

***STREET CHILDREN IN ADDIS ABABA: EXPLORING POLICY
FRAMEWORK FOR INTERVENTIONS***

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ENROLMENT NUMBER: ID1266476

**A THESIS SUBMITTED TO INDIRA GANDHI NATIONAL OPEN
UNIVERSITY (IGNOU), NEW DELHI FOR THE PARTIAL
FULFILMENT OF THE MSW**

NAME OF THE STUDY CENTER: IGNOU-SMU

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N OVEMBER, 2015

Acknowledgement

First of all, I would like to thank Mr. Mosisa Kejela, my advisor, for his overall guidance and support in shaping this research. My special thanks go to Mr. Balay Getahun (Supervisor of the documentation center in FSCE) for his unlimited support in providing all related studies and reports on street children. Ms.Konjit I do not have any word to express my gratitude to you. With all your cooperation this research became a meaningful study. Thank you.

My friends, especially, WoldeYedessa and TasfaWokuma have a special role for the accomplishment of this study by providing a moral support and encouragement.

ACRONYMS

ACPF	African Child Policy Forum
ACRWC	African Charter on the Rights and Welfare of the Child
BoFED	Bureau of Finance and Economic Development
BoLSA	Bureau of Labor and Social Affairs
BoWCA	Bureau of Women and Children Affairs
CBOs	Community Based Organizations
CRC	Convention on the Rights of the Child
CFC	Child Friendly City
CSC	Consortium on Street Children
EHRECO	Ethiopian Human Right Council
FASCW	Forum for Actors in Street child Work
FBOs	Faith Based Organizations
FDRE	Federal Democratic Republic of Ethiopia
FHI	The science of improving lives
FSCE	Forum on Street children - Ethiopia
HAPCO	HIV/AIDS Prevention and Control Office
IRIN	Integrated Regional Information Networks
MoJ	Ministry of Justice
MoLSA	Ministry of Labor and Social Affairs
MoWA	Ministry of Women Affairs
NGO	Nongovernmental Organization
OVC	Orphan and Vulnerable Children
PDRE	Provisional Democratic Republic of Ethiopia
SCUKS	Save the Children United Kingdom
UMP	Urban management program
UNESCO	United Nations' Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations' Children's Fund
WHO	World Health Organization

Abstract

This research was initiated to explore the policy framework of interventions established to address the problems of street children in Addis Ababa. In line with this, the manner in which these interventions are established and governed; the challenges of administering them without a comprehensive policy; factors that may hinder the formulation of comprehensive policy and a proposed policy options were aimed to be explored. To achieve these objectives, different type of data collection methods were used. These include; survey questionnaire, key informant interview and document analysis. The survey questionnaire was filled by 181 respondents selected through the use of convenience sampling technique. Out of which 145 of them were street children, 20 officials/experts were from NGOs and 16 were from officials/experts of the government bureaus. Key informant interviews were conducted with selected individuals from the three groups. The data collected through the above methods was analyzed and presented descriptively. The findings revealed that: the city administration has been facing a number of challenges in administering the interventions on the street children in the absence of comprehensive city wide policy. These include: lack of uniform mechanisms of supervision, duplication of efforts and wastage of resources. Besides, there are major factors and assumptions that hindered the formulation of city wide policy. Factors such as lack of awareness among the major stakeholder on the magnitude and scope of the problem: lack of commitment and shortage of resource in the one hand, and strong believes on the broader international, national and sectoral policies as enough and adequate to address the problem on the other, are found to be the major impediment for policy formulation. Finally, the proposed policy option, which is initiated, based on the right based and holistic approach and the child friendly city initiative, has found a massive support from the respondents. Hence, the proposed policy option has been presented as a mechanism to address the aforementioned challenges in administering the interventions. Besides, additional ways of improving the existing situation have been indicated. These include; awareness creation on the problem, improving the resource base of the city administration and creation of uniform transparency and accountability mechanisms.

Operational definitions

- **Child participation** is an ongoing process of children's active involvement in decisions that affect their lives.
- **Child Streetism** is used to refer the way of life of the street children.
- **Intervention** is any planned action of governmental or nongovernmental organizations which aims to address the problems of street children.
- **Local government/ municipality** in this study; the two words used interchangeably to refer the city government/ administration.
- **Policy framework** is the existing international, national and local policy situations that govern the interventions concerning the street children.
- **Right based approach** is an approach that uses the principles of child rights to plan, manage, implement and monitor programs with the overall goal of strengthening the rights of the child as defined it is defined in the United nation Convention on the Rights of the child
- **Social welfare policy** refers to the principles, activities, or framework for action adopted by a government to ensure a socially defined level of individual, family, and community well-being.
- **Street children**, in this study refer to children under the age of 18, who either live or make a living on the streets.

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CHAPTER ONE

INTRODUCTION

1.1. Background of the Study

The meaning of the term street children has been widely debated and it is difficult to find a typical definition for it (Ennew, 2003). In its most common usage the term has been applied to refer children under the age of 18, who either live or make a living on the streets. Some may have family connections, but others are simply abandoned or choose to run away from home (CSC, 2009). Poverty has multiple dimensions and manifestations. As a developing country striving in a pathway towards modernization and urbanization, one form in which poverty expresses itself is the outgrowth of street children (Dybiczy, 2005). Among other things, the growing presence of children on the streets of urban areas engaged in scavenging for food, hawking or soliciting while their peers are in school, can be considered as one of the deprivations caused by poverty (Ouma, 2004).

Due to the fluid nature of the problem, nobody knows how many street children there are globally. Estimates have ranged from 100 million to 150 million, but these figures are not proven and are impossible to confirm (Hutchison, 2010). According to UNICEF, the number is increasing as the global population grows and as urbanization continues apace (2005).

Street children are mostly found in urban areas, and rapid urbanization is one factor that has contributed to their prevalence. As Ray Hutchison identifies, the growing gaps between the rich and poor, poverty, conflict, famine, natural disasters, family breakdowns, and the increase of domestic violence are among the reasons given for the increasing numbers of street children worldwide (2010).

Although the street children phenomenon is a global one, Latin American, African, and Asian countries are typically affected by the problem more than any other part of the world (ibid). In recent years, these children have become a common feature in the urban landscape of most developing countries (Acker et al, 1994).

Since Ethiopia is one of the developing countries, its urban areas are challenged by the growing intensity of street children (MoLSA, 1993). Such problem could be emerged as a result of assorted reasons, which include unbearable problem at home, dreaming more freedom on the street and peer pressure. Regardless of the causes, all the children are expected to face the challenges of life by themselves. As a result, they involved in diverse informal sector activities to earn income. According to MoLSA,2004 street children are usually engaged in shoe shining, carrying goods for customers, begging, watching and washing cars, selling cigarettes, lottery, and chewing gum while the girls are selling food items in the markets, selling roasted bean in the bars at night.

As it is noticeably witnessed, street children are not single and homogeneous groups. Rather, it is very hard to describe a typical street child due to their uniqueness (Hutchison, 2010). Some of these children are spending most of the day time on the street and they return to their family at night. However, others spend both the day and night on the street. These children are generally referred to as 'children on the street' and children of the street' respectively (WHO, 2000). The children of the street have no home but the street. In addition to these, there are children who are a part of a street family; i.e. some children live on the sidewalks or city squares with the rest of their families (ibid).

In its most fundamental sense, providing a solution to a social problem is the only reason for a social welfare policy or social programs to be established (Chambers, 1993). In line with this claim, the policy may take both proactive and remedial mode (UNICEF, 2007). FDRE, has been taking several measures concerning children in general and street children in particular. However, its basic approach does not differ significantly from its predecessor. The interventions continued as supportive at one time and punitive at another. On the supportive side, the government shows its commitment by ratifying the major international conventions that promotes the rights and welfare of children. In line with this, the government ratified both the United Nation CRC and the ACRWC. Besides, the government attempts to harmonize the domestic laws and policies with the provisions of the conventions (MoWA and HAPCO, 2010). Concerning polices that affect the rights of children in general and the street children in particular, the government formulated the federal developmental social welfare policy in 1996. The objective of the policy revolved around creating an agreeable environment for sustainable

development in the country. The major targets of the policy are vulnerable groups. Children mentioned as one of the most vulnerable groups that needs protection.

Accordingly, the policy raised the issue of street children as one of the major social problems of the urban areas. For all social problems including streetism, it provides three major approaches of interventions; namely preventive, developmental and rehabilitation.

The government (both the federal and regional/municipal) have been conducting different interventions to address the problems of street children independently as well as in cooperation with organizations like UNICEF and other NGOs (FSCE, 2001b). As a matter of fact, governments could not have the capacity to address all social problems by themselves.

1.2. Statement of the Problem

The problems of street children in Ethiopia had got recognition from the government since the era of the Dereg (MoLSA, 1988). According to the first survey on the problems of street children conducted by Rehabilitation Agency in 1974, there were around 5004 street children in Addis Ababa (ibid). Since then, the magnitude of the problem in the country in general, and in the capital city, Addis Ababa in particular, has been increasing and becoming one of the major social challenges.

As a relatively recent estimate indicates, the number of street children in Ethiopia ranges from 150,000 – 600,000 nationally and 60,000 - 100,000 in the capital city, Addis Ababa (CSC, 2009). Furthermore, UNICEF and others estimate this number to be much higher. Many also agree that the number of street children is increasing in major urban centers, particularly in Addis Ababa (FDRE, 2007).

Even though there are huge discrepancies on the number of the street children, the scope and magnitude of the problem is evidently increasing in an alarming rate (FSCE, 2003). As a result of this, streetism has become one of the major concerns for the government, NGOs and the community as a whole and requires a lasting solution. Traditionally the response to street children by most governments in Africa and elsewhere has been repression (Kopoka, 2000). In order to ‘clean-up’ their streets, city governments, usually attempt to repress children and sometimes forcibly move their rescue centers outside of the cities (Vanderschueren et al, 1996). Such kinds of responses have been applied in a number of countries including Ethiopia. In Ethiopia, the attempts of removing children from the street have been made by both the previous

and the current governments. The street children had round up by the police force and were dropped in remote forests (CSC, 2009). However, such kind of searches for a quick 'fix' is unlikely to succeed and may even aggravate the situation (Dybciz, 2005). As a result, governments and all other concerned parties have to search a genuine solution to the problems of these children.

In Ethiopia in general and in Addis Ababa in particular, most of the direct actions to support the street children have been largely undertaken by the nongovernmental actors (FSCE, 2001b). However, as the root causes of children's vulnerability are diverse, their needs can only be fulfilled through a delivery of wide range services (ibid). In a manner that seems it considered this reality, different interventions have been established to support and fulfill the needs of the street children. The focuses of these interventions usually differ from one another. Some of them focus on delivering basic services, others on providing health care or educational services, and some others on promoting and protecting the human rights of these children (FSCE, 2003). On a workshop organized by Forum on Street Children-Ethiopia in 2001, it was indicated that, the existing interventions which were characterized by small scale efforts, were not equivalent with the ever increasing number of the street children. Even if there were newly emerging initiatives to address the problem, most of them were typically providing similar services as the older organizations (FSCE, 2001a).

Since most of the non-governmental actions to address the problems of street children have a limited scope, the involvement of the government on the issue seems imperative (FSCE, 2003). Due to the multidimensional nature of the problem and the wide range of actors involved in the interventions, a mechanism for integration and cooperation is considered necessary. In line with this, Ennew argues that the real solution to the problem of streetism lie in the hands of the government; both at local and national level (1994).

