits were based on:

- activities undertaken at each site (to ensure all initiatives were considered);
- a range of higher performing sites, and those facing challenges;
- a mix of older more settled sites and newer sites.

On the above basis the following sites were selected for visits:

- Noida (new site),
- West Delhi (more established site),
- Gwalior (facing challenges); and
- Agra (high performing).

Initially Jhansi was considered for a visit as it ran a harmful substances unit. However, a similar unit is run in Agra and this was therefore substituted.

2.3.2 Data collection

Primary data was collected with the aid of two tools: semi-structured interviews and focus group discussions. A total of 27 key informant interviews and 23 focus group discussions were conducted with a selection of stakeholders, including:

In India:

- Street and working children (across several sites);
- Badhte Kadam leaders;
- Parents of street and working children (across several sites);
- Siblings and relatives of SWC, and community members;
- CHETNA staff and senior management, including street educators, rehabilitation centre (harmful substances unit) staff, the Director and Trustees
- *Aanganwadi* workers (government funded midwives and early years support workers);
- Primary Health Centre workers;
- Teachers and principal of formal schools;
- Police officials;
- Government Observation Home officials (a facility for children in conflict with the law);
- Railway station officials;
- Donor representatives;
- Representatives of other NGOs working with SWC.

In the UK:

- Hope for Children staff members (current and former);
- Consortium for Street Children representative;
- Comic Relief;
- Representatives of other NGOs.

A full list of participants in this study can be found in Annex 3 of this report.²

Secondary data consisted of reviewing the project documents of HOPE and CHETNA starting with the proposal to Comic Relief. A full list of the documents provided by HOPE can be found in Annex 4. CHETNA also provided additional documents during the course of the field visit, some of which it was not possible to review. A project timeline was also constructed with the help of CHETNA staff and this can be found in Annex 5.

2.4 Limitations of the evaluation

- **Timing of the evaluation and overlap with project consultation and workshop.** The timing of this evaluation coincided with a key annual CHETNA-organised national-level workshop and consultation on SWC, as well as its financial audit – and also came just after the CHETNA Annual Review.³ It was also organised within a relatively short space of time so that a report would be available to support the design of the next phase. It was also the first international external evaluation that CHETNA had taken part in and while CHETNA staff rose to the challenge, it placed an undue burden on staff. CHETNA chose this timing so that they could show some of their key activities on the ground.
- **Time Constraints.** The spread of CHETNA's work over several sites meant that the two week visit gave insufficient time at each site, resulting in the curtailment of a number of focus group discussions and key informant interviews. On occasion, insufficient time was allocated or available for meetings – with some that should have taken two hours reduced to 20 minutes. This impacted on data collection.
- **Staff changes:** Since the beginning of this project there have been several staff changes at the Head Office level (in Delhi) and at the various sites. The Director of CHETNA, Sanjay Gupta, has an excellent overview and knowledge of the details of this project and together with current staff was able to provide background, historical knowledge, detailed insights and information.
- **Lack of baseline measuring the indicators:** A document titled "Baseline" was included in the list of documents for review. However, this was incomplete and appeared to be a needs assessment document, carried out after the beginning of the project.
- **Reporting on Targets/Measuring indicators:** As this evaluation report has been conducted in July – four months before the end of the project – the best figures available are from May 2014. Not all of the targets have been met to date. Although CHETNA is confident that they can be met, this leaves just four months to do so. This will be challenging, especially in the potential absence of a no-cost extension.⁴ Tools for measuring some of the indicators, particularly around changes in levels of awareness, were not robust. CHETNA relies on

² With regard to child protection, HOPE for Children asked the evaluators to read and sign its child protection policy. We understand that CHETNA also has a child protection policy in place.

³ The national-level consultation entitled Ensuring Collective Action for Street Connected Children across the Sectors, took place on 12 July 2014 in collaboration with the Consortium for Street Children, involving government, police, Child Welfare Committees, NGOs, business and SWC. The Annual Review is a CHETNA-initiated project reflection session.

⁴ See Annex 6 for a current list of numerical achievements against targets.

attendance figures to evidence change. All the numbers in relation to awareness raising in this report and in its regular annual reports therefore reflect attendance figures.

- **Interviews with government officials:** It was not possible to interview government officials other than police officials and observation home officials. This may have been due to recent changes in government personnel. Their perspectives on lobbying and advocacy were therefore not explored.

2.5 The Evaluation Team

The evaluation team consisted of Jonathan Blagbrough and Randini Wanduragala, two independent consultants. From CHETNA were Sanjay Gupta (Director CHETNA), Rilakynti Kharwanlang (Project Coordinator Realising Rights), Akhtar Malik (Monitoring & Evaluation Coordinator). The HOPE team were represented by Ruth Ogier and Alessandra Magri who were responsible for overseeing the evaluation.

2.6 Structure of the report

The contextual analysis is set out in section 3 of this report. Section 4 covers the findings organised under the DAC criteria. Discussion regarding outcome five directly follows outcome 2 as it links to awareness about rights and access to services. Section 5 covers the conclusions and Section 6 looks at the recommendations. This report is the end of term project evaluation although the project has still to continue until November 2014. It is intended that recommendations from findings from this evaluation will feed into CHETNA's future project proposals.

3. Context

India is home to one-sixth of the global population, with the 2011 Census of India estimating the total population at 1.21 billion.⁵ As per the 2011 Census, a quarter of India's population is illiterate and more than a quarter live below the poverty line.

3.1 The situation of street and working children

It is difficult to have a clear picture of the number of street and working children. The global estimates of street children have included the figure 100 million. However, in her report on *State of the World's Street Children*, Dr. Sarah Thomas de Benitez argues that this figure requires further investigation and rigorous methodology adopted in order to have clarity around this.⁶ What is clear is that in India, street and working children are a common sight.

From a 2011 census of street children conducted by the Institute for Human Development and Save the Children, 51,000 street children were found to be living in Delhi (including street working and street living children).⁷ A census carried out by the Tata Institute for Social Science and Action Aid

⁵ http://www.dataforall.org/dashboard/censusinfoindia_pca/ Accessed on 23/7/14.

⁶ Thomas de Benitez, *State of the World's Street Children* 2011.

⁷ *Surviving the Streets: A census of street children in Delhi by the Institute for Human Development and Save the Children*, Save the Children, 2011.

India in 2013, over 37,000 street and working children were found to be living in Mumbai.⁸ Although it is a prevalent issue across India, it has not been captured in any formal statistics. For example, in its report on *Children in India 2012* published by the Government of India, there is no mention of street and working children.⁹

In the studies carried out in Delhi and Mumbai, the following issues were identified and echo CHETNA's own findings in the studies it has carried out:¹⁰

Delhi & Mumbai Studies on SWC

- High prevalence of children aged between 7-14 years (as much as 61% in the Delhi survey)
- 20-30% were girls
- A small percentage lived on railway premises such as platforms and trains (2.5% in Mumbai)
- 40% of the children surveyed in Mumbai had witnessed verbal, physical or sexual abuse, torture and forced starving. In Delhi, more than 50% of the boys had been beaten up, as had over 30% of the girls.
- In the Mumbai survey about 24% of children of school going age were illiterate.
- In the Delhi survey, over a third were Dalits (scheduled castes) and almost 20% were from adivasi communities (ethnic and tribal minorities).
- In Mumbai 65 % of street children lived with their families in temporary structures and in Delhi over two-thirds had families in the Delhi region..
- Nearly 24% of street children were engaged in some kind of work including selling flowers, newspapers, fruits and other items, doing odd jobs at eateries, begging, rag picking, construction work etc.
- One in four children admitted not taking regular meals due to lack of money, illness, injury or dependence on others
- Around 15 % of children in Mumbai and nearly a quarter in Delhi were addicted to substances like drugs, tobacco, whitener, shoe polish.
- Less than 20% of street children in Delhi reported having any kind of identity document to enable them to access government services and entitlements. Over three quarters had no birth certificates.
- 78% children weren't aware of the scope of assistance available from the police, government agencies or NGOs.

3.2 Child labour and street and working children

Globally, the number of children in child labour (i.e. situations which are unacceptable due either to the child's age or the circumstances under which the work is carried out) is estimated to be 168 million. More than half of them, 85 million, are in hazardous work (i.e. work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children).¹¹ The Asia and Pacific region has the largest numbers of children in child labour – 78

⁸ <http://timesofindia.indiatimes.com/city/mumbai/Over-37000-kids-fending-for-themselves-on-citys-roads-First-street-children-census/articleshow/26756505.cms>

⁹ Ministry of Statistics and Project Implementation, *Children in India 2012 – A Statistical Appraisal*. Government of India.

¹⁰ CHETNA and PLAN India: *Study on children's perceptions on child abuse: 2009; Study on children's perceptions on rights 2011*

¹¹ ILO-IPEC, *Marking Progress Against Child Labour – Global estimates and trends 2000-2012* (2013).

million, or almost one in 10 children. While agriculture remains the largest child labour sector, many millions work in services and in industry – mostly in the informal economy.¹²

In India, there are an estimated 4.37 million working children aged between 5-14 years.¹³ Of the working children in India, 60 per cent come from five states (Andhra Pradesh, Madhya Pradesh, Maharashtra and Rajasthan, and Uttar Pradesh).¹⁴ According to the Indian Ministry of Statistics Report – Children in India 2012, *one in every seven children in the lowest and second lowest wealth index category is working*. Interestingly, the report also noted that: *...the percentage of children engaged in work activities decreases steadily with mother's increasing education, father's increasing education, and increasing wealth quintile*.¹⁵

3.3 Law, policy and practice affecting Street and Working Children (SWC)

The Indian government has enacted a wide range of laws and prepared a range of policies, plans and schemes that affect SWC. Technically, taking all these laws, policies and schemes into account, the responsibility of dealing with, managing and resolving the situation of SWC appears to be in the hands of government. In reality the implementation is irregular, lacking proper budgetary commitment or accountability, which leaves SWC vulnerable and not catered for in any consistent manner. NGOs have stepped in to fill this gap and to provide the necessary interventions.

For example, under India's Twelfth Five Year Plan (2012-2017) a plethora of government schemes exist to support working and vulnerable children and their families, many of which fall under the auspices of the National Policy on Child Labour (see below), coordinated by the Ministry of Labour and Employment (MOLE). These schemes operate at the district level to identify working children under age 14, withdraw them from hazardous work, and provide them with education and vocational training. The schemes allow for the establishment of schools, for mainstreaming children into formal education, and the provision of stipends, meals, and health checkups.¹⁶

Overall responsibility for SWC lies with the National Commission for the Protection of Child Rights (NCPCR) which also investigates cases that may involve a violation of a child's rights or a lack of proper implementation of laws relating to the protection and development of children, including those related to street and working children.

In addition, the Ministry of Women and Child Development (MWCD) is also responsible for providing services for vulnerable children, including street and working children, through its Integrated Child Protection Scheme (ICPS). The ICPS aims to improve access to protection services, create public awareness, increase accountability on child protection, enhance service delivery, and set up a monitoring and evaluation system.¹⁷ Nationally, ICPS has established 26 institutions for children in need of care and protection. Out of them 7 are for children in conflict with law and rest for children in need of care and protection. Out of the total 7 are exclusively for girls.¹⁸ Under the scheme,

¹² Ibid.

¹³ Understanding Children's Work. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 5, 2013.

¹⁴ ILO, Independent Evaluation of the ILO's Decent Work Country Programme for India: 2007-2012. (Geneva, ILO, October 2012)

¹⁵ Ibid note 8.

¹⁶ US Department of Labor (2013). Op cit

¹⁷ US Department of Labor (2013). Op cit

¹⁸ Chetna report, 12 July 2014. Op cit.

support is provided to around 15 NGOs involved in maintaining shelter homes which have been established under the juvenile justice system. An Open Shelter scheme for orphan children, drug users and homeless children is also reported to operate by the Ministry under the ICPS. A further scheme – the Welfare of Working Children in Need of Care – provides non-formal education and vocational training to street children and working children living in urban areas not covered by other MOLE schemes.