This is due to the fact that governments are legally situated in a position that provides regulative and coordinative capabilities of interventions. The international conventions on children, particularly, the United Nation CRC and the African Charter on the Rights and Welfare of the Child (ACRWC) provide framework of policies and practice that affects the welfare of children. Based on these conventions governments are expected to establish their own laws and policies to promote the rights and welfare of their children (MoWA and HAPCO, 2010). Ethiopia had

ratified both conventions in 1991 and 2002 respectively. In line with this, the government attempts to reform the existing legal and policy documents and formulating the new one.

Basically, the FDRE constitution provides a provision to guarantee the right of every child. The constitution clearly stipulated, the rights of child, including the street children, to life, name, nationality and etc...Based on the above conventions and the federal constitution, the government have been engaged in reforming the existing and formulating new laws and policies to promote the right and welfare of children (Conticini2008).

From the reviewed literature for the purpose of this study (including MoLSA, 2005; Conticini, 2008 and Cardoso, 2010), it appears that there is lack of clear and comprehensive policy guideline to address the problems of the street children in Ethiopia.

The major and the lone policy document that has a direct linkage with the problem of streetism is the developmental social welfare policy, which was introduced by MoLSA in 1996. The general objective of the policy is to create a social condition conducive to a healthy life and sustainable development that will benefit all members of the society. In the process it gives a special attention to vulnerable groups of the society, including the street children. Furthermore, the policy provides an article that allows the regional governments to formulate their own welfare policy according to their local context (MoLSA, 1996).

As national policies usually are general and all-encompassing, local authorities have to translate such macro-level policies to micro-level policies to suit with their situations (UMP, 2000). So national policies; like the developmental social welfare policy, has to be translated by the local governments. Furthermore, due to the process of decentralization and devolution of authority to local governments, municipalities increasingly assume policy making and implementation powers to facilitate more effective local decision making (Vanderschueren et al, cited in UMP, 2000). This is mainly due to the fact that many of the intervention areas pertaining to street children rehabilitation fall within the realm of local government responsibilities (ibid).

However, the policy situation of Addis Ababa does not follow this pattern. In the case of Addis Ababa, the problems of street children, as the lower estimate indicates 60,000 and the higher with 100,000, has become one of the major social problems in the city (CSC, 2009 and SCUK, 2004). This figure indicates how the problem is severe in the city than any other parts of the

country. Due to this fact, majority of the existing organizations that intervene to address the problems of street children were operating in Addis Ababa (FSCE, 2003).

Despite the fact that there is a reform in the legal and policy frames which promote the rights of the street children and an increase in the involvement of the NGOs to address the problem of the street children, the magnitude of the problem is still increasing (FDRE, 2007). The intervention mechanisms of both governmental and nongovernmental organizations, to deal with the problems of street children in Addis Ababa, have not so far shown a visible result in reducing the intensity (FSCE, 2003). In most cases such interventions failed to bring a desired outcome in the lives of the street children, not only due to the lack of sufficient resource, but also by the lack of proper planning and policies of the government (Grundling and Grundling , 2005).

In the absence of any relevant literature on the policy situation of the street children in Addis Ababa, the researcher practical investigation on the issue resulted in justifying that there is no comprehensive policy document for these children. However, as indicated above, both the magnitude of the problem and the number of interventions to address it are increasing.

Therefore, in this study, an attempt will be made to explore the policy framework of interventions to address the problem of the street children in Addis Ababa and provide recommendations to realize an appropriate policy.

1.3. Objectives of the study

1.3.1. General Objective

The general objective of this research is to explore the policy framework of interventions established to address the problems of the street children in Addis Ababa and provide recommendations to realize a citywide policy.

1.3.2. Specific Objective

In line with this, the specific objectives of the study attempted to:

- ✓ Assess how the interventions for street children in Addis Ababa are established and governed.
- ✓ Assess the actual and potential challenges of administering the interventions in Addis Ababa.

- ✓ Identify major factors that may hinder formulation of a citywide policy to address the problem of street children in Addis Ababa.
- ✓ Indicate a workable policy option to address the problems of street children.

1.4. Significance of the Study

Children represent hope and the future in every society; therefore, solving the problems of the children in general and the street children in particular can serve as an input for sustainable development. In the last 50 years various interventions have been conducted by different actors to address the problem of street children in Addis Ababa. Nevertheless, the magnitude and scope of the problem is still increasing.

Therefore, the practical significance of this study is to contribute directly for the improvement of the policy framework that governs interventions on street children in Addis Ababa. The study will serve directly to Addis Ababa City Administration by indicating the overall policy situation of interventions and mechanisms for its improvement. In addition to this, the study will attempt to add some theoretical contribution on the literature concerning the issue of street children and efforts to address their problem.

1.5. Scope of the Study

Streetism is becoming one of the major challenges of all urban areas of Ethiopia. Especially, the capital city Addis Ababa is among the cities that are highly affected by the problem of street children. Since 1974, there have been attempts to conduct a research concerning the problem of these children in the country in general and in Addis Ababa in particular.

Majority of the previous studies focused on the causes, magnitude and nature of the problem of the street children. This study, rather than attempt to repeat the previous studies, it focused and limited to explore the policy framework for interventions established to address the problem of street children in the city. Specifically, this research focused to exploring the policy and institutional structures established to administer the interventions. Due to this, the study will confine to explore how the interventions on the street children are established and governed and the major challenges that the city administration have been facing in administering the interventions.

Concerning the direct support for the street children in the city, most of the services came from nongovernmental actors such as: NGOs, FBOs (Faith Based Organizations) and CBOs (Community Based Organizations). Among these actors, the study took NGOs as primary actor involved in conducting interventions. These organizations selected among others because they are the major actors involved in conducting interventions. However, the study not included the effectiveness, success and limitations of specific organization/s and intervention/s. Instead, it limited to explore a policy option that could guide all the interventions to common goal, creating cooperative environment and providing a sustainable solution to the problem.

On the other hand, primary data collected from different stakeholders including the street children. Though the term children in Ethiopia include all children below the age of 18, the street children included in the study are children above the age of 14. The minimum age limit targeted by the research on the belief that children below this age would not understand the issue easily. As a result, children who were working or living on the street have taken as the major sources of data

1.6. Limitation of the study

In conducting any research, the availability of relevant and up-to-dated documents on the issue plays a pivotal role for the success of the study. However, concerning the issue of street children in Ethiopia, there is a lack of well-organized documentation centers (both governmental and nongovernmental) with the exception of the Library of MoLSA and FSCE. Furthermore, by the time this research was conducted the mandate of administering the issue of children had been transferred from MoLSA/BoLSA to MoWA/ BoWCA. In such transitional period the chance getting the required and relevant governmental documents was minimal. Furthermore, in some cases, the experts were reluctant to give the available documents on the issue. As a result, the researcher was challenged to access previous studies and policy documents on the issue timely.

Inaccessibility of both government and nongovernmental organizations officials and experts for interview was another challenge for this study. Due to this, the study is forced to use limited instruments to collect the primary data. However, it would be better if the primary data gathered through questionnaire and key informant interview had been supported by focus group discussion. Due to the inaccessibility of the experts and officials in the one hand and the time bound set for the accomplishment of the study deny the chance of conducting focus group discussion.

In the process of administering the questionnaire for the street children the researcher faced some challenges. As the major objective of this study is to explore the policy framework of intervention for the street children, some of the questions included in the questionnaire have been a bit difficult for the children to comprehend them easily. As a result, the researcher used extra efforts in order to explain these questions for the children. By doing so the seemingly tough challenge had solved.

1.7. Chapter plan

The paper organized into five chapters. The first chapter attempts to explain the background of the study. Following this, the statement of the problem, the objective and research questions are presented in this chapter. The second chapter deals with review of related literatures of the study. In the third chapter research design and methodology of the study is presented. The data that obtained from both primary and secondary sources is discussed and analyzed in chapter four. Chapter five focuses on conclusions of the study and potentially relevant recommendations to provide sustainable solution to the problems of street children.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Children represent hope and future in any society. As a result, investing on today's children is expected from every society so as to sustain its future socio-economic, political and cultural development (Vazquez, 2008). Missing such kind of chances will bring a huge socio-economic cost for the society in the long run. In most developing countries, this chance has been easily spoiled by different factors, including; natural disasters, armed conflict, civil war, lack of good governance and prevalence of absolute poverty (Subbarao and Diane, 2004; Garcia *et al*, 2008).

Most developing countries are commonly characterized by extreme poverty, unplanned and ever increasing levels of urbanization, rapid change towards modernization and the prevalence of HIV/AIDS. The predominance of such conditions will force some segment of the society to face the burden of exclusion and vulnerability (Vanderschuerenet *al*, 1996). The majority of poor people who are living in these countries in general and their children in particular; are among the major victims of such vulnerability (*ibid*). Children are the first to be highly vulnerable to problems among groups of the society both in urban and rural areas (NSPP *et*, 2014).

Vulnerable children usually include a child who is less than 18 years of age and whose survival, care, protection or development might have been jeopardized due to a particular condition, and who is found in a situation that prohibits the fulfillment of his/her rights (MoWA, 2010). Among others, children who are working and living on the street, commonly labeled as '*street children*', are among the children included in the category of vulnerable children. The definitions of the term, street children, differ from country to country depending on their local context.

2.2 Street Children, Interventions and Social Welfare Policy

2.2.1 Street Children

The meaning of the term street children has been widely debated and it is difficult to find a typical definition for it (Ennew, 2003). For some, the generic term 'street children' obscures the heterogeneity in the actual circumstances of the children and does not reflect the fluidity in which they move on and off the street (Panter-Brick, 2002). As a result, it failed to reflect the real situation of the children. Furthermore, it also argued that the term has a negative connotation

which results in labeling and stigmatizing children (*ibid*). On the contrary, the term ‘street children’ is accepted positively and appreciated as a means that create specific identity and a sense of belonging among the children.

In its most common usage the term has been applied to refer children under the age of 18, who either live or make a living on the streets. Some may have family connections, but others are simply abandoned or choose to run away from home (MSWE-002, 2012). Similarly Hutchison defines street child as any boy or girl under the age of 18 who lives, works, or does both, on the street or in any other urban public space, often without the supervision or protection of an adult (Hutchison, 2010). From both definitions one can understand that the family linkage and the place where these children spend their time are taken as the major criteria to categorize them as street children.

2.2.2 Interventions

To begin with the definition, an intervention refers to a purposeful action taken to influence a given situation (Fraser *et al*, 2009). Particularly in social work, intervention refers to steps taken by a qualified practitioner to modify an aspect of an individual, group or communities behavior, as part of an overall strategy to help them solve or reduce a problem or function better in some area of their lives (FASCW, 2001). From these definitions, one can easily recognize that an intervention is a planned action to change an existing situation for a better one. This change will be achieved through the involvement of professionals. In fact, all interventions may not take similar pattern and focus. One intervention may differ from the other based on a number of factors, including their scope, purpose, magnitude, motivation and so on.

According to Fraser *et al* (2009), interventions can be broadly categorized as *structural and place based*. Structural interventions are interventions that tend to affect socialstructures; such as social controls, opportunities and access, social roles, or socioeconomicstatus. On the other hand, a place based interventions emphasizes on where,who, and how the intervention is taken. The focus of such interventions usually is aspecific group of people who share common space and or subscribe to common goals and values (*ibid*). In this study the term intervention will exclusively be used to refer to thesecond category; a place based intervention. This is due to the fact that all theinterventions that affect children are typically categorized as place based intervention.

2.2.2.1 Interventions to Address the Problems of Street Children

Concerning the interventions in the lives of children in general and the street children in particular, there are two broad dimensions, namely; *need/charity based* and *right based* interventions. These perspectives view children and the service provided to them from different point of views (SC Sweden, 2002; Amtizs, 2003).

The assumptions that consider the issue providing services for children as voluntary activity has completely shifted and became mandatory. In line with this, all actors involved in providing services for children are forced to be accountable for their actions. Through time, the need/charity based approach for intervention on children recognized as unsuccessful in bringing sustainable change (SCUK, 2002; Theis, 2004). As a result, a change in the approach of the service delivery was considered necessary. Globally, this change was directly associated with the ratification of the CRC in 1989.

The CRC has been ratified by almost all countries of the world, including Ethiopia.

Accordingly, the convention provides a rights-based framework for intervention in the lives of children, including street children (Ennew, 2003). In line with this, the convention establish universal standards for children rights to dignity, freedom from discrimination, survival, development, protection, and participation, with overall consideration given to the best interests of the child (*ibid*).

Within the right based framework, interventions in the lives of the street children may take two major approaches, namely; *human development and service based* interventions (Ennew, 1994). The two approaches differ from one another basically on the duration and strategies they pursue. The human development approach focused on a long term perspectives that concentrate in developing the skills and confidence of the children so as to reintegrate them in to the mainstream society. To this end, the approach utilizes strategies like providing non formal education and vocational trainings for the street children; reintegrating the children to their families, schools and the labor market; and involving family and the community in the interventions (Ennew, 2003; Volpi, 2002).

On the other hand, the service based approach is focused in providing a short term services to fulfill the immediate needs of the children and to protect them from danger, abuse and exploitation. This may include providing food, shelter, health services, and shorter-term training and counseling opportunities in drop-in centers (Ennew, 1994). Though, responding to the

immediate needs and situation of street children is important it should be considered as only as a short-term solution. If not, services provisions, like food shelter and clothes through continuous charitable handouts, will make street life more bearable for the children. Besides, it will also create dependency of the children on the organizations (Volpi, 2002; Ennew, 2003).

Furthermore, such kind of interventions may not help the children to address their problems sustainably. **Therefore**, in order to make the benefits of interventions sustainable, both should be kept balanced; providing a short term solution (services for the children) on the one hand and working to promote human development on the other. Such regulative role, keeping the balance of these interventions, is usually among the dominion of governments.

2.2.2.2. Major Challenges of Administering Interventions on the Street Children

In order to address the problems of street children, a number of actors have been involved directly or indirectly (Kopoka, 2000). These actors include governments, NGOs, CBOs and FBOs. Any comprehensive response to the problems of street children requires the mobilization these actors side by side with the local communities, private actors, the family and the children themselves (*ibid*). In order to manage the activities of these actors, there should be some sort of arrangement that could guide the activity of these actors towards common national /city wide goals.

From legal perspectives, the duty of coordinating and supervising these interventions is hugely remained under the dominion of governments both at national and local level (West, 2005). However, as experience indicates in most developing countries, governments are either incapacitated or reluctant to be involved in conducting interventions and supporting or supervising the efforts of other actors (Kopoka, 2000). Frequently, governments are constrained and challenged to take progressive actions to address the problems of street children and fulfill their duty of regulating the interventions of other actors. This could be resulted from various reasons.

Firstly, most governments do not have a clear image about the problems of street children (*ibid*). Even departments entrusted for the children affairs, often a time failed to recognize the scope and severity of the problem. In line with this, governments tend to failed to formulate relevant policies and legislations for the street children or failed to implement the existing one (CSC, 2001; Kopoka, 2000). Secondly, the problems of street children by its very nature might cause additional challenges on governments. As the problem of streetism tends to fall between the

jurisdictions of various ministerial and sectoral offices, neither of them will provide an effective solutions to the problem (Kopoka, 2000). Regularly, each sectoral office has far ‘more urgent problems’ on hand than street children. So, none of them will be interested to take the overall responsibility of addressing the problem (*ibid*). As a result, the issue of child streetism will be left without a prime responsible governmental agency to deal with it.

When governments are preoccupied with other ‘*more important issues*’, the task of dealing with the problem of the street children will be largely left for nongovernmental organizations (West, 2000). However, as experiences show that, without a comprehensive framework of the government, there will be various problems in the provision of coherent and adequate services for street children (CSC, 2001). This might be caused due to lack of coordination, standards and inspection system. Such unregulated interventions, mostly tend to bring unintended results in their clients. Furthermore, they will aggravate the problem they are attempting to address (West, 2000).

It follows that, in order to address the problem of child streetism in a sustainable manner by culminating such shortcomings, formulating and implementing relevant laws and policies appears to be necessary. By recognizing such realities, most governments ratified the relevant international and regional conventions on the rights of children. Furthermore, they are engaged in formulating their own social welfare policy to address the problem. The nature of such policies, their basic features and some of the potential hindrance to formulate such policies are discussed in the next sub section.

2.2.3 Social Welfare Policy

Before going to the detail discussion on policies directly related with the problems of street children, let us first operationally define the concept of social welfare policy. As a sub set of social policy; social welfare policy may be defined as the formal and consistent ordering of affairs adopted by the government to establish basic principles, activities, or framework of actions to ensure the well-being of the society (Colby, 2008). In line with this, the policy helps to establish a system of programs and services that are designed to meet the needs of the society as a whole. All the programs that are to be implemented by the government, and will focus on the most disadvantaged groups of the society, especially those who are not able to benefit from the social and economic growth (SPP of FDRE, 2014).

2.2.3.1 Types of Social Welfare Policy

Social welfare policies differ from each other for various reasons like, their objectives, scope, target and etc. Based on their objectives, social welfare policies can be distinguished as proactive and remedial (UNICEF, 2007); and based on their geographic and cultural scope; as macro and micro policy (Colby, 2008).

In its most fundamental sense, providing a solution to a social problem is the only reason for a social welfare policy or social programs to be established (Chambers, 1993). In line with this claim, the policy may take both **proactive** and **remedial** mode (UNICEF, 2007).

In its proactive mode, social policy mostly attempt to address structural issues, such as facilitating access to credit, health care service, education, infrastructure and etc. On the other hand, social policy in its remedial mode encompasses policies and interventions that address vulnerabilities of individuals, children, households and communities. In this sense, the policy attempts to enable families to cope with or mitigate poverty or emergency situations, so as to be able to provide for their children despite dire conditions (UNICEF, 2007). The **proactive** and **remedial** social policies are not mutually exclusive. Rather, they are interrelated and belong to one another (*ibid*).

Apart from the above classification, social policies, based on their geographic borders and cultural divides, could also be categorized as macro and micro policy. In the case of macro social welfare policy, the policy provides a framework and means to strengthen larger communities. Conversely, micro social welfare policies directly influence the scope of work provided by the practitioner. Program eligibility, the form of services provided, a program's delivery structure, and funding mechanisms are the usual outcomes of micro social welfare policy (Colby, 2008).

Returning to the issue of street children, worldwide, the government responses to child vulnerability in general and to the problems of street children in particular, differ from one another mostly based on their resource capacity and political will. Though, all governments that ratify the CRC have a primary duty to promote and protect the rights of children, it does not necessarily mean that they must provide all the services for the children by themselves (West, 2005). **However**, it means that governments are responsible to ensure that services are available to these children and they are delivered appropriately and effectively (*ibid*).

Concerning the issue of street children, the policy alternative may possibly have both the remedial as well as the proactive elements. In such cases, priority will be given to the remedial

approach in order to address the existing problem of the children. However, a simultaneous effort has to be made to include the proactive elements of the welfare policy side by side with the remedial approach. The combinations of the two will help to address the problem of child streetism sustainably. In the next sub sections, the essential components of social welfare policy to address the problems of street children are discussed based on the basic principles of the CRC.

2.2.3.2 Formulating Social Welfare Policy for Street Children

For the formulation of social welfare policy for children, the CRC provides a framework based on right based approach. This framework is helpful not only to guide policy formulation but it also works as a guideline for practices and interventions concerning children, including street children (West, 2005). In line with this, any response to children's vulnerabilities, including street children, must be governed by a broader framework of policy which is right based and holistic (*ibid*).

This argument has been also supported by the CSC. Accordingly, CSC asserted that any efforts intended to bring effective and long-term solution to the problem of the street children have to fulfill some basic guiding principles (CSC, 2001). Among others, the guideline include, the unconditional use of the rights-based approach to programming, the utilization of holistic approach, integrated delivery and convergence of basic services in place of piecemeal interventions. These guidelines will govern the selection of policies, strategies, approaches and interventions for the well-being of street children (*ibid*).

As it is apparent from the aforementioned arguments, the social welfare policy for children in general and the street children in particular, should be governed by the broader framework of the CRC. Both West and CSC commonly argued for the inclusions of the right based and holistic approaches in all policies or practices that affect children.

Concerning the right based approach; most of the above mentioned characteristics and assumptions of the approach that works for the interventions, still remain valid to guide the formulation of a policy. **Additionally**, in this sub section, a slightly detailed explanation of the basic principles of the approach will be presented by focusing on a child welfare policy context.

As it is indicated above, the right based approach is established based on the CRC and promote the implementation of the convention. The convention included a wide range of rights for children, including street children. According to Ennew (2003), the two key principles for implementation of the convention with respect to street children are protection to participation.

In explaining her idea, Ennew further argues that protection is the main reason for intervening in the lives of street children.

In addition to protection, participation is another important principle of the convention for the street children. Street children, unlike their being usually perceived by the mainstream society; they are mostly knowledgeable about the causes of streetism, the difficult situation of street life and the survival strategies to win their difficulties (Kopoka, 2000). As a result, involving children in policy making process, as it is applied in the best practice of service delivery, is remains fundamental (West, 2005).

In recent years, the process of formulating a policy for children has been recognized as requirement at the very least consultation with children (*ibid*). This implies that, the child policy might be initiated and designed by adults, but children have to be informed about the situation and their opinions have to be treated seriously in order to improve the provisions of the policy (*ibid*).

In view of assessing the extent of commitment by African governments for their children, the ACPF has developed child-friendliness index. The concept of child friendliness builds on three central pillars of child rights and wellbeing, namely; protection, provision and participation (ACPF, 2008). The legal and policy framework of governments put in place to protect children against abuse and exploitation is taken as the major element to assess the protection index. In the case of provision, the governments' budgetary commitment to provide the basic needs of children will be assessed. How much the government allows children to take part and to have a say in decisions that affect their life, will indicate the last indicator, participation.

The above elements of the index presented for assessment are directly related with the right based approach. Furthermore, as it is indicated above by Ennew, two of the three elements of the index, namely; protection and participation, are the key principles of the CRC concerning the street children (2003). Therefore, in the assessment of the child friendliness index, the intervention, actions, polices and strategies established for the street children might have a central role in determining the rank of countries.