3.3.1 Education

India has also enacted the Right to Education (RTE) Act (2009) in which every child in the age group of 6–14 years has a fundamental right to free and compulsory education.¹⁹ The Act prohibits denying admission to children who lack a birth certificate. It allows children to transfer schools, requires local authorities to identify out-of-school children, forbids discrimination against disadvantaged groups, and prescribes quality education standards.²⁰ In 2012, the RTE was amended to include children with disabilities.²¹ In addition the government has set up the ‘Street to School’ Campaign which CHETNA is a part of. This encourages and supports SWC into education.

3.3.2 Child labour

The Child Labour (Prohibition and Regulation) Act 1986 and the National Child Labour Policy 1987 form the most important legislative and policy directions with regards to prevention and elimination of child labour in the country. A Protocol on Prevention Rescue, Repatriation & Rehabilitation of Migrant & Trafficked Child Labour is also in place.

The Juvenile Justice (Care and Protection of Children) Act prohibits employers from exploiting juvenile employees under age 18. SJPU (Special Juvenile Police Units), established under the Juvenile Justice Act, are now present in every district of Delhi, and there are reported to be 400 trained Junior Welfare Officers now operating.²²

However, there are a number of gaps in legal protections for working children, for example in the lack of a national minimum age for employment. While India is party to the UN Convention on the Rights of the Child, 1989, to date it is not party to the International Labour Organization’s (ILO) Worst Forms of Child Labour Convention (No.182), 1999 and ILO Convention 138 concerning the Minimum Age for Admission to Employment (1973).

3.3.3 Health

There are no specific laws or policies on health that cover street and working children although this comes under the various schemes described above.

3.3.4 Protection (Trafficking, Abuse)

In addition, the Protection of Children from Sexual Offences (POCSO) Act requires civil society to report cases of child abuse to the police. If police refuse to register the case, the Act has the provision of action against them as well.

3.3.5 Implementation

¹⁹ Ibid

²⁰ US Department of Labor, Bureau of International Labor Affairs, 2012 Findings on the Worst Forms of Child Labor (2013).

²¹ Ibid

²² Report: *Ensuring Collective Action for Street Connected Children Across the Sectors: A consultation for government, police, CWCs, NGOs, business and street children*, Chetna, 12 July 2014.

However, despite the many and varied protection and prevention programmes for children envisioned by the government, many are unable to reach the most vulnerable children. This is well described in a recent book published in India which posits that:

“...contrary to popular belief which dominates the media, the main problem is not the so-called ‘policy paralysis’ or lack of macroeconomic policy reforms. It is simply that, over time, India’s administrative system has become largely ‘non-functional’ and non-responsive to the interests of an average citizen. So far as policymaking is concerned, there is actually a plethora of announcements and documents, including voluminous Five Year Plans, on every conceivable economic issue. What India actually lacks is not the supply of policies but their lackadaisical implementation, which is next to impossible, or at best difficult to track over time. It is the administrative bottlenecks and plethora of agencies and public institutions involved in the implementation of announced policies which explain most of the problems India faces – ranging from non-delivery of public services to widespread corruption at different levels and lack of sufficient public resources required for investments at the Centre as well as in the states.”²³

This situation is a key reason why NGOs such as CHETNA continue to be needed to provide a variety of essential services in response to the direct needs of street and working children and their families.

4. Evaluation findings

4.1 Relevance

- **What are the circumstances that prompted CHETNA to set up as an organisation and are these circumstances still present?**
- **How did CHETNA develop the model that it uses with SWC?**
- **What has CHETNA learnt through implementing this project?**

It is clear from the contextual analysis in Section 3 above that while the laws and policies exist for the protection and prevention of SWC it is unlikely that the systems will be able to deliver the services and protection necessary in a systematic and consistent manner for some time. The combination of service delivery combined with participation of SWC sensitisation and advocacy at local, district and national levels remains highly relevant and necessary, due to the continuing high numbers of street and working children existing in Delhi-NCT and the government’s inability to reach these most vulnerable children. Furthermore, this relevance and need is likely to continue for some time, given the ineffectiveness of many of the government’s myriad protection and prevention programmes to measurably improve the circumstances and situations of existing SWC and to reduce the incidence of SWC by dealing effectively with those at risk of becoming SWC.

4.2 Effectiveness and Impact

²³ *Politics Trumps Economics: The interface of economics and politics in contemporary India*, ed. Bimal Jalan and Pulapre Balakrishnan (New Delhi: Rupa Publications Ltd, 2014), p10.

- How have the lives of disadvantaged street and working children been transformed by this intervention?

4.2.1 Outcome 1: SWC in target areas will have access to education (formal and informal)

4.2.1.1 Achievements and strengths

Achievements in numbers:

5,515 SWC children receiving non formal education;

1,869 SWC enrolled in schools or receiving Open Basic Education (OBE).

There is considerable evidence of the project's success in advancing street and working children's access to non-formal and mainstream education opportunities. In particular, CHETNA's focus on basic literacy has resulted in significant benefits for SWC and for their families. CHETNA has been able to deliver basic non-formal education to 5,515 SWC in the 7-14 age group and mainstreamed 1869 SWC in either formal schools (government or private) or through the Open Basic Education scheme²⁴. These SWC would otherwise have been excluded from any form of education, despite the laws and policies in existence. This is therefore a considerable achievement.

The key features of CHETNA's education provision include:

- Using community based regular Contact Points staffed by trained street educators
- Use of well-designed child friendly education modules developed by CHETNA
- Using play and other initiatives e.g. exposure visits to achieve holistic learning
- Use of OBE with teacher support

²⁴ The Open Basic Education Scheme (OBE) is a scheme whereby government gives accreditation to various institutions to deliver education/learning opportunities to children who would otherwise not be able to attend school. It is run by the National Institute of Open Schooling (NIOS) which oversees the implementation of this scheme. CHETNA is government accredited to run OBE and the SWC who enrol in this scheme are counted as attending formal school.

Contact points

Contact points are the gateway and hub to CHETNA's provision of services for SWC. They are pre-ordained places in the community where CHETNA's street educators meet with SWC to provide non-formal education and other services. In many places, they are simply a piece of plastic sheeting or mats spread on the ground – big enough to accommodate a large group of children. Or in other places a small space/room in a community where the children can gather. They are not 'permanent' and the street educators carry around with them the materials they need for each session.

Contact point sessions run from Monday – Friday, at either 10am – 1pm or 3pm – 6pm. This allows:

- a street educator to cover two contact points per day;
- the children who are working to attend a morning or afternoon session, depending on their work commitments.

The activities are planned and follow a strict schedule, with modules designed by CHETNA, particularly for literacy and numeracy. In addition to literacy and numeracy the street educators also take them on educational visits or 'rights/familiarisation' visits to police stations and health centres.

'In schools the children's real problems are not addressed so that is why they don't like going to school and drop out. There is no proper recreation, so they think why should they go to school.'
(Parent of SWC, West Delhi)

CHETNA has demonstrated a close understanding of the educational challenges facing SWC, and has proved adept at overcoming some of the key obstacles to education for these children, by building into their interventions:

- Regular engagement with SWC parents to build their confidence in CHETNA and in the value of education for their children;
- The flexibility, informality and location of contact points have also been an important approach to tackling educational access issues, and the discrimination that many face in formal schools;
- Building trust with parents and the wider community to support the educational aspirations for SWC;
- Seeking the support of employers and other stakeholders;
- Supporting OBE with teacher support.

Discussions with SWC in a number of project locations have established the significant changes in children's lives as a result of CHETNA's intervention. The key changes reported were:

- Changes in literacy and numeracy levels – from having no or low literacy and numeracy skills to being able to count and recognise the alphabet (Hindi and English);
- Confidence from being able to read and write;
- Increase in self esteem because of improvement in literacy;
- Able to access information;
- Able to teach others what had been learnt;
- Positive changes in perception from others (parents, peers, teachers, other stakeholders) as SWC increased their literacy and numeracy skills;
- The ability to envision a different future for themselves;
- Enjoying the learning environment and not regarding it as hostile or discriminatory.

Many children have reported how keen they are to study with CHETNA, citing the enjoyment they got out of studying and the extra-curricular visits (for example to the planetarium and to cultural events). A number of children testified that basic literacy classes at the contact points had given them the confidence and freedom to travel. For example, one girl from West Delhi said that she now knew which bus to take when she travels because she can read and write. Several also remarked that their literacy learning had also changed their parents' perceptions of education, and that they now felt listened to by their parents.

"Earlier I used to work at the garage, so people used to come and ask things but I didn't know what to say. Then I met didi (street educator), she encouraged me to study. Now I come and study at the contact point. She has taught me to talk to people." (SWC, at contact point)

Children also had high praise of the street educators, who helped them to learn, play and assisted them in getting into formal school. Parents of SWC acknowledged the outreach work of the street educators and how this, along with their children's learning, had changed their perceptions and their children's perceptions of education, remarking that *'As our children learn, so do we'*. Parents indicated that the community outreach undertaken by the street educators had been critical in encouraging them to send their children to the contact points, and gave details of how the street educators had supported their children's learning, including through play, games, reading, writing, recreational visits, police station visits, picnics, parents meetings.

"If I don't reach the contact point on time, the children call me and ask where I am and when I will reach." (Street educator)

This chimes with the perspectives of street educators, who indicated that they considered their biggest achievements had been building community trust in their activities, changing parental mindsets about education of their children, and getting children to learn and go to school – often in challenging social environments and locations.

"When I first got to the site I had to take care of two contact points. When I went to them I was shocked and said I could not do it. Finally [I was told] I had to work there because the children needed me and there was no one else. In that very point from where I tried to run away, now at least 40% of the children are going to school. After working there for one and a half years I have seen those children go to school. It has changed me and it has changed them." (CHETNA street educator)

Interviewed parents indicated that their children had greatly benefited from the education programme that CHETNA runs and that their children were committed and enjoyed studying. *'Before they used to run away from studies, now it's only studies, studies, studies. They might forget to eat but they won't forget to study.'* They also pointed towards changes in their children's attitudes and actions. *'Before my daughter never went anywhere. Now she is going out, seeing other children and learning new things.'* Parents remarked that their children were cleaner, that they knew how to wear proper clothes and how to look after them. They had also changed in the way they talked/communicated with their parents and others.

CHETNA has also had some success in getting children enrolled in local formal schools, and in have worked successfully with some schools to create an enabling and supportive environment for their retention. In addition, older children can enrol with CHETNA for OBE which CHETNA runs as a government accredited institution. Dropout rates with OBE is less of an issue as children can study at their own pace at home and combine this study with work and other activities.

Teachers from local primary schools have also noticed a number of changes since CHETNA began working with SWC in their area. Principally, they noticed a change in their behaviour, remarking that they come to school clean and nicely dressed, have learned about hygiene and have better manners. One teacher commented that there had been *“A lot of improvement. The educational atmosphere they get here (at the contact point) has brought changes in them. They learn and they play and it helps in their personal development.”* Government early years support (*aanganwadi*) workers have also pointed towards a good working relationship with CHETNA in communicating about each others’ work, and have identified improvements in formal school admissions and reducing the drop-out numbers through these links.

4.2.1.2 Challenges, constraints and gaps

Mobility continues to be the single biggest challenge in achieving lasting changes in education for SWC. This is also linked to the point below on retention. Mobility can either be within cities and communities in the Delhi NCT area, or between states. Reasons for movement include: work/seeking other economic opportunities; slum clearances as well as attending holidays and festivals. Given that CHETNA’s model (and indeed most education intervention models) is based on a static education delivery system, this will continue to be a challenge unless SWC are connected to other organisations who deliver similar services where families or communities move to. Another option would be to consider ‘mobile education’, requiring reflection on how learning can continue if SWC have left the CPs.