On the other hand, as it pointed out by West and CSC, a policy for children in general and for the street children in particular is expected not only to be right based but it also has to be holistic. Formulating a holistic policy usually requires the integration and coordination of services, rather than the verticalism inherent in many countries where ministries are concerned only with their

particular sectors, such as health or education, and are not linked to see how their policies interact and impact on children (West, 2005).

2.2.3.3. Major Impediments in Policy Formulation for Street Children

According to Phiri and Webb there are four major policy challenges that mostly affect policy formulation for vulnerable children like street children. These are, reaching consensus on policy-related definition of street children; the emergence and realization of a right based approach to address the problems of street children; mobilizing political will; and effective flow of resource base (cited in Smart, 2003).

The first challenge that may impede the formulation of a comprehensive policy is the lack of consensus on the definition of the term street children. In its frequent usage of the term, given by UNICEF, street children are categorized as children ‘on’ the street and children ‘of’ the street. However, this definition is not working similarly all over the world. As a result, the NGOs and governments experts usually forced to use their working definitions that are suitable for their activities (Acker and *et al.*, 1999). Due to such variations, the magnitude and uniqueness of the problem left without fully understood by the major decision makers (Anssel, 2005; Hutchison, 2010).

The second policy challenge identified by Phiri and Webb is the issue of right based approach for programming vulnerable/ street children. After the ratification of the CRC, the welfare/need based approach to child programming lose the ground to the right based programming. Though the convention is ratified by almost all countries of the world, the real shift in the governmental approach to the problem is not yet fully realized (SC Sweden, 2002).

Thirdly mobilizing the political will of the concerned parties is another policy challenge. The lack of political will of the officials will be manifested in various ways that include a total denial or showing reluctance to acknowledge the existence and magnitude of the problem. Based on such understanding, most governmental responses for the problem have been mainly characterized by repression and cleaning the urban areas by removing the street children forcefully.

On the other hands, even those governments that recognize the existence of the problem may fail to have a social policy relevant to the problem of the street children. Most national child policy, if it exist at all, usually tend to be very generalized and fails to identify street children as a special category requiring extraordinary attention (*ibid*). In relation to the first challenge

mentioned above, lack of consensus on the definition of street children, most governments underestimate the problem. This might be due to lack of relevant data on the magnitude and nature of the problem (Volpi, 2002). As a result, the problems of street children mostly left unspecified in the social policy of the government. However, the best practice in conducting interventions for street children indicates that even where street children are few in number, there is no excuse for lack of action (*ibid*).

2.3 The Role of Local Governments /Municipalities in addressing the Problems of Street Children

In most cases, national governments are too distant to observe and address the problems of street children effectively. Assessing the extent and causes of local problems affecting a city, like streetism and attempting to provide a solution for such kind of problems usually rests beyond the capacity of national governments. In such cases, local governments are best placed to understand the problem in detail (West; 2005). This is because that many intervention areas pertaining to street children rehabilitation usually fall within the realm of local government responsibilities.

Any interventions to address the problems of street children might be initiated by both governmental and nongovernmental actors. However, without the municipal support, all the NGOs efforts will not address the problem sustainably (Vanderschuerenet *al*, 1996).

This means the municipality involvement has a vital role in determining the success of the interventions. This might be due to three basic reasons. Firstly, the municipalities possess formal structures which persist over time. Secondly, municipalities are the main conduit for national and international initiatives and have the power to mobilize local resources. Thirdly, municipalities act as a political center which obtains its legal authority from the national government (UMP, 2000).

In line with this, Vanderschuerenet *al*, identifies some of the major rationales for municipalities intervention to address the problems of street children.

Accordingly, the following underlining principles were identified:

- Municipalities increasingly assume policy making and implementation powers to facilitate more effective local decision making;
- Municipalities are increasingly called upon to implement national social policy, and adapt national directive to local conditions;

- Municipal institutional capacity to manage existing resources and to mobilize additional resources is generally increasing; and
- It is increasingly recognized that civil society initiatives at local level; (by NGOs and CBOs) require local government support in order to have maximum impact (Vanderschueren *et al*, 1996 cited in UMP, 2000).

In addition to the aforementioned rationales, the issue of CFC can be also taken as a major factor that pushes municipalities' intervention for the street children. 'A Child Friendly City is a local system of good governance committed to fulfilling children's rights.' (Malone, 2006: 20). The concept of child friendly city can be defined in various ways. Among others UNICEF define a child friendly city as: *A system of good local governance committed to the fullest implementation of the Convention on the Rights of the Child. Large cities, medium size towns as well as smaller communities – even in rural settings– are all called to ensure that their governance gives priority to children and involves them in decision making processes. (Cited in Malone, 2006: 17)*

According to this definition, a municipality has a duty of translating the commitments made by the national governments in ratifying the CRC. To this end, as the Convention provides the basic framework for service delivery and policy formulation to address the problem of child vulnerability in general and street children in particular, a child friendly municipality has to follow this framework to achieve its objectives.

2.3.1 Useful Strategies for Local Governments' Interventions to Address the Problems of Street Children

As a matter of necessity, municipalities are forced to intervene to address the problems of street children (UMP, 2000). Though, local governments in Africa are confronted with an ever increasing number of street children, most of them do not quite know how to deal with it (*ibid*). As a result, they are hugely engaged in taking ruthless steps, clearing the children from the street without providing any viable alternative to them (Kopoka, 2000).

However, the end result of such interventions is unlikely to achieve their objectives; on the contrary, it may even aggravate the problem. Therefore, in dealing with the problems of street children, the municipality has to follow systematic and reasonable approaches.

Accordingly, in a working paper series of the Urban Management and Program (UMP, 2000), entitled "Street children and Gangs in African Cities: Guidelines for Local Authorities", extensive

lists of important strategies have been suggested for municipalities' action on how to deal with street children and gangs.

The strategies include:

- Interpret national policies;
- Formulate local policies and develop city-wide plan;
- Mobilize resources; conduct research and collect information;
- Create awareness and conduct advocacy;
- Provide services and devise child-centered development programs;
- Coordinate initiatives and build partnerships; and formulating a mechanism to monitor and evaluate the progress (UMP, 2000).

In relation to child friendly cities, municipalities have a responsibility to interpret the CRC and other commitments made by the national government. However, the CRC is not the only international policy that promotes the rights of a child; rather, there are other regional and continental policies like the ACRWC. Municipalities have a very important role which allows them to interpret these international and other national policies and translate them into local actions (*ibid*).

Next to this, they have to formulate their own local policies on the street children based on their local economic, political and cultural contexts (*ibid*). In formulating their policy the municipalities are also expected to use the broad national and international policy frameworks. In order to make the policy formulation process more effective, input from concerned governmental offices, NGOs working with children, families and with children themselves should be taken (UMP, 2000).

In providing services for the street children, local governments/ municipalities have two different options; these are improving the sectorial approach or following a holistic approach to address the problem (*ibid*). Local authorities traditionally formulate and interpret policies, allocate resources and implement programs along sectorial lines. The sectorial approach is necessary in situations where many stakeholders or departments are involved. This approach naturally believed to be general and benefit street children indirectly (West, 2005).

In contrast, a holistic approach for children requires the coordination and integration of services, across sectorial lines (*ibid*). The coordination refers to a process that involves sharing of information on activities, policies and strategies and even carrying out joint programs and

projects. Creating such kind of coordination and networking among different organizations have two major advantages (*ibid*).

Firstly, in municipalities, there are a variety of actors that provide services for the street children unilaterally in uncoordinated manner. This will end up in duplication of efforts and wastage of resources. Secondly, in most cases municipalities do not have sufficient amount of resource to deal with the problems of street children. Therefore, forming a partnership is an ideal solution to the local government in addressing the problems of street children (UMP, 2000).

Though, coordination has the above mentioned rewards, actors that are involved in the interventions, are hardly willing to engage in networking and partnership. This might be due to various factors including suspicions, jealousy and competition for donor support (UMP, 2000). In order to minimize these glooms and create a favorable environment, municipalities have to play a key role.

To sum up, the problems of street children has become one of the major social problems in urban areas of the developing countries. To address the problem, various interventions have been made by different actors including the government and the NGOs. The approaches and the scope of their interventions vary from one another. Traditionally, the welfare/need based approach were the dominant path to provide services for children, including the street children. However, with the ratification of the CRC, the right based approach for child programming has got wide range of acceptance in conducting interventions for children. Furthermore, the Convention also provides a framework of policy formulation to promote the right and welfare of a child. In line with this, the local governments/municipalities also have a responsibility of addressing the problems of street children in their realm.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Description of the study area

According to the 2007 census, the population of Ethiopia has reached 73.9 million Addis Ababa constitutes more than 3 million residents out of which the children comprise around 2.3 million of them. The rate of population growth of Addis Ababa is about 2.1(BOFED, 2013).

The third population and housing census of Ethiopia of 2007 indicates, about 85.3 percent of the population of Addis Ababa was literate. The literacy rate by sex also reveals that there was significant difference between males and females. Thus, about 91.3 percent of male were literate while the proportion of literate among female populations were accounted for 79.9 percent.

The literacy rate by sex in 2012 indicated us a similar trend with that of the previous years. Hence, 94.3 percent of male was literate while the proportion of literate among female populations was accounted for 80.0 percent. Thus, the average literacy rate of the city in 2011 was 86.4% which was above the average literacy rate of the country.

HIV/AIDS is a deadly disease well prevailed in economically developing nations of the world. The rate of HIV/AIDS prevalence is high in urban center. As Addis Ababa is the political and economic center of the country, the rate of HIV/AIDS prevalence is expected to be high. Recent reports and assessments showed, there have been marked increases in the number of health facilities and sites providing HCT, PMTCT, and ART services results in a tendency of decline of newly infected people.

The ever presence of street children has become one of the pressing social problems in most urban areas of Ethiopia. Extreme poverty, rapid urbanization and domestic violence turn out to be the derivation of this problem. The scale and magnitude of the problem have become highly pervasive through time. Consequently, it has grown to be one of the common features of most urban areas of the country. The capital city, Addis Ababa, has been extremely challenged by the problem of streetism more than any other places in the country (CSC, 2009).

3.2 Types and Sources of Data

In order to achieve its objectives, this research was employed both qualitative and quantitative data. The rationale for selecting a mixed approach for the study is mainly due to the nature of the problem under study and the group involved in it. According to Ennew(1994), in conducting a

research with street children, the method of data collection should not rely on a single approach. This is mainly due to the fact that children not interested to tell the truth about their lives to strangers at their first meeting. As a result, the data collected through one method, for example questionnaire, has to be triangulated for its validity by the data obtained from other methods like interview.

Concerning the sources of data, the study was used data from both primary and secondary sources. Basically, the study was hugely relied on the primary data collected through projected fieldwork. The primary data sources included among others, street children, experts from nongovernmental organizations working on street children and concerned governmental authorities and experts.

The secondary data was gathered through document analysis, including books, journals, legal documents, international conventions, conference papers and annual reports. The document analysis was covered all related issues concerning the problems of the street children and the efforts that have been made to solve the problems of the street children in Addis Ababa with special focus on the policy framework.

3.3 Research Design

Based on the problem under investigation, usually a study tends to use quantitative or qualitative in their nature. Mixed methods research resides in the middle of this continuum because it incorporates elements of both qualitative and quantitative approaches. Frequently, researchers that used mixed methods employ a research design that used both quantitative and qualitative data to answer a particular question or set of questions. This combination of methods involves the collection, analysis, and interpretation of quantitative and qualitative data in a single or multiphase study. In this study a mixed approach was utilized to achieve its objectives. As a result both quantitative data and qualitative data were gathered to reach in meaningful findings.

3.4 Universe of the study

The universe of the study are children on street under age of 18 who at high risk of street life involvement, children on and off the streets and abandoned children, who spend most of their time in the streets or markets, usually as child workers. They maintain a strong family link and usually return involved in economic activities on the street like, washing /watching cars, shoe shining carrying goods etc.,. Children who have in some sense chosen to fully participate in

street life not just at an economic level. They usually have family accessible to them who they may visit from time to time, but the street is their principle home and *abandoned children* who have no home to go to; either because of the death of, or the rejection by, their parents and unavailability or rejection of their extended family. Generally, MoLSA confirmed that there were 150,000 street children, countrywide, in the year 2010. Out of which 40% of them, about 60,000 were inhabited in Addis Ababa. However, some aid agencies stipulated this number may be far more exceeding.

3.5. Sampling Techniques

The target populations of this study, from which the units of data collection and analysis are drawn, comprised three different groups, namely; street children, experts/officials from the concerned governmental and nongovernmental organizations. Through the use of convenience sampling technique, a total of 190 samples were taken from these groups: out of which the street children constituted about 80% of the total respondents.

As it is evident from the above discussion, the main respondents' of the sample were taken from the street children. This was based on two basic rationales. Firstly, from the population of these three groups, the magnitude and size of the population of street children outnumbered the remaining two. Secondly and more importantly, in researches that affected the lives of street children, it is logical to grasp the primary data from the children themselves (Ennew, 1994; Hart, 1997). Taking any decision that affects the lives of children without their participation has lost its ground internationally after the ratification of the United Nations Convention on the Right of Children.

Based on the above empirical and theoretical justifications, the street children were taken as the major sources of data in the survey. The only criterion to include the street children in the survey is age. The children that were selected and included in this study are those who are above the age of 14. This is done on the belief that those children who are above the age of 14 can easily understand the issues and appropriately respond to the survey questionnaire. The street children were selected from different parts of the city. The areas included of *Piassa, Atikelt Tera, Gojjam Bernda, Awtobis Tera, Tekle Haymanot, Leghar, and Kirkos*. Children, who are working or simply sitting idly in these places, were approached by the researcher and asked for their consent. Those children who showed their willingness included in the research. On the other hand, the NGOs experts/officials were selected from five different nongovernmental

organizations that have been operating in the area of street children in Addis Ababa ; namely Godanaw, Chad-Et, OPRIFS, Spot the Bridge and FSCE. These organizations are selected for two reasons. Firstly, they are directly involved in conducting interventions on the street children. Secondly, they show their willingness to be involved in the study. The third group, the experts from governmental organizations, is composed of three line bureaus of the Addis Ababa City administration. These are BoWCA, BoLSA and BoFED, these office are selected, since they have involved directly in realizing government policies in partnership with nongovernmental agencies.

3.6. Data Collection: tools and procedures

3.6.1 Survey Questionnaire

A survey questionnaire is an important method to obtain large amounts of data, usually in statistical form, from a large number of people in a relatively short time. It provides a quantitative or numeric description of trends, attitudes, or opinions of a population by studying a sample of that population. Usually, it takes the form of a self-completion questionnaire or an interviewer may read the questions to the respondent and fill in the questionnaire on behalf of the respondent (McNeill and Chapman 2005). For the purpose of this study, a questionnaire consisting of both open and close ended questions was administered to elicit firsthand information from the sample.

Out of the total questionnaires distributed, 181 of them were found valid for the assessment. The remaining nine questionnaires were not included in the study for two reasons. Firstly, out of the total questionnaire administered to the street children, five of them are excluded from the assessment due to the age the respondents. Those responses collected from the children above the age of 18 are purposely discarded. The remaining four questionnaires were missed due to lack of timely feedback from experts/officials of the governmental organizations. As a result, the sample size is reduced to 181. Out of which 80.1% are street children; 11.0% are experts/officials from the NGOs and the remaining 8.9% are from the government experts/officials.

3.6.2 Key Informant Interview

A key informant interview as an instrument for data collections has enormous advantages. These include exploring the subject in depth clarifying the findings of quantitative research. Through

the give and take of these processes, interviews could result in the discovery of information that would not have been revealed in a survey.

Interview was held with 14 key informants in order to obtain qualitative data that could not otherwise be gathered by the survey questionnaire. Informants were chosen purposively.

The experts/ officials were selected by considering the positions they assumed in their organizations and the street children based on their willingness and some exposure to the issue. Accordingly eight informants were selected from experts/officials of the governmental and nongovernmental organizations. The remaining six informants are the street children.

For the purpose of these interviews, a checklist was prepared in order to guide the discussion. The major issues of the interview encompassed of the following points.

- ✓ How should the problems of street children be addressed in Addis Ababa?
- ✓ On what bases does the city administration deal with organizations that conduct interventions to address the problem of the street children?
- ✓ What are the major factors that necessitate the formulation of a comprehensive policy?
- ✓ How should the basic principles of the policy be selected and included?
- ✓ How should other stakeholders participate in the policy making process?
- ✓ Based on the responses of the informant on issues like the above mentioned the researcher systematically raised related issues to probe the interest of the respondents for detail discussion. Through such mechanisms, the researcher attempted to get detailed information on the issue to help the study to achieve its objectives.

3.6.3 Document Analysis

In addition to reviewing books and journal article to render for the problem of the study a conceptual and theoretical framework; a variety of documentary materials such as proclamations, periodic reports and files from government institutions have been consulted in order to substantiate the validity and reliability of the primary data that are generated through sample survey and interviewing informants. Data that was obtained through documentary search and interviews we reanalyzed qualitatively using quotations and reflective interpretations.

3.7. Data processing and Analysis

The data that was collected from the questionnaire was analyzed and presented descriptively. The statistical analysis was limited to **simple statistics; description of frequencies** and

percentages. On the other hand, the data that was obtained through interviews and review of documents were analyzed qualitatively by using quotations and reflective interpretations.

3.8. Ethical Considerations

The researcher has conducted the study by taking all ethical standard of a research in to consideration. Participants of the study were first briefed about the purpose of the research and were asked for their informed consent to be involved in the study. The issue of confidentiality was also assured to the participants of the study and implemented accordingly. Respondents were also informed that they could disagree to participate in the study, if they chose to stop, at any time.

CHAPTER FOUR

PRESENTATION AND ANALYSIS OF DATA

This chapter is exclusively devoted to present statistical description, interpretation and discussion of the results from the opinion survey and through interview and document analysis. The presentation is mainly based on descriptive statistics, for the most part percentages and frequencies are used and then it interpreted and triangulated for its validity with the data collected through interview and document analysis. For this reason, the chapter is divided into five subsections

4.1 Characteristics of the Sample

Table 1: Demographic characteristics of the sample population

Variables	Street children			NGOs official /expert	Government official/expert	Total
Description of the sample population	80.1%			11%	8.9%	100.0%
Access to service	Yes	No				
	14.5%	86.5%				
Educational level	1-4	5-8	9-10			
	23.2%	44.6%	32.2%			100.0%
Age	14	15	16	17		
	15.3%	18.6%	32.3%	33.7%		100.0%

Source: Own survey conducted in 2015

As it is indicated in the above Table 1, a survey was conducted on three different groups, namely; the street children, experts/ officials from the governmental and nongovernmental organizations. Out of the total respondents, the street children comprise 80.1%. On the other hand, 11.0% of the sample taken from the NGOs experts/officials and the remaining 8.9% are experts/officials from governmental organizations.

From the sampled street children for this study, only 14.5% of them had access to services from the established interventions by both government and non-government organizations. The remaining 86.5% of the street children have never got any support and services from the interventions.

The educational level of street children for this study ranges from grade one to grade ten. As it is indicated in table 1 above, 23.2%, 44.6% and 32.2% of street children were attended in grade 1-4, grade 5-8 and grade 9-10 respectively.

The age of the street children ranges from 14 to 17 years. As it is indicated in Table 1 before, 33.7% of them were at the age of 17 and 32.3% of them were 16 years of age. The remaining children, aged 14 and 15 constitute 15.3% and 18.6% respectively.

Following the description of the demographic characteristics of the sample, the analysis will proceed to forward results that could help the study to achieve its objectives. The result of the survey questionnaire is presented in four thematic areas below by categorizing questionnaires for street children and government and NGO experts. In the first section, attempts have been made to assess the actual and potential challenges in administering the interventions. Following this, the next section is focused on the factors that hindered the formulation of a comprehensive policy to address the problems of street children in Addis Ababa. The need of having a comprehensive policy and its basic components is presented in the third and fourth sections respectively

4.2 Major Challenges of Administering Interventions on the Street Children

Table2: Challenges in administering the interventions

No.	Indicate your level of agreement on the following issues	Responses of the Street children in %					Responses of the NGOs officials/experts %					Responses of the Government officials/experts %				
		*FA	*PA	*NO	*PD	*FD	FA	PA	NO	PD	FD	FA	PA	NO	PD	FD
1	There is a lack of broader and acceptable approaches to guide the interventions	42.8	27.6	13.1	9.7	6.9	35.0	35.0	15.0	10.0	5.0	31.3	37.5	18.8	-	12.5
2	There is a lack of cooperative and supportive mechanisms for the interventions	53.1	20.0	9.0	13.0	4.1	35.0	35.0	15.0	5.0	10.0	56.3	37.5	-	6.3	-
3	The outcomes of the interventions are incompatible	-	-	-	-	-	25.0	50.0	5.0	10.0	10.0	43.8	31.3	6.3	12.5	6.3
4	Duplication of efforts and wastage of resource is common in the interventions	71.0	13.8	4.1	6.9	4.1	5.0	10.0	15.0	30.0	40.0	56.3	37.5	-	6.3	
5	Majority of the interventions lacks accountability and transparency	-	-	-	-	-	40	20.0	10.0	30.0	-	31.3	37.5	12.5	18.8	-

*Source: own survey conducted in 2015*FA - fully agree; PA - partially agree; NO - no opinion; PD - partially disagree and FD stands for fully disag*

One of the specific objectives of this study is to assess the actual and potential challenges of administering the interventions that are made to address the problems of street children in Addis Ababa. In line with this, five potentially perceived challenges were forwarded by the sample respondents of government and non-government experts so as to assess their opinion and three potentially perceived challenges were forwarded by respondents of street children. The results from the three groups on these challenges are presented in Table 2. In order to create a logical flow of the presentation, attempts have been made to create linkages among these challenges.

Lack of a city wide, shared and acceptable approach to guide interventions is perceived as the first challenge in administering interventions on the street children without a comprehensive policy. Out of the total respondents that are out of 100% children, out of 100% government experts and out of 100% NGOs experts 42.8% of the children, 31.3% of the government experts and 35.0% of the NGOs experts express their strong agreement on the issue. Furthermore, 27.6% of the children, 37.5% of the government experts and 35.0% of the NGOs experts partially agreed up on the lack of a broader and shared approach that guides the intervention.

Even if some variations exist among the three groups of respondents, majority of the respondents from all the groups show their strong/ partial agreement for this claim. On the other hand, the least agreement on the lack of broader and acceptable approach as challenge comes from the experts of the government.