Retention in formal schools remains a challenge for many SWC. A number of reasons for this were cited, including the mobility of families seeking work, family financial pressures resulting in children being sent to work, parental perceptions that formal school was of no help in addressing children’s real problems, an acknowledgement by *aanganwadi* workers that teachers often have little time to give to students, as well as parental fears about the safety of their children and the quality of teaching that their children receive. Members of *Badhte Kadam* also pointed to discriminatory attitudes in schools towards street and working children. CHETNA acknowledged that this was an area that required more focused attention and probably one that street educators might not be able to undertake, given their already heavy workload (see below).

The current workload on street educators is considerable given that they are responsible not only for running the CPs and marking a considerable number of different worksheets, but also running a number of extra-curricular activities, liaising with community members and parents and running a variety of meetings for stakeholders etc. This places a not inconsiderable burden on them. BK members and others expressed the need for dedicated personnel within CHETNA (i.e. at site level) to tackle barriers to formal school retention and to minimise dropout rates and bolster support for those SWC who had transitioned from the contact points into formal school. Working more regularly with their teachers and parents – through focused counselling – was considered to be important in sustaining the initial impetus to maintain SWC in school. As one BK member put it, *“Someone needs to be in school to talk to the principal and to orient teachers on the family situation of SWC.”*

Although the original project proposal mentions vocational training²⁵, this was not part of the activities carried out. There continues to be a requirement for vocational training, which should be

²⁵ CR proposal Comic Relief International Project Grant Application 2009 – 2012 p.15

considered as part of the expanding provisions for older children (above 14 years), for whom formal school may no longer be an option and who are likely to require emphasis on developing their skills and opportunities to better their prospects for entering decent work. Parents at Raj Nagar, for example, considered vocational training to be a key offer for SWC.

Other children also articulated a number of the difficulties that they face in attending school, particularly when having to combine the double load of work alongside schooling. *“We have so much work to do at home. We have to cook, clean and take care of our younger siblings. That’s why it’s difficult for elder siblings to go to school.”* (SWC, at contact point). For others, the distance between home and school or school and contact point was a significant obstacle, particularly for some girls who found themselves being harassed on the journey. The negative attitudes of some community members to school were also a disincentive to school enrolment and retention.

4.2.1.3 Key learning

- There is a need to support mainstreaming of children into formal education, with dedicated CHETNA staff focusing on homework, family issues and discrimination at school;
- Dealing with mobility of communities and how education can be delivered needs to be addressed with innovative approaches.
- The importance of providing a holistic learning environment, beyond a focus on literacy and numeracy, and including a wide range of activities e.g. play, museum and other exposure visits.
- Vocational training provision is needed for older children;
- Learning opportunities for parents should be created alongside income earning opportunities (micro-credit) and savings schemes, for example by partnering with other NGOs who can provide these services.
- Consider a mobile education card that SWC can keep with them as they move location which indicates levels of educational attainment.

4.2.2 Outcome 2: SWC and stakeholders will have increased awareness of child rights to access government services

4.2.2.1 Achievements and strengths

Achievements in numbers:

2,716 SWC reported to be aware of child rights;

2,071 parents reported to be willing to send children to school/nfe;

1,181 stakeholders reported to be more aware of child rights;

2,153 SWC have attended Universal Birth Registration Awareness Camp;

400+ media articles covering the rights of SWC have been reported, along with

3 international TV documentaries and 1 radio interview covering the issue of SWC;

4,579 SWC have attended police station visits.

Key features of delivery:

- Life skills classes at contact points covering rights issues;
- Police station visits

- Parent and stakeholder meetings;
- Involvement and interaction of *Badhte Kadam* leadership members with each CP;
- Universal Birth Registration Camps;
- Media work on identity cards.

Key changes reported:

- Greater understanding around rights and in particular the right to education, protection and birth registration;
- Parents understanding the need for education and willing to send children to nfe or school;
- Stakeholders respecting the rights of children;
- Parents applying for birth registration documents or identity cards for SWC.

There is evidence of widespread understanding amongst SWC of a number of different children's rights and what this means for them. Most common amongst these was the right to education, but also included the right to play and protection. Discussion with children also suggests a growing awareness of how to claim their rights. All of the children at the Lal Diggi contact point were aware of the police number – 100 – and the 1098 number for ChildLine.

"Earlier we used to listen if someone used to abuse us. Now if someone abuses us, we'll call police number 100" (SWC)

One boy mentioned that he felt stronger and more able to deal with conflict or difficult situations. He said that now when people or the police came to fight, he could protect himself and others from getting abused by calling on adults or telling the police that they could not take such action. *'No one can speak against us or abuse us now.'* Others said that because they are aware of rights, they felt that others respected them and people have started to talk to them properly.

A number of targeted children, including several *Badhte Kadam* leaders, have reported positive changes in the attitudes of law enforcement officials towards them, and that police persecution – particularly in the form of beatings and forced labour – had dropped as a result. Children widely credited these changes to regular police station visits. Several children in West Delhi noted that police used to chase them away and verbally abuse them, but that now the police were willing to talk to them. Children in Guddadi Mohalla had observed that violence from police officials had reduced considerably since the police station visits, with one remarking that, *"the biggest change I have noticed is that now whenever we go to the police station, the police officials give us biscuits."* Children reported that the reduction in violence had reduced their fear in the police and, as has been reported elsewhere, made it more likely that they would contact them in the event of need.

"I explained to the police officials that you should not beat us, and the police officials understood me and stopped doing that. I also mentioned about violence, and how after the police station visits the police now recognise me and have stopped beating kids." (SWC).

Children at one contact point indicated that, as a result of the police station visits, they were no longer fearful of the police. They reported that the police had been making friendly overtures towards them during these visits, and had told them to call them or ChildLine if they were in trouble. Discussion with children also revealed some tangible changes in behaviour amongst children, parents and their communities. For example with this boy:

“Once a big man was beating me and I was alone at home, I called at 100 number and the police came and took him away.” (SWC)

“Our children know that if there is a family problem, they will show us the way. My boy knows how to file an FIR (First Information Report)” (Parent, Khajanchi Baba, Gwalior)

A number of community individuals in Agra indicated that children had become more aware of their rights as a result of their visits to police stations, commenting that girls being harassed knew that they could take their abusers to the police. Community members too looked also to be acting on children’s rights, for example by taking out of school children to CHETNA’s local contact point

Behaviour towards street and working children in a number of communities had also reportedly improved. Community members commented on the positive changes that they saw in the children, particularly in terms of their appearance and behaviour. At the same time, some children remarked that adults and other children in the community used to call them names, but that this has now stopped and they are much more friendly. Children attributed these changes to CHETNA’s work with them.

The work around health under outcome 5 has also impacted this outcome. One child mentioned that they were now able to go in and ask for medical help at the Primary Health Centre, and that it was their right to do so.

Birth registration for SWC has been identified as critical to claiming their rights and entitlements as citizens. CHETNA has been active in various ways in seeking to address the dearth of documentation for these children, including through Universal Birth Registration Awareness Camps, to encourage certification, and by working closely with government *aanganwadi* workers to address the documentation needs of individual SWC. During the course of this project, 2,153 children attended Universal Birth Registration Awareness Camp. There is evidence that these efforts are resonating with parents, who reported that having birth registration confers on them a type of respectability and facilitates the process of access for their children to formal education.

Through its successful media work CHETNA has also raised awareness around the issue of identity cards which have been introduced and which SWC can obtain.

Parents have reported their children sharing what they know about their rights with them, especially their right to education. It was indicated that their children’s knowledge of these rights had already precipitated a change in their own (parental) attitudes towards education and work, and that – as their guardians – it was important to understand these rights and responsibilities.

‘At least we know that even if a child is from the street, they have a right to education. We didn’t think this was something that people like us had.’ (Parents of SWC, West Delhi)

Street educators have also reported how rights awareness has prompted communities to act and create change. They reported community action to combat cases of child marriage as a result of CHETNA-organised community meetings, as in this case:

“I used to work in this CP and there worked with this community where parents are aware of education, using numbers, child rights and now there was a case of child marriage in the community and the community supported the child and told the parents not to go ahead. Whatever I told the

parents it stuck with them and they were the ones who stopped the marriage. So it has really made a difference, even when I was not there.” (Street educator, Noida)

Similarly, a community member in Agra reported that he had not previously known about the law on child marriage, and that he now knew that it was illegal to marry a girl who is less than 18 and a man less than 21.

“You must be aware about your own rights. People must be aware of their own rights, because if they are not aware about their own rights, they won’t come to the police station to file an FIR. That’s why a lot of cases go unreported.” (Assistant Superintendent of Police, Agra)

A particularly successful approach for raising wider awareness on rights of children and particularly those of SWC has been CHETNA’s use of the media. This has raised the issues faced by SWC into the wider public arena for debate and action. More than 400 media articles covering the rights of SWC have been published as a result of CHETNA’s actions, along with four international television documentaries and radio interviews covering the issue which has led to greater awareness around the rights of SWC.

Media outcomes include:

- Portrayal of positive relationships between some SWC and police that CHETNA highlighted have resulted in improved access for training and other activities;
- CHETNA’s highlighting of night shelters and the unique identity numbers has brought this issue to the forefront;
- CHETNA has placed itself as a unique voice for SWC and is regarded as the ‘go to’ NGO on issues to do with SWC;
- Badhte Kadam has been extremely successful in getting media coverage, especially through its own newspaper Balaknama. The stories and issues have been picked up by international newspapers and news agencies resulting in international news coverage and documentaries (Reuters, The Times, Channel 4).

4.2.2.2 Challenges, constraints and gaps

Assumptions which underlie this project include:

- Attendance at CHETNA’s awareness raising events is equivalent to increase in awareness;
- Creating an awareness of rights and an understanding of the means to do so will automatically result in SWC claiming their rights.

While it is clear that major strides have been taken in creating awareness of children’s rights, monitoring tools are lacking to be sure about the extent to which SWC, parents and stakeholders are taking active and systematic steps to claim their rights. For the same reasons it is also unclear to what extent the increased awareness amongst officials of the rights of SWC has been translated into action.

An obstacle to birth registration raised by *aanganwadi* workers relates to the stubbornly low awareness levels amongst poorer parents of the value to their health and that of their child of giving birth in hospital. These workers have intimated that parents are scared to give birth in hospital, despite the government financial incentive to do so, the hygiene advantages, and (from the project perspective) the automatic birth registration that follows. It seems that mistrust of the government

and its services run deep, and that the payment to mothers, which is made by bank transfer or cheque, is unusable by those who are without access to a bank account.

A further and persistent challenge to the long-term effectiveness of SWC claiming their rights lies in the inability of government child protection and welfare services to reach the most vulnerable children. Where government schemes do exist, they are usually under resourced, creating difficulties for organisations like CHETNA to connect SWC and their families with the state services that they are entitled to. Inefficiencies, corruption and paralysis in government service provision can also lead to resentment towards frontline organisations such as CHETNA who may, as a result, be unable to deliver on the expectations that have been raised amongst their beneficiaries.

4.2.2.3 Key learning

- Police station visits have been attributed by children and law enforcement officials alike as a key strategy in breaking down barriers of mutual mistrust, in reducing police violence, and in building children's confidence in these duty bearers. Police attitudes and behaviour towards SWC and the laws which protect them are improving, and protection for SWC in the target areas is increasing as a result.
- Consolidating the success of this project in increasing the awareness amongst SWC, parents and relevant government officials of child rights, and to increase children's confidence in accessing government services, requires CHETNA's on-going effort. In doing so, CHETNA needs to interact more with parents and community stakeholders (the current level s/numbers of meetings are insufficient) and CHETNA's emphasis should shift towards activities which embed these changes in communities, and which encourage their ownership of them.
- Developing tools to systematically monitor the changes that result from awareness raising will be important to ensure that CHETNA's efforts remain effective and can be proven to others to work.

4.2.3 Outcome 5: Improved physical health

Achievements in numbers:

**4,314 SWC have attended Primary Health Care Centre visits;
4,192 SWC have attended health camps.**

4.2.3.1 Achievements and strengths

The key features of delivering on health include:

- Regular visits to the local Primary Health Centre to check on SWC health and knowledge of how to access healthcare at this point of delivery;
- Regular visits to the local hospital facilities and knowledge of how to access health care at this point of delivery;
- Holding Health Camps to check on the health status of SWC which are open to all in the community;
- Life skills workshops that cover general health and hygiene as well as reproductive health
- Running two day-time harmful substance reduction centres in Jhansi and Agra that offers counselling, psycho-social support and activities;
- Provision of 'time out' and alternative activities for SWCs who are using harmful substances.

The key reported changes are:

- Improvements in levels of personal health and hygiene;
- Improved knowledge and practice in accessing healthcare either at PHCs or hospitals;
- Understanding the importance of personal behaviour and its relation to good health;
- Understanding the issues around substance abuse;
- SWCs better able to deal with substance abuse issues because of psychological support;
- Reported reduction in use of harmful substances by some SWC.

Children in Noida, Raj Nagar, Lal Diggi contact point and Gwalior were all confident about what to do in the event of falling ill or having an accident, including calling the emergency number 1098. *“When someone is very ill, we must take him to the district hospital and get a slip for 1 rupee made”* (SWC). Some children reported that they have used their first aid skills at the contact point as well as at home.

“We didn’t know how to use an ointment, when I see didi doing first aid, I learnt from seeing her. When we get fever, we should apply cold water on cloth over our forehead. Earlier I used to stay so dirty, but now you can see me, I keep so clean.” (SWC)

Children, parents and other stakeholders reported a number of improvements to children’s health as a result of this project. Basic hygiene and cleanliness standards had improved amongst the children, who reported, for example, that they now washed their hands before eating. Parents in West Delhi reported that their children’s health and hygiene had improved, with children taking more pride in their cleanliness. Parents in Raj Nagar concurred, “We get up and take a bath and daily, it has become a daily routine.” Parents also reported on their children’s knowledge of first aid, which they had seen them use. Many had also made use of doctors’ visits through the health check-up camps.

Despite an initial lack of support for the PHC visits amongst government health officials, CHETNA was able to persuade them to allow visits. As a result, Primary Health Centre staff in Gwalior have reported several practical improvements to children’s health as a result of their visits to the Centre. They observed that children had been washing, wearing clean clothes. Their health had improved as a result of the de-worming medicine many had been given, and they had learned how to rehydrate after diarrhoea. Staff at the PHC also noted that children were beginning to come to the PHC without the street educator, and had a considerably improved understanding of their medical rights and of the procedures for seeing a doctor.

Staff at the open rehabilitation centre in Agra highlighted several success stories as a result of their intervention to target substance abuse. Some children who have left substance abuse had been able to return to their families, with others now engaged in more respectable jobs or in vocational training (computer training was mentioned in one case) leading to better prospects. Individual counselling sessions are provided for each child, alongside a variety of structured morning and afternoon recreation activities. Lunch is the only meal provided.

“I once saw a video in core committee meeting. That video shook me. After that I realized it is so important to leave substance abuse. If I hadn’t met bhaiya didi (the street educator), I wouldn’t have ever known about this.” (SWC, Rehabilitation Centre)

These seemingly small changes should not be underestimated. The provision of de-worming tablets to SWCs for example can impact the nutrition of children. Worms contribute to anaemia and general

malnutrition because they compete with the child for nutrients. It can mean the difference between their ability to attend school or non-formal education which, in turn, can have a longer term impact on their lifetime earnings. A study in Kenya identified that children who were given de-worming pills over two years were able to attend learning facilities for longer and as young adults earned 20% more than comparable children who received de-worming tablets for only one year.²⁶

4.2.3.2 Challenges, constraints and gaps

Measuring change in attitudes, behaviour/practice and awareness continues to be a challenge. CHETNA has used the attendance figures at health camps, PHCs, life skills workshops, cleaned up the data to avoid double counting and further analysed these to come up with figures around awareness changes.

While the health changes set out above will in the long term lead to improved nutritional status, there was no particular emphasis on nutritional support, with the exception of provision of lunch at the harmful substance abuse centres. This is an area that needs attention that can support both the overall health and educational attainment levels of SWC and where CHETNA could partner with other NGOs or government schemes offering nutritional support services.

Mobility continues to be a problem with families and communities not always knowing how to access healthcare as they move. The PHC visits have gone a long way to help SWCs understand the mechanics of accessing health care either at PHCs or hospitals.

Substance abuse management is a relatively new area to CHETNA and has been developed during the course of the project. Difficulties in finding a qualified drugs counsellor to work in the centres has meant that this aspect of the project got off to a slow start, and it is evident that problems arose with trying to provide educational support for substance-using children, before tailored support and individual case management of substance users was established. Centre users were also unhappy about the educational materials they were getting, as using worksheets rather than books and notebooks made them feel like they were not properly at school.

Users of the rehabilitation centre had correctly identified that in order for them to successfully give up their substance abuse habit, they had to be removed from their usual locations/environments. Some centre users had concerns regarding both the location and the facilities. It was felt that a location further away from the railway station was necessary to avoid abusive behaviour from station users and others. Some centre users wanted there to be a stricter regime to ensure that no substances were misused on the premises. This implies that at present it is very difficult to stop the presence of substances on the premises. Many centre users were keen for the centre to become a night shelter so that they had a safe place to sleep, and there was a call for the centre to serve more than one meal per day – which the children said would mean that they would be able to stay all day and wouldn't be late in the morning trying to find breakfast.

Centre staff were already aware of many of these demands, and pointed to their difficulties in making centre users understand the limitations of what they can provide. Working with centre users was sometimes made difficult when they were 'under the influence': *"When these children are under the state of dizziness, they abuse the staff and also throw stones at us. It's difficult to make them understand at that moment. We are their biggest enemies if we say anything. So we don't talk to*

²⁶ Banerjee, A. and Duflo E. *Poor Economics* United States 2011 p 31

them at that time. We give them time to come out of the dizziness.” (Rehabilitation centre staff member)

Stakeholder meetings about the centre involving government officials habitually result in requests for CHETNA to provide a closed residential facility for children which would enable users to kick their habits and to emerge clean. These stakeholders considered that little change was being made in these children’s lives as they still spent significant amounts of time at the station and in the same substance-abusing environment.

4.2.3.3 Key learning

- Knowledge around accessing health services is easily replicable and sustainable;
- Understanding the limitations of a day centre and linking children to other providers of additional services (e.g. night shelter);
- Building on the need for alternative activities to support substance-using children on the path to rehabilitation;
- Measuring changes in awareness, practice and behaviour needs to be looked at again;
- Consider partnering with other agencies that provide nutritional support;
- Consider a mobile health card that SWC and families can carry with them as they move.

How has the project changed the attitude and practice of duty bearers towards street and working children?

4.2.4 Outcome 3: Improved protection of SWC in target areas

4.2.4.1 Achievements and strengths

Achievements in numbers:

31 Changemaker meetings with **920** stakeholders, police, resident and welfare association officials and government officials;

3 consultations held attended by government officials (local and national), other NGOs and official bodies;

3 workshops held with SWC to feed their messages to opinion formers and decision makers in the consultations;

2 sharing/learning meetings with other NGOs in UK working with SWC;

1,071 police trained in child protection, child rights and government laws, policies, schemes relating to SWC;

2,071 Parents reported to be better informed about child protection;

822 stakeholders reported to be better informed about child protection.

Key delivery mechanisms:

- Police training at each site;
- Parent and stakeholder meetings at each CP;

- Engaging with government officials, decision makers and practitioners through the Annual Consultation on street connected children and workshops with SWC feeding messages into the consultation;
- Advocating to government ministers and decision makers through lobbying on an individual basis;
- Media work;
- Sharing learning with other NGOs in the UK who work with SWC.

Key changes:

- Involving SWC and evolving their capacities in communicating messages to government and decision makers.

A key intervention has been the annual consultation on street working children and the pre-workshops with SWC to craft messages for the consultation, organised by CHETNA and Consortium for Street Children. This has provided a forum for government officials, decision makers, NGOs and practitioners to come together, highlight and discuss key issues that are relevant for SWC and promote action to strengthen policies and implementation to improve the lives of SWC. In 2014 the consultation focused on the *'Collective Action for Street Connected Children across the Sectors'*. The key messages from SWC included:

- Focus on education:
 - The lack of government prioritisation on spending on education
 - The need for government to work more closely with parents of SWC who did not consider education to be important and forced children to work
 - Difficulties of accessing education by SWC.
 - Improving infrastructure to deliver education
 - Addressing the attitudes of teachers and educational bodies who sometimes denied access to SWC.
- Substance abuse
 - The need for greater resources and attention to services and programmes.
- Family Breakdown
 - The need to have a holistic approach that included families and the issues they face that lead to SWC.
- Greater visibility/focus
 - The need to listen to SWC and include them in developing government policies and practices, ensure that SWC are treated like other children and have their rights respected.
 - To have greater visibility and inclusion of SWC.

This consultation process has gone from strength to strength during the project and has created a level of awareness and greater understanding about issues that face SWC. Examples of issues which were first raised at the consultation include the issue of identity, as well as the prevalence of substance abuse. The latter prompted a national study to be conducted on the issue of substance misuse among children. Attendees reported on the need for this type of consultation and the value it had brought to the work they were undertaking.

From the police perspective, CHETNA's trainings with them had had a positive impact on their understanding of the law and recent legal changes relating to children (particularly their understanding of the Juvenile Justice Act and the Protection of Children from Sexual Offences (POCSO) Act), and has reportedly resulted in attitudinal improvements in dealing with cases of SWC. Officers reported that response times had improved and that a specialist database for missing children was being used more effectively. Officers were aware of how negatively they were viewed amongst SWC and their families, and considered that more training and visits would help counteract this. They were positive about the impact of the police station visits, which they considered had broken down some of the fear that SWC had of the police.

"All the police officials are aware about the name CHETNA. Everyone knows about this NGO. They now know the process, they know if a child has given statement in front of magistrate without the consent of his parents. We know the process to do what we have to do with the victim; the child has to go to different agencies for a medical..." (Police officer, Agra)

Individual police officers in Agra and Gwalior noted that, in addition to their own in-house training, CHETNA's training was making a difference. *"This is a good initiative taken by CHETNA; awareness was not satisfactory earlier, now it is improving"* (Assistant Superintendent of Police, Agra).

"Since CHETNA has started working, the police has changed a lot. Now they are much more sensitized towards the children and these trainings must go on. It is doing good work. There have been changes; we get information about new laws, attitudinal change." (Police, Gwalior)

There is evidence that CHETNA has had some success in raising awareness amongst key officials about the rights of street and working children and the laws which protect them. For example, officials at a government Observation Home (for children in conflict with the law) in Agra indicated that CHETNA, through periodic meetings and training sessions, had increased their awareness of children's rights. They reported that some officials were now better aware about their duties towards children and how to deal with them in a more protective manner. They were also better aware of the existing laws and government schemes (such as the Integrated Child Protection Scheme) which could be utilised for their protection.

"A child was getting beaten up and I called 100 number and they took the victim away. Now we are not at all scared of the police, we have understood that the police protects us. We got to know this through the police station visits where didi (street educator) takes us." (SWC)

4.2.4.2 Challenges, constraints and gaps

The consultations and workshops have been very successful in raising the issues concerning SWC into the broader policy and implementation arena. Although CHETNA follows up on key action points emerging from each consultation, there is a need to formalise the follow-up process if these consultations are to be more effective than a space for sharing. In addition, the sustainability of these consultations will need to be addressed as they take a significant proportion of the budget. The possibility of working with other NGOs and government agencies to share the responsibility of continuing these consultations will also need to be considered. Having organised several workshops and consultations, CHETNA is very capable of continuing without the extensive support of CSC. However, CSC's involvement in attending and giving an international dimension and comparative analysis will continue to be critical.