Additionally, as one of the key informants explains: *In 2010, there was a national meeting concerning the problems of street children which held in Addis Ababa. At that time, attempts have been made to establish mechanism of partnership among the major stakeholders working in the area of child streetism. Following that, different committees were established with lots of optimism and start to function. However, these committees and the established partnership do not stay for long; not more than a year. As a result, we returned to work in isolation and searching partners by ourselves.*

The second perceived challenge is the lack of coordinative and cooperative mechanisms for the organizations engaged in conducting interventions to address the problem. On this point, 53.0% of the street children, 56.3% of the government experts and 35.0% of the NGOs experts showed their strong agreement. In addition, 20.0% of the children, 37.5% of the government experts and 35.0% of the NGOs experts, express their partial agreement on the lack of cooperative and supportive environment among the organizations. From all the three groups, majority of the respondents are at least partially agreed on the lack of cooperation and support among the actors involved in conducting interventions as a challenge to administer the interventions.

The aggregate result from the three groups of respondents shows the existence of some malfunctioning interventions that could cause various kind of harm on the street children. In line with this, one of the key informants stated that:

There are a number of difficulties in administering efforts in addressing the problems of street children. Firstly, there are some organizations that are engaged in illegal activities like child trafficking in the name of helping these children. Secondly, some organizations are simply engaged in providing basic services for the children while they are living on the street. Such interventions make life easier for the children on the street. In return, this might produce additional problems such as making the children dependent on the service and force them to remain on the street or more seriously it might serve as a pull factor for attracting other children to street life

In relation to the second challenge, lack of cooperation and supportive environment among the organizations, incompatibility of outcomes of the interventions is perceived as the third challenge in administering them. Concerning this challenge, 43.0% of the government experts and 35.0% of the NGOs experts shows their strong agreement. Furthermore, 31.3% of government experts and 50.0% of the NGOs experts partially agreed up on it. Here, it is important to note that majority of the NGOs experts only partially accept the incompatibility of outcomes of the interventions while the government experts are showing their strong agreement.

In relation to the above challenges, duplication of efforts and wastage of resources have been mentioned as common practices that challenge the effective administration of interventions. Accordingly, 71.0% of the street children, 56.3% of the government experts and 5.0% of the NGOs experts strongly agreed on this challenge. Once again, 13% of the children, 37.0% of the government experts and 10.0% of the NGOs experts partially agreed on the duplication and wastage of resource by the interventions as a challenge. Concerning this issue, the responses of the NGOs experts shows a contradictory attitude with the other groups. In relation, 40.0% of them strongly and additional 30.0% partially refused to accept the prevalence of duplications of efforts and wastage of resources in conducting interventions to address the problem of streetism. A clear distinction among the respondents is manifested on this point. The children and the government expert show their strong agreement on the existence of duplication of efforts and wastage of resources in conducting interventions while the NGOs experts argue in the other way round.

The other perceived challenge claimed that there exists a lack of transparency and accountability in conducting interventions to address the problems of street children. Consequently, 31.3% of the government experts and 40.0% of the NGOs experts express their strong agreement with this claim. Besides, 37.5% of the government experts and 20.0% of the NGOs experts partially agreed on the lack of transparency and accountability as a challenge in administering the interventions. The absences of transparency and accountability in conducting the interventions have been widely supported by the respondents of the service providers.

To sum up from the above presentation of the opinion of the respondents, most of the potentially perceived challenges have got a strong support. Though there exists a huge similarity among the attitude of the three groups, there is a slight variations of responses on issues like duplication of efforts and wastage of resources. Therefore, based on this result, it can be safe to conclude that

the above listed challenges are among the major challenges that affect the administration of the interventions.

4.3 Factors that hinder the Formulation of a Policy to address the problem of street children in Addis Ababa

Table 3: Major factors that hinder the formulation of a comprehensive policy and question the rationale of formulating a policy

No.	How much did you agree on	Responses of the Street children in %					Responses of the NGOs officials/experts %					Responses of the Government officials/experts %				
		VARIABLES	*FA	*PA	*NO	*PD	*FD	FA	PA	NO	PD	FD	FA	PA	NO	PD
1	The magnitude and scope of streetism is unknown	62.1	8.1	0.7	7.6	21.4	30.0	10.0	10.0	20.0	30.0	25.0	37.5	12.5	18.8	6.3
2	The municipality lacks commitment on the Issue	73.8	16.6	0.7	6.9	2.1	55.0	25.0	10	5.0	5.0	12.5	6.3	12.5	31.3	37.5
3	The city administration has scarcity of resources	13.1	13.8	4.8	4.1	64.1	25.0	25.0	15.0	.	35.0	25.0	37.5	6.3	12.5	18.8
4	Confusion of role exists among different sectors	-	-	-	-	-	70	5.0	10.0	10.0	5.0	-	12.5	18.8	43.8	25
5	Addressing streetism has been left for NGOs	72.4	9.7	4.8	7.6	5.5	80.0	10.0	-	5.0	5.0	43.8	6.3	6.3	31.3	12.5
6	The procedures and manuals are sufficient	-	-	-	-	-	10.0	25.0	10.0	5.0	50.0	37.5	25.0	6.3	31.3	-
7	The broader national and international policies are enough	11.0	7.6	10.3	22.1	49.0	15	10.0	15.0	10.0	50.0	31.3	50.0	12.5	6.3	-
8	The sectorial policies gives adequate coverage	4.8	0.7	6.9	8.3	79.3	-	5.0	10.0	30.0	55.0	6.3	25.3	6.3	37.5	25.0

Source: own survey conducted in 2015

In this sub section, the major factors that hinder the formulation a comprehensive policy for the problems of street children in Addis Ababa are discussed. For this reason, five potentially perceived causes have been identified for assessment in Table 3. Additionally three related assumptions that challenges the relevance of having such policy is presented in the same Table from 6-8. The presentation of the result follows a similar pattern with previous section.

One of the major factors that hinder the policy formulation is the absence/lack of a clear understanding among the concerned decision makers on the magnitude and scope of the problems of street children that prevailed in Addis Ababa. On this point 62.1% of the street children, 25.0% of the government experts and 30.0% of the NGOs experts strongly agree with it. Paradoxically, this assumption is fully refused by 21.4% of the street children, 6.3% the government experts and 30.0% of the NGOs experts. Unlike most of the above responses, the response on the magnitude of the problem shows inconsistency not only among groups, but also with in each group. In one hand, 61.2% of the street children and 30.0% of the NGOs officials strongly agree with the unknown magnitude of the problem as an obstacle for policy formulation. On the other hand, equal amount of the NGOs expert and 21.0% of the children strongly refute this argument.

However, the response from the government experts shows consistency, 25.0% of them strongly believe the lack of clear understanding about the problem of streetism and its magnitude, while 37.5% of them partially agree with it. These could show the existence of variations on recognizing the extent of the problem among the major actors involved to address the problem.

In line with this, one of the key informants from BoLSA indicates a similar opinion. According to him:

The problems of street children in the city has been perceived and articulated by different actors differently. Accordingly, there exists a huge variation on the estimated scope and magnitude of street child in Addis Ababa. Some puts the number to be 20,000 while others put as many as 60,000 even some others as more.

As it is apparent from the above discussion, the extent of the problem has not been equally perceived and estimated by major actors that are involved to redress the welfare of the street children. Without well documented statistical data on the scope, magnitude and nature of the problem, it will be hardly possible to formulate any remedial actions including, policy formulating.

The other factor that delays the formulation of a policy for the problem is directly related with the government. In line with this, it has been argued that the Addis Ababa city administration lacks a commitment to address the problems of street children sustainably.

Out of the total respondents, 73.8% of the street children, 12.5% of the government experts and 55.0% of the NGOs experts strongly support this argument. Once again 16.6% of the street children and 25.0% of the NGOs experts partially show their agreement on this claim. However, the government experts did not favor this claim. In view of that, the result shows, 37.5% strong and 31.0% partial disagreement with the claim. Therefore, from the above result, the city administration's reluctance and lack of commitment is not equally perceived as impediment by the three groups. The children and the NGOs experts believe that the Administration lacks commitment while the government experts strongly/partially refuse the claim.

In line above as it is indicated by Phiri and Webb, most governments lack political will and commitment to deal with the problem of vulnerable children. As a result, they will be confined in taking ruthless actions against the children; cleaning them from the street. However, this does not show any success in addressing the problem sustainably. Based on the result of the survey, lack of commitment by the government as impediment for policy formulation has been perceived in different ways. Majority of the street children and the NGOs officials expressed their support while the government experts refuse it. Thus, to some extent, lack of commitment of the government could be raised as one of the impediments for policy formulation

The third factor is that in Addis Ababa, as anywhere else; the role of addressing the problem of the street children has been mainly left to the nongovernmental actors (NGOs, CBOs and FBOs). This idea has been strongly supported by 72.8% of the street children, 43.8% of the government experts and 80.0% of the NGOs experts. On this line of argument, even if 31.3% of the government experts show their partial disagreement, it seems that the claim has got a common ground. Unlike the other impeding factors, it has got relatively common recognition by the three groups.

Both the survey result and the document analysis revealed that most of the intervention areas concerning the street children in the city have been hugely left for the NGOs (FSCE, 2003). Unlike other impeding factors, this claim has got relatively common support by all the three groups.

The mass involvement of NGOs as a prime actor in addressing the problem let the government officials and their respective bureaus to remain less informed about the situation of street children in the city. As a result, the decision (policy) makers might fail to recognize the urgency of the problem like other actors (NGOs) involved in taking active role to address the problem.

On the other hand, in the side of the city administration lack of human and financial resources have been raised as the major factors that limit the active involvement of the administration in addressing the problems of street children. However, only 13.1% of the street children and 25.0% of both experts (government and NGOs) strongly agree with lack of resource as a hindrance. In addition, 37.5 % of the government experts and other 25.0% of the NGOs experts expressed their partial support for the claim. In contrast, 64.1% of the street children, 18.0% of the government experts and 35.0% of the NGOs experts showed their strong disagreement. This shows that scarcity of resource is perceived as one of the factors by both groups of experts. Concerning the response of the street children, as any ordinary person, they perceived the government as having ample resources to address all problems. Here, to be fair, it is important to indicate that 13.1% of the children strongly and another 13.7% of them partially agree with the scarcity of resource faced by the city administration.

As it was indicated by UPM, due to their limited revenue bases, shortage of resource is hugely affected local governments than national governments. The result of the survey shows a resemblance with the above literatures. Accordingly, the experts from both the governmental and nongovernmental organizations felt the problem at the same extent. However, the children do not agree with this claim. Instead, they expressed their strong refusal to accept the lack of resources as a hindrance for the government policy intervention. On the other hand, the document analysis showed the existence of shortage of resource. In view of that, the government oversight bodies (mainly BoWCA and BoLSA) do not have the financial and human resources to implement their mandated responsibilities and their relationship with child care institutions and are mostly confined to reporting (FHI, 2010). From this discussion, it is evident that lack of human and financial resources is among the major hindrances that deny the formulation of a city wide policy on the issue.

The other perceived factor that impedes formulation of the policy is the existence of confusion of roles among the different sectors. Out of the total respondents, 70.0 % of the NGOs experts strongly support the argument. However, the response from the government experts shows

43.8% partial and 25.0% full disagreement on the existence of role confusion among the sectors. Another 18.8% of them have no opinion on this claim. The issue of sectoral confusion as a factor that impedes the formulation of a city wide policy is not perceived in a similar extent by the two groups. The children did not ask this claim and the NGOs experts perceived the confusion of role as a major factor, while the government experts argue in opposition to it.