While SWC were involved in the pre-workshop and communicated their messages via short films and interventions, it would be important to consider whether there is a greater role for them to play in the actual consultation, specifically around chairing panels and being panel members. Comments were made that SWC might find this intimidating and that attendees tend to come depending on who the speakers/panellists are. These are issues that can be resolved and CHETNA together with BK and the other NGOs could pave the way for the consultation itself to also be a forum where there is greater participation of SWC on an equal footing with the other panellists and presenters.

Although significant gains have been made in some areas of policy implementation, it continues to be inconsistent, lacking the budgetary support or the necessary will and proper systems to allow for delivery of services to SWC that are consistent and accountable.

While gains have been made in changing police behaviour and in relationships with some street and working children, these gains feel to some to be simply a drop in the ocean. *"Wherever we have managed to contact people, we are able to make a difference, but what about the rest? There are so many."* (BK leaders) Improvements in relationships are also somewhat dependent on the individual relationships formed in different locations, with some children reporting positive police responses to their concerns, while other children who went to report police beatings reported being themselves told off. *"We went to the police station [to report the beating by a police officer] and were told not to steal, use abusive language or behave badly."* (SWC). Given the strict police hierarchy, the level and pace of change in different target areas are heavily dependent on the willingness of commanding officers to implement them, as well as on the readiness of grassroots officers to embrace change. In addition, the frequent changes of police personnel means that the training undertaken by CHETNA does not have sufficient time to be embedded into routine police practice or to transfer that learning prior to personnel being moved.

One group of children where change has been most intractable is amongst substance-misusing SWC. Reports from these SWC suggest that the relationship between themselves and the police remains poor, and that high levels of persecution and stigma continue. Many children at one of CHETNA's rehabilitation centre reported continuing violence against them at the hands of the police. Beatings were most common, often combined with extortion. *"If we don't give them money, they beat us."* *"Even when we are sleeping at the station, they wake us up and beat."*

Some SWC reported violence perpetrated against them by older SWC, and that the police do nothing to stop it. *"I don't like the police in X. If a crime is happening in front of them, they won't do anything and we complain, they say you keep shut, he is doing for himself"* (SWC)

"We understand that we are doing wrong if we do substance abuse in front of public, but this doesn't give the police the right to beat us." (SWC)

Understandably, these children remained somewhat doubtful about the interest and willingness of the police to change their attitudes and behaviour; *"You cannot do anything for the police, but you can do so much for us"* said one SWC.

There are significant overlaps between this area and that of rights. Both of these interventions need to be unpacked to ensure that there is clarity on what is to be achieved. For example this intervention could be based around improvements in policy development, budgetary and resource allocation and overall implementation of services for SWC. Similarly whilst accepting that activities

do have an impact on more than one outcome, might the activity around police training be better placed in the outcome on rights, alongside police station visits, to avoid confusion?

4.2.4.3 Key learning

- Consultations and workshops are at a stage where they can be run by CHETNA with the help of other NGOs in India who are working on SWC issues and the support of government;
- Training for police officers needs to be looked at again to support sustainability, especially where personnel move regularly.

How has child participation and empowerment been developed through this project and to what extent has this contributed to its successes?

4.2.5 Outcome 4: SWC have a voice to stand for their rights

4.2.5.1 Achievements and strengths

Achievements in numbers

10,245 new members of *Badhte Kadam*

5,931 SWC reported as having increased self esteem

11 Balek Nama newspapers printed and distributed by *Badhte Kadam* during the course of this project

Key features of delivery:

- All SWC attending CPs are registered for membership of *Badhte Kadam*;
- BK leadership have regular leadership meetings/workshops and retreats;
- Committee meetings of *Badhte Kadam*;
- Contact Point meetings;
- Publication of Balek Nama newspaper.

Key reported changes:

- SWC are proud to have an organisation to belong to – makes them feel less isolated;
- Strong leadership by SWC of *Badhte Kadam*.

A highly significant achievement in this project has been in expanding the reach of *Badhte Kadam* as a Delhi NCT-wide voice for the rights of street and working children. All of CHETNA's targeted SWC are members, receiving a membership identity slip and their name in the register in exchange for five Indian Rupees in membership dues. Evidence from BK leaders and other BK members indicates that membership of BK was a source of considerable pride – especially in being an organisation for SWC, run by SWC. BK members remarked that since they have joined BK they don't feel neglected, they feel loved, they know their rights and they can take part in activities. Awareness amongst members of the purpose of BK was palpable – to create an identity, lead a respectful life, and to take part in government and non-governmental meetings. Members were also aware that BK worked at National, District and State, with SWC representation at every level.

“The way that CHETNA staff and SWC interact is extraordinary. Children are so aware of what that means. That means the organisation is doing a good thing. Relationships between children and CHETNA are excellent which means that they trust the organisation, they feel safe and protected. CHETNA has also built credibility with SWC.” (CHETNA trustee)

According to SWC in West Delhi, being part of BK has made a big difference to them. Many mentioned that now that they were a part of BK, people took them seriously and behaved well towards them. *“It has changed even the way they called me. Now I speak to them and they know that they cannot play around with me.”* SWC reported that because they are a part of BK they are respected. Some spoke of the fact that they used to beg and did not have a future. Now they can study, they are changing and they are gaining respect. SWC at the rehabilitation centre enjoyed being able to study and dance as part of BK, and took it upon themselves to report new SWC to the street educator.

SWC-run BK support group meetings are also reportedly used to discuss and resolve issues relating to contact points, as well as the problems faced by individual children, indicating that BK members are actively engaged in project implementation issues. *“We try to resolve the issues of contact point and children in the support group meetings ourselves.”* BK members in West Delhi said that they had been able to act on their knowledge about rights as a result of BK participation, for example in acting against sexual abuse, raising land rights, challenging police beatings, as well as providing help for a child who was self harming.

A discussion with several BK leaders reported a number of positive impacts of their involvement in BK on their personal self-esteem. In particular, they indicated that BK had helped them: understand value of education and to get educated; get confidence to deal with situations; learn how to solve their own problems; stop substance abuse; be confident to speak to officials and parents; have the freedom (of movement) to study; learn how to speak and what to say; encourage siblings to go back to school; to help others to claim their rights.

In addition to discussing and campaigning on SWC issues, the BK’s newspaper, Balaknama, written and produced entirely by BK members quarterly is a tangible output for BK members which is serving to create a community identity as well as a voice for SWC. For example, Balaknama (which is sold for one rupee) is used as child rights and anti-child labour discussion tool with local shopkeepers, the police and others. During this project, the newspaper has expanded to eight pages, with a front page and a page each for news from the seven districts that BK currently extends to.

Satisfaction in membership of BK looks to extend to parents of SWC, who in West Delhi took real pride in their children’s involvement in meetings and with the BK newspaper Balaknama (BN). Parents see the newspaper as a tangible way of measuring their children’s progress, while their interest in the paper helped extend their awareness of SWC issues and views. *“It makes us all happy when we see some stories and photos of our children.”*, remarked one parent. Some parents reported that as they were not able to read, their children read Balaknama out loud to them.

4.2.5.2 Challenges, constraints and gaps

The success of BK has resulted in calls from within and outside the organisation to develop a voice which is more independent of CHETNA. Some BK members have suggested the need for their own

spokesperson, with others promoting the development of a direct interface between BK and other organisations that is independent of CHETNA. This is likely also to be important in terms of the potential growth of the organisation, which currently relies on CHETNA's work to recruit new members and to provide the financial support and organisational back-up to continue its work.

Membership of BK stops at 18 and there is no system for continuing membership beyond 18. This is a real lost opportunity for older past BK members to be involved in both BK's and CHETNA's work in a meaningful manner.

At present BK membership is restricted to those SWC who participate in CHETNA's projects. There is an opportunity here to widen the scope of BK beyond this narrow membership criterion and make it a truly national movement that involves all SWC. It is early days yet because BK has to strengthen how it works and how it will operate as an independent entity. However a start could be around extending membership to participants of other NGO projects that work with street children.

4.2.5.3 Key learning

What is needed is:

- Technical support to BK for it to grow as an independent body (developing a strategy and considering its organisational framework and legal as well as financial position);
- More frequent publications of Balaknama, BK's newspaper. Balaknama is proving itself as a successful tool for outreach amongst SWC, their families and those with whom they interact. BK members should be supported in their aspirations to publish on a monthly basis and to expand its scope, *"so that more issues can be written about and more people will come to know about the issues – there is so much to write!"* (BK member);
- Greater involvement of BK in project design (including budget allocation and spending) and implementation (where they can take responsibility for implementation apart from participation elements), and in the annual consultations beyond the SWC workshops.
- Consider extending membership of BK to SWC above 18 and those who are participants of other NGO projects.

4.3 Efficiency

Any financial, operational or programmatic learning identified and how learning could be used for improving the intervention model in future as well as CHETNA's organisational growth?

Project design

4.3.1.1 Achievements and strengths

Although CHETNA has been implementing direct services, work with stakeholders and advocacy with government duty bearers from 2002, this project represents the first time that it has been able to bring together all of the elements of its previous interventions (undertaken within individual projects) and to pilot this integrated model in one project over a sustained period of time. CHETNA's view is that this model forms the basis for working effectively with SWC. The design focused on:

- Service delivery;

- Participation of SWC;
- Advocacy.

In addition, CHETNA sought to bring a preventative element to its work by extending its reach beyond the railway stations it had already been working on (Delhi and NCR, West Delhi, South Delhi, Noida, Agra & Mathura, Gwalior, Jhansi). This project focused on communities in and around these stations that SWC were originating from, thereby offering a preventative component. The work on the railway stations continues through another project 'Dreams on Wheels'.

Bringing these components together in a three year project has given CHETNA the time and resources to embed some of the methodology and assess effectiveness. The relative financial security that this project has brought CHETNA has also enabled the organisation to develop organisational systems for improved delivery.

The overall project goal was to **improve the lives and prospects of 8,200 neglected SWC in Delhi-NCT by empowering them to establish their rights and access appropriate services.**²⁷ The project activities were generally described in the project proposal under the outcome headings as well as in the grant start up form. Over the lifetime of this project it became clear that the indicators and targets set in the original proposal required revision as they were too ambitious. The table below sets out the key changes agreed with CR in 2013.

PROJECT GOAL/OBJECTIVE: IMPROVE THE LIVES AND PROSPECTS OF 8,200 NEGLECTED SWC IN DELHI-NCT BY EMPOWERING THEM TO ESTABLISH THEIR RIGHTS AND ACCESS APPROPRIATE SERVICES		
Activities	Outcomes (those in bold finalised in 2013)	Indicators (Finalised Nov 2013)
Training street educators, providing nfe, mainstreaming SWC into formal schools or NIOS/OBE, holding parent and stakeholder meetings, exposure/recreational visits	8,200 SWC in Delhi-NCT will have improved life chances through provision of formal and informal education	<i>8,200 SWC receive non formal education by 2015 2,460 SWC mainstreamed into formal education by 2015 4,100 SWC will have basic skills to read and write</i>
	SWC in target areas will have access to education (formal and informal)	
Establishing CWC in each region, holding UBR camps, police station visits, life skills workshops covering rights, parent and stakeholder meetings covering rights.	2,000 SWC will have better access to services through the establishment of universal birth registration and child protection rights.	<i>4,100 SWC will have increased awareness about Child Rights 30% of parents of targeted children will be ready to send children to formal schools and CPs 1640 individual stakeholders will have increased levels of awareness about child rights.</i>
	SWC and stakeholders will have increased awareness of CR to access government services	
Consultations and Workshops to engage government officials, decision makers and practitioners,	4,100 SWC will experience reduced persecution and stigma through advocacy with govt agencies and the wider public	<i>30% of parents will have increased awareness of child protection issues 750 police will have increased awareness of child protection issues. 1,200 stakeholders will have increased</i>

²⁷ Comic Relief International Project Grant Application 2009 – 2012 p.15

Engaging government officials through lobbying/advocating for child protection policies, training to police, Media activities,	Improved protection of SWC in target areas	<i>awareness of child protection issues 50% of children will feel more secure and better protected</i>
BK members hold meetings and attend CHETNA meetings, attend leadership workshops, produce newsletters, film, attend trips and undertake focused activities.	5,000 SWC will have raised self-esteem, wellbeing and aspirations through user led activities	<i>4,100 new members of Badhte Kadam enrolled 4,920 SWC will feel more self worth and have increased self-esteem.</i>
	SWC have a voice to stand for their rights	
Setting up two substance misuse centres, conducting activities, visits to medical facilities, counselling and support. Holding Health Camps, distribution of first aid boxes, PHC visit	8,200 SWC will have improved physical and mental health through the provision of life skills training, first aid and referrals to health organisations	<i>150 SWC will demonstrate reduction in use of substances 50% of targeted children have access to health care if needed. 6,150 SWC exhibit increased awareness on health and hygiene.</i>
	SWC have improved physical health	

This project represents a balanced combination of direct services to children and their families, empowerment of street and working children, and advocacy with duty bearers. *“It touches all aspects of SWC lives and brings together all that is required by SWC in a holistic manner.”* (Director of CHETNA)

The project design was also coherently conceptualised in bringing together and consolidating a number of CHETNA’s on-going activities – most of which had previously centred around SWC at railway stations – into a coherent project design, with a view to piloting a more integrated protection and prevention model that now extended into the communities that SWC on the railway stations, originated from. Logical decisions were made in the choice of partners and their relative strengths. All partner organisations (CHETNA, HOPE and the Consortium for Street Children) have testified as to the equality of the project partnership and the durability of the working relationship.