As it was indicated by Kopoka, due to the cross sectorial nature of the problem of child streetism, all sectors became reluctant to take the overall responsibility to address it. The result of the survey also showed similarity to this argument. In line with this, majority of the street children and NGOs experts believed that the confusion of roles among the sectors as one of the major hindrance to formulate a policy on the issue. On the other hand, the government experts refused to accept this claim as an impeding factor. Paradoxically, MoWA (as it is cited in Haile 2008) has highlighted the existence of considerable overlap of responses and efforts by different actors regarding the protection of children's rights. From this the existence of some inconsistency between the result of the survey and the document analysis concerning the responses of the government officials/experts is evident. As the claim has been supported by the other two groups of respondents and the document analysis, it can be logically considered as one of the hindrance for policy formulation.

All in all, the result of the assessment revealed that most of the above mentioned factors are among the major reasons that impede the formulation of a city wide policy to address the problem. However, the extent that each factor is perceived by the respondents may vary from one another. For instance, the government and NGOs experts felt the scarcity of human and financial resources as the major obstacle. The facts 'the magnitude of the problem is unknown' and 'the role of addressing the problem is left out for NGOs' as hindrances have got relatively similar support from all groups of respondents. In general, though there are variations among the groups; the above assessed challenges could be logically taken as the major stoppages that deny the formulation of the policy.

In addition to the above obstacles, there are some strongly ingrained beliefs that stand to demystify the needs of having a comprehensive policy for the problems of street children in Addis Ababa. These factors or assumptions are not simple obstacles for the policy formulation; rather they are basically questioning the relevance of having a specific policy to address the

problems of street children in the city. In this sub section, among others, attempts have been made to assess the opinion of the respondents on three of such perceived beliefs.

To begin with, there exists a strongly ingrained belief that assumes the problems of street children can be addressed through series of procedures and manuals prepared by the city administration. The government officials/experts showed 37.5 % strong and 25.0% partial agreement to this argument. However, 50.0% of the NGOs experts firmly showed their disagreement with this claim. The belief on the series of procedures and manuals as sufficient mechanism to address the problem of the children is hugely refused NGOs experts and the NGOs experts; however, the government experts show their support towards the argument.

The second stand that questions the relevance of formulating a citywide policy is a tendency of considering the broader international and national policy frameworks as sufficient by themselves to address the problem of streetism. Out of the total respondents that are out of 100% street children and 100% of NGO experts, 49.0% of the street children and 50.0% NGO experts strongly disagree with this argument. In addition 22.1% of the children and 10.0% of the NGOs experts once again show their partial disagreement on the issue. On the other hand, from the total experts of the government 31.3% of them strongly and another 50.0% shows their partial agreement. Like the previous assumption the belief on the broader policy frameworks has got a considerable support from the government experts and a huge refusal from the children and the NGOs experts.

The third major assumption that questions the need for a comprehensive policy is emanated from a strong believes on the sectoral policies as enough to tackle such social problems. Like the above two claims, this assumption has been strongly supported by 25.0% the government experts and additional 37.5% of them showed their partial agreement with this claim. On the other hand, the tendency of relying on the sectoral policies as enough by themselves is strongly rejected by 79.3% of the street children and 55.0% of the NGOs experts. Additional 30.0% of the NGOs experts express their partial disagreement with this claim.

To sum up, beliefs that may questions the relevance of a comprehensive policy for the street children has been presented above. In all questions, the responses from the government experts clearly vary from both the street children and the NGOs experts. The government experts strictly believe on the introduction of series of procedures and manuals, the existing broader policy frameworks and the various sectoral policies adequately could address the problem of the street

children in Addis Ababa. On the other hand, the experts from the NGOs argue the other way round by saying the above framework and policies cannot adequately address the problem.

In the aforementioned paragraphs, the major impeding factors in formulating a comprehensive policy and the assumptions that challenges its raison d'être have been presented. Following this, the group of respondents that agree/disagree with formulation of a comprehensive policy will be presented. Then onwards their opinion on the detailed component of the proposed policy options to address the problem is presented.

4.4 The Need for Comprehensive Policy to Address the Problems of Street Children in Addis Ababa

Table 4: The needs of having a compressive city wide policy

Variable	Responses of the street children in%		Responses of the NGOs officials/experts in %		Responses of the Government officials/experts in %	
	Yes	No	Yes	No	Yes	No
The problem of street children in Addis Ababa Need formulation of comprehensive policy	97.9	2.1	100.0	0.0	68.7	31.3

Source: own survey conducted in 2015

Out of the total respondents 95.6% of them agree on the necessity of establishing a comprehensive policy to address the problems of street children in Addis Ababa. Whereas the remaining 4.4% stand against the issue. Concerning variations among the three groups, as it is indicated in the above Table, 97.9% the street children, 68.0% of the expert from governmental organizations and 100.0% of the NGOs experts support the claim of formulating a policy. Even though the lion share of the respondents from all the three groups agreed up on the claim; when compared with respective propositions, majority of disagreement, around 30.0% came from the government experts.

In support of this, one of the NGO officials argues that:

Our country has ratified both the CRC and ACRWC. In addition to this, the FDRE constitution has also include some provision to protect vulnerable children. However, all the provisions stated in these documents are lean to be general and none of them specifically name street children as their 'prime concern'. On the other hand, the magnitude and dimension of the problem is contentiously increasing. In such a situation it is logical to have a specific policy to address the problem of these children.

As it is evident from the above discussion, the existing international and national policy frameworks are not considered as enough to address the problem. Thus, formulating a city wide policy is necessitated. In line with this, the basic components of the proposed policy option will be discussed in the next sub section.

4.5 Components of the Proposed Policy Option

Following the assessment on the needs of having a policy to address the problem, the study continues to assess the kind of elements and principles that the proposed policy option should include. Accordingly, the results of the survey on the policy option is presented below by dividing it in to three subsections, namely; right based framework, holistic approach and the establishment of policy implementation framework.

4.5.1 Basic Elements of a Right Based Approach

Table 5: Basic elements of a right based approach

No	How much did you agree on	Responses of the Street children in %					Responses of the NGOs officials/experts %					Responses of the Government officials/experts %				
		*FA	*PA	*NO	*PD	*FD	FA	PA	NO	PD	FD	FA	PA	NO	PD	FD
1	Children participation in policy making	92.4	7.6				90.0	5.0			5.0	93.7	-	6.3		
2	Provision of basic services	93.1	6.9				80.0	10.0	5.0		5.0	87.4	6.3	6.3		
3	Protection from abuse Exploitation	91.7	8.3				95.0		-		5.0	93.7		6.3		
4	Driving the interventions to similar goal, sustainable change	92.4	7.6				95.0				5.0	87.4	6.3	6.3		
5	Setting minimum standard for establishment of interventions	69.0	29.7	1.4			80.0	10.0	5.0		5.0	75.0	6.3	12.5	6.3	
6	Promote transparency and accountability of interventions	78.6	20.7			0.7	75.0	5.0	5.0	5.0	10.0	81.3	12.5	6.3		

Source: own survey in 2015

The first basic component of the proposed policy option is that the policy should follow a right based framework/approach. In line with this, around six major elements of a right based approach are presented for assessment. The detail results on the assessment of all the six elements are presented in Table 5. The first element of the approach refers to children participation in policy making. Out of the total respondents, 92.4% of the street children, 93.7% of the government experts and 90.0% of the NGOs experts strongly support the participation of street children in the policy formulation. Another 7.6% of the children and 5.0% of the NGOs experts partially support the argument. The remaining 5.0% of the NGOs experts fully disagree while 6.3% of the government experts have no opinion. Therefore, from the above result the participation of children in the policy formulation is strongly commendable.

The second element of the approach is the provision of favorable conditions for the establishment of interventions that provides basic services like medical care, shelter, education, clothing and etc for the street children. This argument has got a strong support from 93.1% of the street children, 87.4% of the government experts and 80.0% of the NGOs experts. In addition to this 6.9% of the children, 6.3% of the government experts and 10.0% of the NGOs experts partially agree on the claim. Thus, this result indicates that the policy should provide a favorable condition for the establishments of interventions that delivers basic services for the children.

The third basic component of a right based approach for the problems of street children is the issue of protection from any abuse, exploitation and physical harm. Accordingly, the proposed policy should create conducive environments for the establishment of protective interventions from exploitation and abuse. This argument has got support from 91.7% of the street children, 93.7% of the government experts and 95.0% of the NGOs experts. Such a wide range of strong agreement from all the three groups of respondents may reflect the extent to which protective intervention is essential for the street children.

As it is evident from the above responses, the policy option is expected to create favorable conditions for the establishment of supportive and protective interventions. In line with this, the proposed policy option should identify the minimum standards of establishing interventions for the street children. Out of the total respondents, 69.0% of the street children, 75.0% of the government experts and 80.0% of the experts of the NGOs experts strongly agree on it. Additionally, 29.7% of the children, 6.3% of the government experts and 10.0% of the NGOs

experts showed their partial support for this claim. Even though all the three groups agreed up on the requirement and minimum standards setting to establish interventions, more than anyone else the NGOs experts express their strong support for this cause. After establishing the interventions by creating the necessary enabling environments, the proposed policy has to drive all the interventions towards the achievement of a common and aggregate city wide or even national goal. Out of the total respondents, 92.4% of the street children, 87.4% of the government experts and 95.0% of the NGOs experts shows their strong support in favor of the argument. Therefore without any doubt, the proposed policy is expected to drive all the interventions towards sustainable city wide goal.

Once the interventions are established, their activities should follow a principle of transparency in providing services and accountability for the consequence of every of their actions. In this case, 78.6% of the children, 81.3% of the government experts and 75.0% of the NGOs experts shows their strong support. Furthermore, this argument has got a partial support from 20.0% of the children and 12.5% of the government experts.

However, 10.0% of the NGOs expert expressed their strong disagreement with this claim. Thus, the issue of transparency and accountability due to its huge support and acceptance from all groups of the respondents has to be involved in the proposed policy option.

As it is apparent from the above presentations, the basic assumptions of the right based approach have been widely supported by all groups of respondents. Above all, the issue of participation, provision, protection and sustainability of the interventions' outcomes has got a wide range acceptance from the respondents. In addition to right based approach, the proposed policy option is expected to include the basic elements of a holistic approach. The major components of such approach and the respective feedback from the respondents are presented below.

4.5.2. The Essentials of a Holistic Approach for Policy Formulation Regarding Street Children

Table 6: The essential of a holistic approach

No	How much did you agree on	Responses of the Street children in %					Responses of the NGOs officials/experts %					Responses of the Government officials/experts %				
		*FA	*PA	*NO	*PD	*FD	FA	PA	NO	PD	FD	FA	PA	NO	PD	FD
1	Create mechanism for coordination and integration of intervention	82.8	14.5	2.1	-	0.7	90.0	-	-	-	10.0	87.5	-	12.5	-	-
2	Develop a harmonious relationship among sectors	68.3	28.5	2.1	-	1.5	80.0	80.0	-	-	10.0	87.5	-	12.5	-	-

Source, own survey in 2015

For the purpose of this study, only two of the basic elements of a holistic approach are presented for assessment. As it is indicated in Table 6 below, the first element of a holistic approach is the creation of coordinative and cooperative mechanisms for interventions to address the problems of street children. Out of the total respondents, 82.8% of the street children, 87.5% of the government experts and 90.0% of the NGOs experts express their strong agreement for this claim. However, though the magnitude is insignificant, paradoxically, 12.5% of the NGOs experts and 10.0% of the expert from the governmental offices express their strong disagreement with the claim. This shows that even if all the three groups support the establishment a cooperative and supportive mechanisms for the interventions, there exists an extreme variation among the experts at certain points.