Significant participation by street and working children is in evidence in the design of this project. BK leaders were involved during its conceptualisation, and played an active role in shaping project approaches and activities. The central role played by BK in reinforcing and supporting project activities is evident, along with activities to strengthen and consolidate its core structures, such as the training of district level BK leaders to train its leaders at contact points. The focus on imparting life skills to SWC was included at the behest of BK members.

“I’ve been really impressed with the education work through contact points in local communities. Contact point leaders were well qualified and really committed, had good training and provided good quality teaching. This resulted in excellent community relations. An important part of this system is the in-house education team, which conducts regular outreach visits to contact points and which undertakes on-the-spot training of teachers and literacy testing. This model has been tested over many years, and it really works.” (Staff member, HOPE)

4.3.1.2 Challenges and constraints

Theory of Change: This is not present and although the model has been described above, a clear theory of change would have set the scene for developing the individual components of this project and for assessing the overall logic.

Scale, coverage and preparedness: Project delays were evident in this project at an early stage. While CHETNA had done some assessment work to identify contact points, progress was slower in building the necessary community-level contacts and networks to overcome inevitable initial resistance. (In one case a CHETNA staff member was attacked while trying to implement a community survey.) This suggests that CHETNA was perhaps not as prepared as it could have been to begin activities. A further challenge was the development of the baseline survey. This turned out to be a needs assessment which should have been carried out pre-design. The development of the needs assessment took place several months into the project implementation phase. This left a gap in that there was no baseline that measured the indicators.

HOPE comments that the Grant Start up Form was finalised after the project had started. HOPE and CHETNA staff had a one day session on the M&E framework and went through concepts such as indicators, outcomes, outputs, data collection methods, etc. There was joint analysis of all of the forms that CHETNA had already developed and the need was highlighted to devise or redesign some to capture the data needed for this project. The M&E framework was not finalised at that point, but was well on the way. The framework was never finalised because the information was consolidated into the Comic Relief Grant Start Up Form.

While the overall project design is sound in terms of the key approaches:

- There is a lack of a clear SMART project objective/goal which is then referenced throughout all reports. This then makes the outcomes appear to stand alone as individual objectives rather than together forming a coherent single clear measurable objective;
- The lack of a pre-design sound needs assessment (not a rapid needs assessment), power analysis (local, district, national,) stakeholder analysis, mapping of other NGOs working in the area and services they provided, services that are being provided by government/municipal authorities in the sites CHETNA works in meant that the design did not take into account issues of mobility, community mistrust, local service delivery partnership opportunities and generally set the proper foundation and framework for immediate project implementation. These issues will need to be covered in the next design phase;
- There is a lack of baseline of indicators (not a rapid needs assessment) – although this would have been difficult given that the indicators changed in 2013;
- The project was in danger of being target driven; given the relatively high targets set, the concern would be that quality might suffer;
- The activities and outcomes have not always well described or well aligned, particularly in the grant start up form, would need to be better identified and aligned under each outcome;
- The overall advocacy approaches, consultation and workshops – which have significant budget lines – may have been better served with a separate outcome and indicators;
- It is difficult to identify the risks and assumptions in the project design.

Attention to the above would have assisted in strengthening the overall project design. CHETNA would be well served by undertaking the steps outlined above and addressing the underlying assumptions prior to putting together a new proposal.

4.3.1.3 Key learning

- The scale and ambition of this project lends itself to:
 - High levels of organisational preparedness. It is not clear whether an organisational assessment was carried out prior to design. HOPE has confirmed that an organisational assessment of CHETNA was undertaken after the project was designed and is kept under review by both organisations.
 - Implementation over a period longer than three years duration. As a three year project, implementation could have benefitted from scaling back. (HOPE comments that while Comic Relief did not agree to a longer period of funding, HOPE always understood that this was a longer term intervention.) This is especially important given the development of prevention activities – a new organisational approach for which there was limited organisational experience.
- The targets that were set for this project were too high, even when they were reviewed in 2013. This meant the project was in danger of being more target driven than quality driven.
- Detailed assessment and analysis will be needed in advance of developing any new or follow-up project. This should include, at a minimum, analysis of the context, needs assessment, power analysis, a stakeholder analysis and a mapping of other NGOs operating in the area and what services they are government are offering that can be accessed/source of partnership. HOPE and CHETNA consider that they have this information already. It would, therefore, be helpful to have this documented as part of a future proposal to support the project design.
- There is a requirement for an organisational needs and systems review. For example, the partner profile form already undertaken with CHETNA would need to be reviewed and updated prior to the next design, and a clear identification of organisational needs and systems development should be included in the next proposal. An overall strategy for CHETNA should be considered either prior to design or during the first year of the next phase.
- Given the relevance attached in this project to advocacy, the media and annual international stakeholder consultations, outcomes and specific indicators need to be developed around this.
- There is also the need to develop a project Theory of Change to better understand and test the theories and assumptions which underlie the project. In some cases, project outputs and activities are not linked to outcomes.

4.3.2 Project implementation

4.3.2.1 Achievements and strengths

Building on its previous experience and knowledge, CHETNA has been able to implement this project, with some initial delays.

A critical element in the success of this project is CHETNA's targeted and sustained focus on street and working children in Delhi, which has enabled it to gain a deep understanding of the issues faced

by these children, to develop credibility for its work amongst parents and communities, and legitimacy with duty bearers. Its close working relationship with government – for example through their engagement with several advisory committees and groups at railway stations – has been cited as a particular strength, without compromising the organisation’s preparedness to speak out against duty bearer’s poor performance and abuses of children’s rights.

Overcoming community resistance

“When I went to the contact point for the first time, people said there’s no point running a contact point here. Please go away. I said its ok, let me try. If it won’t work out, I’ll go from here. And I mobilized the community. I won’t say that the entire community got influenced, but yes, I have changed some people of the community.” (Street educator, CHETNA)

“Some parents used to make the children work, and they themselves used to stay at home. I went to the parents and had a one-on-one conversation. I convinced the parents to work and send the children for studying. The community got mobilized and now they look for jobs and work.” (Street educator, CHETNA)

“There were a lot of kids, but only five or six children used to come. So the challenge was to mobilize the children. I went to children and asked them to come to contact point and play. I used to provide them first aid facility. That’s how I gained the trust of the children and then they started coming to the contact point.” (Street educator, CHETNA)

“I have to be firm when I distribute anything at the contact point. The parents also want the things [that I am giving to the children]. I explained to them that for parents, there is a parents meeting, for stakeholders, there is stakeholders meeting. So please come to that, don’t come in children’s meeting.” (Street educator, CHETNA)

CHETNA is also characterised by its strong media work, which has enabled the organisation to extensively and regularly highlight the situation of street and working children during the course of this project – both in the local and international media.

The mobilisation of street and working children through *Badhte Kadam*, although not developed under this project, has been expanded and strengthened during the life of the project. This has been a highly successful platform which has created a voice for SWC, and which has created an enabling environment for the implementation of all other project activities. “*Badhte Kadam is a really wonderful and sustainable initiative.*” (External key informant). Balaknama, BK’s newspaper looks to be a particularly effective tool for outreach – including amongst SWC, their families and the communities with whom they interact.

4.3.2.2 Challenges and constraints

Staffing, staff turnover and staff retention remains a critical issue. The implementation of this project has been affected by this. While some staff felt that the turnover issue only affected Delhi, others felt that this was a critical issue for all sites with some indicating the staff turnover figure to be as high as 30%. From looking at the attendance sheets at the 2013 annual review, of the 20 positions (excluding the street educators listed), eight of these had been changed by the time of this evaluation in 2014. While recruitment systems are rigorous, the retention issue needs to be addressed (staff capacity building and future development, wages that are benchmarked to other

NGOs, and staff benefits) as it has a real impact on implementation and ultimately the quality of the project.

The addition of a prevention component to CHETNA's work has created a number of implementational challenges. Contextual differences in project communities have required flexibility in the project approaches. Migratory shifts of SWC and their families have also presented challenges in providing services to children, with large fluctuations in the numbers of children coming to contact points. The development of CHETNA's prevention work has also required the organisation to develop relationships with new duty bearers and for staff to tread carefully with community stakeholders and government duty bearers, many of whom have been resistant to cooperation.

Some street educators cited specific challenges in establishing contact points. In some cases community rivalries meant the creation of two separate contact points, and initial resistance was commonplace. An early challenge was in encouraging children to play and in convincing the local community to take responsibility for the box of educational materials used at the contact points. *"It was difficult for me to decide where to keep the box. I chose contact point number 2. People in the community refused to take the responsibility of the box. But somehow I managed to convince the parents and the community."* (Staff member, Gwalior office)

In tackling the situation of street and working children, additional emphasis may be needed in reaching and catering to the needs of a number of groups who may currently be under-supported. This includes children above the age of 14 years for whom an emphasis on formal education may no longer be appropriate. There also looks to be limited current preventative intervention for children 'at risk' of going to the street.

4.3.2.3 Key learning

- Staff retention and turnover rates needs immediate attention.
- Street educators are the critical frontline staff of this project and are the 'face' of CHETNA in the communities where they work. Some educators have asked to be able to upgrade their skills so that they can do more, including being able to speak to other stakeholders and negotiate with police. Training in communication techniques, time management, personal management and handling their work load have all been suggested.
- As the gatekeepers to their children, street educators have noted the importance of meeting more regularly with parents. *"You must work with the parents because it is important to change their mentality."* *"Ultimately, its not in the hands of these children, its in the hands of the parents."* (Street educators). At the same time, some parents of SWC have commented that they would like to be more involved in project implementation work, not just as beneficiaries or survey respondents. Involving parents more closely in the project could bring additional important protective and preventative benefits to SWC, and should be further explored.

4.3.3 Financial

"You need a lot of resources to make big changes. But CHETNA has done a very good work in the resources available." (Railway station official)

CHETNA's financial systems have been reviewed by HOPE's treasurer during a project visit, and HOPE also conducted a partner expenditure assessment, following the development within HOPE of more

rigorous project monitoring systems in 2012. HOPE also introduced a new financial reporting format a few months ago across its partnerships (including CHETNA), which monitors expenditure against budgets for better forecasting – for which some distance training was provided. HOPE has also assisted CHETNA to develop some additional skills in relation to the ‘Tally 9 for accounting’ financial software used by the organisation.

CHETNA places a premium on organisational cost efficiencies, and it is evident from its low overhead costs and ‘no frills’ culture that money is used prudently. This approach is also in evidence in this project, where infrastructure costs are kept to a minimum. For example, contact points consist of a tarpaulin sheet and a box of educational materials, or the free use of community spaces. This has meant that the average cost of operating a contact point over the three years of the project is INR24,602 (less than GBP£250) excluding staff costs, with parent and stakeholder meetings at contact point level amongst the cheapest of all project activities. The most expensive activities at CP level are the exposure level and at national/HO level, the annual consultations and workshops

The rationale for keeping costs low isn’t simply financial; longer-serving CHETNA staff consider the use of a building to be a less transparent way of operating in the community. *“An open structure means under a tree, or even sun light or extreme winter. It’s the relationship that matters, not the structure or building.”* (Street educator) Newer staff tend to disagree, considering the contact points to be too temporary, sometimes resulting in difficulties in providing a continuous services to children. *“We should have a proper room, proper school uniform so that the children have a feeling of a classroom/school not very far from the community, just 500 metres where the parents and stakeholders won’t disturb”* (Street educator) Some parents and stakeholders agree: *“The madam teaches very well, but there should be a proper space for them to sit and study.”* (Parent, Raj Nagar) *“CHETNA should have a building where children can study comfortably. They face problems because of extreme heat and cold, also rains.”* (Stakeholder, Agra)

4.3.3.1 Key learning

- The need to cost out each activity so that all are aware of what the cost implications are, how to create cost savings if possible and where to prioritise should funding become an issue.
- The possibility of partnering with community and other NGOs/agencies to gain additional infrastructure or services, or to share costs.

How well have data information and recording systems been able to monitor and evidence CHETNA’s work?

4.3.4 Monitoring

4.3.4.1 Achievements and strengths

It is evident that major strides have been made in measuring the targets set since a dedicated M&E coordinator was recruited. This does signal an issue around level of preparedness at the beginning of the project. Since the M&E systems have been reviewed and updated, there have been significant improvements in evidencing CHETNA’s work, with particular improvements seen in the flow of data and in the quality of reporting. Comic Relief has commented positively on this, as well as on the detailed beneficiary numbers provided in project annual reports. Broadly, methods for

capturing monitoring data are robust and the project has met a number of important targets, including the numbers of children going to formal school and those receiving non-formal education.

CHETNA strives to build a good knowledge base around its target population which it endeavours to share with others in the sector, most recently with respect to substance abuse amongst street and working children. An annual project review process has resulted in useful learning which has been acted upon, and Hope for Children has supported CHETNA's Director in sourcing additional learning opportunities to aid project implementation.

4.3.4.2 Challenges and constraints

Limitations exist in measuring change in key areas of CHETNA's work, especially when it comes to assessing the impact of awareness raising, increased knowledge and self-esteem. The lack of measures in these areas suggest an assumption that change in children's lives will take place as a result of activity implementation, but which is not, in reality, guaranteed.

In terms of learning, it has been noted that CHETNA could do more to engage with other organisations working on SWC issues to develop and work towards common objectives (although it was noted that this is a challenge in the sector as a whole). For example, there is the potential for CHETNA's annual stakeholder consultation process on SWC to be more proactive in seeking and defining common sector-oriented goals for service providers, duty bearers and other stakeholders to unite around.

4.3.4.3 Key learning

CHETNA needs to strengthen its monitoring tools to measure the change in people's lives as a result of its activities. This particularly relates to assessing the impact of awareness raising, increased knowledge levels, as well as the results of greater self-esteem. A project theory of change is also needed to better understand and test project thinking

4.4 Sustainability

- **To what extent is the working model of CHETNA sustainable and replicable?**
- **To what extent is CHETNA financially stable in taking forward its work?**

4.4.1 Achievements and strengths

"What the Realising Rights project has done is to pitch the organization at a totally different level. Before, it was doing advocacy as well as implementing projects. Bringing these elements together under this one project for a significant period of time has allowed CHETNA's voice to be heard more. This project has also enabled the bringing together of key actors, SWC, government and other NGOs to discuss collectively the way forward. What was being done at an informal level is now more formalized and it has greater focus." (CHETNA trustee)

Through this project, CHETNA has made sustainable progress in a number of outcome areas, particularly with regard to basic literacy for SWC, as well as in relation to improving children's health and protection. As a result of its work, many children have mastered basic literacy and numeracy skills, which not only helps them in their day to day lives (for example in catching a bus or going to

the doctor), but provides the potential for better prospects and more fulfilling lives. Visits to the health centre and police station have opened up their access to better health and improved protection for themselves and their families without the need for CHETNA's intervention.

With a reported 10,000+ members, the BK movement is a considerable and sustainable asset to CHETNA's work. It is evident that BK and CHETNA play mutually reinforcing roles which significantly strengthen all of their activities. Several individuals have commented that BK is now in a position to capture the attention of policy makers, to reach out to street and working children beyond CHETNA's networks, and, as a result, to play a key role in uniting a somewhat fractured and competitive NGO sector for the benefit of all street and working children.

Hope for Children has been a supportive partner to CHETNA during the course of this project, and has provided some important fundraising (through British Airways and UK citizens with Indian connections), training (e.g. in M&E) and learning exposure opportunities, as well as an additional layer of monitoring scrutiny. Likewise, the Consortium for Street Children has been useful to the project and to CHETNA, particularly in growing CHETNA's advocacy reach, and consciousness about its work, from the local to national and international levels.

4.4.2 Challenges and constraints

The question arises: if donors were to stop funding CHETNA, would it be able to carry on its work? And how much of CHETNA's work could SWC and the communities sustain in its absence? CHETNA remains financially vulnerable. While a range of donors exist for its activities, the majority are very short term and fund only some aspects of its work. This means that only some of CHETNA's work could be continued.

CHETNA's capable and committed staff are its chief asset. However, staff retention has been an issue due to the short term nature of the funding being received, and uncompetitive salary levels. At the same time, there is also the need to pay closer attention to building a second tier leadership as well as the capacities of senior staff and management within CHETNA to support the Director in leading the organisation into the future. This is especially important given recent organisational expansion and the need to consolidate the substantial gains made through this project.

Some HOPE staff have acknowledged that staffing constraints within the organisation had created some communication difficulties during the course of the project. More generally, Hope for Children has acknowledged some gaps in its programmatic oversight. Other members of staff don't support this view. It is considered that the organisational focus on income growth has outpaced the development of programmatic structures and the recruitment of additional experienced personnel (including at managerial level) to manage grant-giving and provide effective oversight. HOPE's view is that it cannot afford more staff unless the organisation gets more institutional grants, so a focus on fundraising can be justified at this stage for the organisation. HOPE prefers to maximise funds to partners than investing in more staff.

4.4.3 Key learning

CHETNA has grown significantly as an organisation and in its learning over the course of this project. While the inevitable encouragement to expand its work has come from a number of beneficiaries and stakeholders, these calls should be resisted. Now is the time to consolidate organisational growth, learning and to focus on strengthening and deepening the gains made in its communities of

operation. Key to this consolidation is an organisational needs assessment and the development of an organisational strategy to sustain and manage the organisation's future. Seeking assistance to develop the right tools for measuring its effectiveness will also be important

CHETNA has the potential to do a lot more local fundraising. Many staff have good ideas of how to generate funds that will make the organisation's work more sustainable. Now could be the right time for bringing a fundraiser or marketing person on board to catalyse these ideas. Hope for Children's fundraising expertise could also be further utilised to raise unrestricted income, particularly amongst the Indian diaspora in the UK.

Hope for Children has been a supportive partner to CHETNA but has, at times, lacked the personnel to sustain the programmatic backstopping support needed by CHETNA as it expanded its work and approaches. By tackling its programmatic staffing constraints and investing in the capacity of its programmes and partnerships team, Hope for Children has the potential to support CHETNA even better in the future.

The relationship with the Consortium for Street Children has paved the way for CHETNA to undertake higher level advocacy, both within India and internationally. Maintaining and developing this relationship around common advocacy goals – to be discussed in the design phase of any new project – could bring continued benefits to both organisations.

5. Conclusions

Story of change

Before joining Badhte Kadam (BK), I always felt discouraged. I was always in the railway stations. I was abusing substances. I had a lot of negative thoughts, 'Why is my father ill, why is this happening to me – this life which is not good'. I had dreams of my mother and father dropping off my brother and myself at school. That we lived in a house that was pretty. We actually lived under the fly-over and we begged and picked rags to make ends meet and to have a family income. When I was picking rags and begging I felt that all the abuse of the whole world was on my shoulders. Even girls were not spared by police. We were brutally beaten by the police, on every part of our bodies. I had discussed with my brother – what kind of life is this? We are not meant to be studying. This is our life. When I used to get beaten by the police, I would tell my brother that I was going to the bathroom. I actually used to run to the railway station from the underpass, buy addictive substances and use them so that I would not feel the pain. I would not tell anyone that I was harassed. Once I had taken the substances, I would not know about anything – nothing mattered. When my mother and father both fell ill and had to go into hospital, my brother and I had to leave my grandparents. That is when we went to live under the fly-over. My elder brother tried to keep me away from the railway station because he could see that I was abusing substances. Then I met a street educator from CHETNA who spoke to me for a few days. She asked me to come with her. When the street educator I did not want to go but they kept talking to me and also BK members who were going to the centre who explained to me about the centre and we also do field work and we have also joined centre. I said I'm not coming, just leave me alone. One day I went to see my father and the other kids went following me from behind without telling me. They finally found where I lived and where my father lived. They asked my father to send me to the centre. I started going to the centre, my father encouraged me. I knew that the substances would not be good for me, I reduced my intake and I got to know about BK more and finally I became the leader in the centre.

Relevance

This project has been very relevant in tackling the situation of highly vulnerable street and working children. Combining direct service provision, empowerment and advocacy ensures that the immediate needs of hundreds of SWC are met, while working towards more sustainable and durable solutions to their needs. Due to the inability of the government to provide services to SWC in a consistent and accountable manner or indeed to acknowledge SWC in their official statistics, means that projects like this will continue to remain relevant.

Effectiveness

The project has achieved its stated outcomes.

Education: Overall the project has been very effective in providing basic learning opportunities and mainstreaming some SWCs into school. CHETNA has proved highly effective in delivering basic education to those children who have no access, as well as in supporting formal school enrolment. CHETNA's approach to non-formal basic education has been highly successful in developing the skills, confidence and aspirations of younger street and working children. The flexibility, informality and location of the contact point approach has been very successful in tackling educational access issues. Building community trust in CHETNA and its contact point activities has been critical in

changing parental mindsets about the education of their children, and in allowing their children to attend the classes or go to school. Through classes provided at contact points, CHETNA has provided working children and their parents with a vision and expectations of the value of education and of what school can be like. Sustaining and building on these gains in education will require CHETNA to work more closely with local formal schools to improve their understanding of, and their offer to, these vulnerable children, as well by continuing to provide practical support to beneficiaries transferring into formal school.

However, the organisation needs to do more to support the retention of children in formal schools and to support older children for whom formal schooling is no longer a viable option. In its future work, CHETNA will also need to pay closer attention to the specific educational needs of older children, and in how to provide them with vocational training and opportunities to prepare and help them transition into decent work situations. Several staff and stakeholders have also suggested the need for certificates of achievement/proof of study to smooth children's path into formal schools.

Rights: CHETNA has also been particularly effective in empowering street and working children to participate and, through BK, to develop their collective voice to stand for their rights. Considerable progress has also been made in the awareness of children's rights amongst individuals, within communities, and beyond.

Health: This project has been very successful in increasing the ability of SWC and their families to access health care, as well as expanding awareness of basic health and hygiene. Visits to PHCs, doctor's visits (health check-up camps) and first aid have all resulted in health improvements for SWC and their families. Consolidation of this work is now needed to embed these project activities within communities, as well as continued advocacy with duty bearers to further facilitate access of SWC and their families to basic health care. It has been less successful in getting health care providers to actively reach out to SWC on their own without CHETNA's intervention and this may well be the next step to consider.

While there is evidence of a reduction in substance use by SWC through this project, it is recognised that rehabilitation from substance misuse is a highly specialised area, and that it may be necessary for CHETNA to reassess its provision of this service for children as this project draws to a close. This may be an area where linking up with specialist organisations may prove a more cost effective way of tackling this issue. Referral links could also be made with organisations able to provide night shelter for these children.

How has the project changed the attitude and practice of duty bearers towards street and working children?

Protection: Significant gains have been made in achieving greater protection for SWC as a result of this project whether in terms of duty bearers being more aware of their needs or actively seeking to offer greater protection. The consultations and workshops have been instrumental in raising the profile of the issues faced by SWC. Given the hierarchical nature of the police, change is heavily dependent on the willingness of commanding officers to promote and implement change, and their determination to enforce proper conduct amongst their officers. The relationship building that this requires is an inexact science which is difficult to implement evenly, and which requires continued nurturing to consolidate and build on the gains made. An Assistant Police Superintendent remarked that *"The Frequency of training can improve things a lot. Reach out to more police officials. You can organize such workshops and trainings in the police stations also for short durations. Get yourself*

associated with ministries, then your reach would be more.” Efforts to ensure better protection for ‘hard core’ substance-misusing children will require intervention with rank and file officers, in addition to changing the culture in police stations from the senior ranks. Behaviour here is ingrained and mutual animosity and mistrust will require specific and intensive intervention.

How has child participation and empowerment been developed through this project and to what extent has this contributed to its success?

Participation: As a result of this project and of the expansion and consolidation of the BK network and its leadership, SWC have a strong voice to enable them to stand up for their rights. This has not only given children a sense of identity and belonging, but has demonstrated tangible benefit to the effective implementation of this project. The growth and success of *Badhte Kadam*, and the increasing maturity of its leaders and structures, have led to some calls for the organisation to become more independent from CHETNA, in order to represent the rights of all of Delhi’s SWC. A successful move towards greater independence is both a major challenge as well as a significant opportunity to develop a representative and independent voice for street and working children – requiring careful management and mentoring.

Improvements in programme efficiency are also in evidence, for example in project data collection and in reporting, and the organisation continues to advance its systems and structures to improve project implementation. At the same time, greater effort is needed to enhance its ability to measure the change in people’s lives as a result of its considerable sensitisation activities.

However, CHETNA remains vulnerable when it comes to sustaining its work – both in terms of its financial position and in the capacity of activities to continue without its support. Further strengthening in this area will need to be carefully addressed in the development of any new projects.

6. Recommendations

Recommendations for CHETNA

Education

- CHETNA should consider whether it needs to revise the worksheets and replace them with workbooks and notebooks to reduce the workload on street educators;
- There is a need to focus on retention and reducing dropout rates once children have been enrolled into formal school by providing a dedicated staff member for each CP whose is tasked with this and with providing additional practical support to SWCs;
- There is a need to create greater linkages with schools at all CPs to improve their support for SWCs;
- It will be important to identify ways to measure and report on changes in literacy levels using CHETNA’s own definitions as well as identifying and analysing general trends and linking these to causal factors (e.g. how mobility or illness affects educational attainment);
- CHETNA needs to see how access to vocational training/skills training for older SWCs can be provided through linking up with other NGOs who are operational at the same sites CHETNA operates in (or nationally) and who offer these services. In its future education-related work, CHETNA will therefore need to pay closer attention to the specific educational needs of

older children, and in particular how to provide them with training and opportunities to prepare and help them transition into decent work situations.

- Learning for parents and income earning or savings opportunities for them needs to be explored with other NGOs that provide these types of services.

Rights

- Consolidating the success of this project in increasing the awareness amongst SWC, parents and relevant government officials of child rights, and to increase children's confidence in accessing government services, requires CHETNA's on-going effort. In doing so, CHETNA's emphasis should shift towards activities which embed these changes in communities, and which encourage their ownership of them.
- As the gatekeepers to their children, street educators have noted the importance of meeting more regularly with parents. At the same time, some parents of SWC have commented that they would like to be more involved in project implementation work, not just as beneficiaries or survey respondents. Involving parents more closely in the project could bring additional important protective and preventative benefits to SWC, and should be further explored.

Health

General Health: Visits to PHCs, hospitals, doctor's visits (health check-up camps) and first aid training have all resulted in health improvements for SWC and their families. This is a key area where CHETNA has achieved sustainability in that the SWCs who attended the PHC or hospitals are likely to do so in emergency situations whether or not CHETNA is present. Whether this translates into regular check-ups is not clear and this maybe an area where the involvement of parents is also crucial. Further consolidation of this work is now needed to embed these project activities within communities, as well as continued advocacy with duty bearers to further facilitate access of SWC and their families to basic health care.

Practical steps CHETNA can take include:

- Track the health status of SWCs attending the CPs and schools through the M&E reporting mechanism to identify changes;
- Partnering with other NGOs who offer nutritional support and consider how this could be rolled out to SWC throughout its CPs and Harmful Substance Abuse Centres.

Substance Abuse: While there is some evidence of a reduction in substance use by SWC through this project, it may be necessary to:

- Identify carefully how this is being measured and agree common definitions around this;
- Reassess provision of this service for children as this project draws to a close and build on what has already been achieved. This may be an area where linking up with specialist organisations may prove a more cost effective way of tackling this issue. Links could also be made with other local organisations which may be in a position to provide more services e.g. night shelters, withdrawal programmes etc. to improve protection and services for these particularly vulnerable children.

Protection

The consultations and workshops have been excellent ways of putting forward the issues that SWC and seeking solutions. Police station visits have been attributed by children and law enforcement officials alike as a key strategy in breaking down barriers of mutual mistrust, in reducing police violence, and in building children's confidence in these duty bearers. Police attitudes and behaviour

towards SWC and the laws which protect them are improving, and protection for SWC in the target areas is increasing as a result.

- As a starting point, CHETNA needs to develop a plan for managing how the training it delivers can be made more sustainable given the high turnover rates within the police force – in terms of transfers out of the stations they work with. For example a ‘training of trainers’ methodology with appropriate training manuals that the police can themselves use for training purposes might be a way forward to embed learning within the police force.
- Identify clear action points within consultations that are tracked over time so that changes can be identified.

Participation

The growth and success of *Badhte Kadam*, and the increasing maturity of its leaders and structures, have led to some calls for the organisation to become more independent from CHETNA, in order to represent the rights of all of Delhi’s SWC. A successful move towards greater independence is both a major challenge as well as a significant opportunity to develop a representative and independent voice for street and working children – requiring careful management and mentoring.

- In the next design phase, consideration needs to be given to developing a strategy for *Badhte Kadam* to make it more operationally independent, financially stable, and inclusive of all SWC – irrespective of whether they are involved in CHETNA’s projects.
- Consider how SWC beyond 18 can be included in BK and how SWC membership can be extended beyond CHETNA project beneficiaries.

BK’s newspaper, *Balaknama*, is proving itself as a successful tool for outreach amongst SWC, their families and those with whom they interact. BK members should be supported in their aspirations to publish on a monthly basis and to expand its scope.

- As part of the overall strategic plan for *Badhte Kadam*, consideration should be given to expanding beyond the print media and how this will be realised.

Organisational Recommendations

Consolidation of gains, organisational needs assessment and strategic plan: CHETNA has grown significantly as an organisation and in its learning over the course of this project. While the inevitable encouragement to expand its work has come from a number of beneficiaries and stakeholders, these calls should be resisted. Now is the time to consolidate organisational learning and to focus on strengthening and deepening the gains made in its communities of operation. CHETNA has reached a level of maturity which means it is time to reflect on the strategic direction of the organisation and its organisational structure. At present, it has no strategic plan. CHETNA tends to work around projects and build capacity accordingly rather than having an overall strategic plan and building the organisational capacity around that. We understand that CHETNA is already looking at a strategic vision and recommend that HOPE and CHETNA continue to dialogue on this and the partner profile to identify the specific developments, gaps and seek funding for this in the next design phase.

Leadership/Staff: CHETNA’s capable and committed staff are its chief asset. In particular, there is an urgent need to focus on building the capacities of senior staff and management within CHETNA to support the Director and the longer-term sustainability of the organisation. There is a need to consider a second tier of leadership with higher levels of management responsibility rather than project responsibility. In addition staff retention and development will be critical to the future success of the organisation.

Project Design and Implementation: The size and ambition of this project lends itself to implementation over a period longer than three years duration. This is especially important given the development of prevention activities – a new organisational approach for which there was limited organisational experience. Detailed assessment and analysis will be needed in advance of developing any new or follow-up project. This should include, at a minimum, analysis of the context, power relations, needs assessment, stakeholder analysis and a mapping of what other NGOs are operational and what services are offered for possible partnerships. A project theory of change is also needed to better understand and test project thinking. There is the potential for the Consortium for Street Children (CSC) to play an even greater role in the next project. As an international authority on street children programming, involving the Director of the CSC, Dr. Sarah Thomas de Benitez in all aspects of project design (including designing appropriate monitoring systems) will be a critical element. Also, in the next project design, there is a need to focus on the development of a thorough and well-costed draft end of project evaluation plan as part of the project design and proposal preparation process.

Monitoring & Evaluation: This is a big task and CHETNA has started the process of putting excellent systems in place for monitoring the basic targets. CHETNA needs to strengthen its monitoring tools to measure the change in people's lives as a result of its activities. This particularly relates to assessing the impact of awareness raising, increased knowledge levels, as well as the results of greater self-esteem. There are gaps that need to be considered and one to two additional members of staff to the M&E team will help to create the space for improvements in systems to collect data on the more difficult to measure areas such as changes in levels of awareness. Use of before/after surveys, FGDs following up on how what has been learnt has been acted on and most significant change stories will help to build a more detailed picture of change and what CHETNA is achieving. Media tracking and analysis of what is being achieved is also required (see below)

Marketing and Fundraising: This is a critical area for CHETNA, which has the potential to develop its local fundraising capacity. Many staff have good ideas of how to generate funds locally and nationally that will make the organisation's work more sustainable. Now could be the right time for bringing a fundraiser or marketing person on board to catalyse these ideas. HOPE's fundraising expertise could also be further utilised to raise unrestricted income, particularly amongst the Indian diaspora in the UK.

Communications and Media: CHETNA excels at being able to communicate its message to a wide range of audiences using the media. At present, this is very much a task for the Director. In addition, tracking not just the media hits but also the changes brought about by its exceptional ability to access the media is not sufficiently harnessed. There is a particular lack of clarity around how this is being effectively monitored.

Recommendations for HOPE, Comic Relief and the Consortium for Street Children

HOPE has been a supportive partner to CHETNA. However, while it is noted that HOPE met Comic Relief's project grant conditions in full (which focused on its organisational capacity to manage this and other grants), tackling its programmatic staffing constraints and investing in the capacity of its programmes and partnerships team remains a prerequisite to providing appropriate support for CHETNA and other partners.

HOPE could also play a key role in supporting the capacity building of second level senior CHETNA staff to support the effective management and sustainability of CHETNA going forward.

The relationship with the Consortium for Street Children has paved the way for CHETNA to undertake higher level advocacy, both within India and internationally and to share learning with other NGOs working with street children. CSC also has an excellent understanding of the types of programmatic components necessary to bring about real change in the lives of street children and this expertise could be harnessed in the design phase of any new project – and could bring continued benefits to both organisations.

In the next project design, there is a need to focus on the development of a thorough and well-costed end of project evaluation plan as part of the project design and proposal preparation process. This should be assessed by Comic Relief as part of the proposal assessment process. In addition, the project baseline needs to measure indicators and targets at the very start of the project (neither before the project starts, nor once project implementation has started in earnest), and again at the end of the project to measure the change that the project has realised

Comic Relief should ensure that in the Grant Start Up form the activities are clearly indicated per outcome, with those activities that have an impact on more than one outcome clearly identified. Comic Relief should also request applicant organisations to prepare a draft end of project evaluation plan to be assessed as part of the application process.

ENDS