As the issue of street children is a cross cutting issue, the policy is expected to create a harmonious relationship among different sectors. This is the second major element of the holistic approach. In this line of argument, 63.3% of the street children, 87.5% of the government experts and 80.0% of the NGOs experts express their strong agreement.

Additionally, 25.5% of the street children and 10.0% of the NGOs officials express their partial support for the claims of harmonization. On the other hand, 12.5% of the government experts abstain from giving agreement/disagreement on this point.

Generally speaking, the two major assumptions of a holistic approach have got a wide range and unanimous acceptance from all the three groups of respondents.

4.5.3. Establishment of Policy Implementation Framework

Table 7: Establishment of policy implementation framework

No	How much did you agree on	Responses of the Street children in %					Responses of the NGOs officials/experts %					Responses of the Government officials/experts %				
		*FA	*PA	*NO	*PD	*FD	FA	PA	NO	PD	FD	FA	PA	NO	PD	FD
1	Identify specific bureau to supervise its implementation	94.5	5.5				75.0	5.0	10.0	5.0	5.0	50.0	18.8	12.5		18.8
2	Establish a decentralized implementation framework	88.3	10.3	1.4			75.0	10.0	5.0		10.0	68.8	18.8	6.3	6.3	
3	Set up a mechanism for its impact Assessment	60.0	34.5	4.1	-	1.4	70.0	15.0	5.0		10	81.2	12.5	6.3		

Source, own survey in 2015

After the formulation and ratification of the policy, the question, “who should follow up and supervise its implementation?” is an inevitable one. As a response to this question, the proposed policy is expected to explicitly specify the bureau/agency that will shoulder its effective implementation and supervision. Out of the total respondents, 94.5% of the street children, 50.0% of the government experts and 75.0% of the NGOs experts’express their strong agreement. In addition to this, 5.5% of the children, 18.8% of the government experts and 5.0% of the NGOs experts show their partial agreement. On this claim, very huge variations are manifested among the responses of the three groups. In this situation almost all children strongly support the claim, while 2/3 of the NGOs experts and 1/2 of the government experts show their strong agreement. Below, in Table 7, the details of the results for this assumption are presented.

After the naming/establishing the bureau/agency that supervises the policy implementation, the implementation of proposed policy is also expected to follow a decentralized framework of implementation. This argument has got a strong support from 88.3% of the street children, 68.8% of the government experts and 75.0% of the NGOs experts. In addition 10.3% of the children, 18.8% of the government and 10.0% of the NGOs experts shows their partial agreement with the idea of decentralizing the implementation framework to the grass root level of administration. The responses for this argument from all the three groups showed relatively similar support. As a result the decentralized implementation framework has to be involved in the proposed policy.

As a final step of any proposed project, program or policy, the proposed policy option should indicate the mechanism for its impact assessment. Accordingly, this claim has got a strong agreement from 60.0% of the street children, 82.2 % of the government experts and 70. % of the NGOs experts agreed up on it. Additionally, 34.5% of the children, 12.5% of the government experts and 15.0% of the NGOs experts expressed their partial agreement with the policy impact assessment. In relative manner, the government experts showed their strong support for the establishment of an impact assessment than any other group.

To sum up, even if there is a clear variation on some of the components, the proposed policy option to address the problem of the street children based on a right based and holistic approach has got a wide range of recognition and support from all the three groups.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1. CONCLUSION

Child streetism, as a social problem in Addis Ababa, has been recognized by the government since 1974. From this time on wards, various interventions have been conducted by different actors. The type of actors involved and their approaches towards the problem varies each other. The major actors involved in conducting interventions to address the problem include governmental organizations, NGOs, FBOs and CBOs.

In most cases, the practical services delivered for the street children came from nongovernmental actors than the government. As a matter of fact, governments are not expected to provide all the necessary services for these children. Instead, it is expected to make sure that these services are available for the children and delivered according to some acceptable procedures. Thus, the role of creating favorable situations for the interventions is among the major responsibilities of the government. As it is apparent from the earlier discussions, in Addis Ababa, there is lack of comprehensive city wide policy concerning the issue of the street children.

In such a situation, interventions to address the problems of street children have been established and conducted by different actors in the city. Most of these organizations are NGOs. The basic guideline that governs and guides the establishment of these interventions is the developmental social welfare policy. First of all, organizations that are interested to conduct intervention have to get license from the federal societies and charities organizations according to proclamation 621/2009. Then after, they are expected to sign an operational agreement with BoWCA and BoFED. These two bureaus have the mandate to appraise projects, provide recommendation and follow up its execution.

In fulfilling their duties, administering the interventions, the bureaus have been facing various challenges. Basically, in the absence of a comprehensive city wide policy, the City administration in general and BoWCA and BoFED in particular, have been facing deficiency in providing broader and acceptable approach that could guide and shape the interventions of other actors involved. In line with this, interventions have been conducted by different actors unilaterally and without considering the forward and backward linkages with other interventions. This is mainly caused due to the absence of favorable environment to establish partnership

among the actors involved. The failure of the city administration, to create supportive and cooperative mechanisms for the organizations conducting the interventions, paved the way for some organizations to engage in unnecessary competition.

Furthermore, due to the same reason, organization that conducts interventions failed to get enough information about the activities of other actors in the same area of interventions. As a result, duplication of efforts and wastage of the scarce resource become a common practice in the city. In addition to this, the lacks of cooperation in some cases have been creating an incompatible result on the street children.

Due to the absence of a comprehensive city wide policy in the area of child streetism, the city administration has been facing the above challenges. In order to culminate these challenges, formulating a citywide policy is presented as a desirable solution.

However, until today, the city administration failed to introduce such policy. This can be caused or related with various impeding factors. In the first place, there is a lack of consensus among the major stakeholders and decision makers on the magnitude and scope of the problems of street children in the city. For various reasons, the magnitude of problem has been presented in different way by the governmental and nongovernmental actors that are working to address it.

On the other hand, the decision makers are reluctant and uncommitted to give enough attention to the problem of child streetism. This could be usually related with the cross sectoral nature of the problem. As it happens in many other places, each governmental bureau of the city administration has '*some other more important job*' than the problems of street children. As the above points hold true, in some cases the reluctance of the decision makers to bring a policy solution to the problem is related with the shortage of human and financial resources. The result of the study found that scarcity of resource as among the major impeding factors to formulate a policy to address the problem in Addis Ababa.

As it follow from the above discussion, the interventions on street children in Addis Ababa requires a citywide policy response. As Ethiopia has ratified the relevant international conventions like CRC and ACRWC, any response for child vulnerability should follow a right based and holistic approach. Besides all commitments made by the national governments by ratifying these conventions have to be interpreted by local governments/metropolises. To this end, the issue of a child friendly city initiative could be raised. Therefore, the proposed policy option expected to include some of the basics of the above three approaches/dimensions, namely;

right based and holistic approaches and the child friendly city. All of the three concepts have common ground, the CRC.

As the right based approach is the first component of the proposed policy option; some of its basic components are found relevant for this case. Among others, the issues of establishing mechanisms of protection, provision and participation for the children have been found relevant to address the problem.

In addition to the right based approach, the proposed policy option is expected to include basic elements of a holistic approach. As the problem of street child has a multidimensional nature, efforts to address it requires interventions from various sectors of the governmental bureaus and nongovernmental actors. In order to create a harmonious relationship among the sectors in working to address the problem, the policy will attempt to provide some sort of mechanisms. The establishment of mechanisms to coordinate the nongovernmental actors in terms of partnership has also to be included.

Concerning the child friendly city, the basic elements will help to provide basic framework work of implementation of the proposed policy. Accordingly, the policy option is expected to specify the agency/bureau that will supervise the thorough implementation of the policy. In line with this, the implementation framework is expected to be decentralized up to the grass root levels. Finally, as any other project/program, the proposed policy option should include a provision to assess the impact of the policy on the children.

As it is evident from the above discussion, the proposed policy option is mainly characterized as a remedial social policy that attempts to address the existing problem of child streetism. The selected elements of the above approach are basically based on the assumption to address the identified challenges. As a result, in order to improve the proposed policy option, it is open to add other elements of these approaches or from some other sources.

As the finding of this study indicates, the prevailing problems and challenges that hinder the effective administration of interventions on the street children could be solved through the introduction of a city wide policy on the issue. However, this does not mean that formulating a city wide policy is the only way to solve these challenges; rather, as the scope of the study is limited to assess the policy framework, the recommendation is confined to do that. Other alternative solutions are left for further investigation

5.2. RECOMMENDATIONS

As it is apparent from the earlier discussions, the city administration has been facing various challenges in administering the interventions. The limited mandate of the bureaus could be raised as one of the major challenges in administering the interventions. To this end, the city administration is recommended to enhance the roles and responsibilities of the bureaus up to the point that put them to oversee the long and short term impacts of the interventions of their own and other actors. Besides, as the issue of children in general and the street children in particular is sensitive and prone to abuse; it is advisable if the city administration has developed a special mechanism that could guide the establishment of organizations entrusted to conduct interventions.

For the subsequent challenges that the city administration is facing in the process of administering the interventions, the administration is recommended to provide a broader city wide approach that will guide the efforts of all actors involved to address the problems of street children in the city. In this manner, it could also create a comfortable environment of partnership. This in turn, will help the organizations that conduct the interventions to cooperate and support each other.

Furthermore, the city administration is also recommended to create and expand situations that facilitate the existence of harmonious relationship among the organizations and mechanisms that could serve as a channel of communication among the major actors. By doing so, the level of awareness about the works of other actors in the area will be enhanced. This in return will reduce the probability of duplicating efforts and wasting of resources. Furthermore, the incompatibility of outcomes of the interventions will be reduced.

Concerning follow up and supervision, the city administration, instead of relying on the timely report of the intervening organizations as a main source, is recommended to increase and diversify the mechanisms of follow up and supervision of the proper functioning of the interventions. This is consistent with the first recommendation, enhancing the mandate of the bureaus.

In order to apply the above recommendations consistently, the city administration is strongly recommended to formulate a city wide policy to address the problems of street children. As it indicated earlier, the proposed policy should be established based on the pillars of the three interrelated perspectives, right based and holistic approach and the child friendly city. By using the basic elements of these approaches, the city administration is recommended to formulate a city wide policy to address the problem of child streetism and alleviate the challenges of administering interventions.

In a way to formulate a city wide policy, there are a number of hindrances that hold back the city administration. One of these hindrances is the lack/absence of enough awareness on the magnitude

and scope of the problem. Therefore, in order to create a fair level of awareness about the situations of the street children among the major stakeholders, the city administration is recommended to conduct series comprehensive studies. As the lack/ absence of awareness is not the only impeding factor for policy formulation, further studies have to be conducted on related issues like, the role of the major stakeholders in addressing the problem, on the right based approach for programming street children and on mechanisms that promote partnership among the government and other actors entrusted to address the problem of child streetism in Addis Ababa.

The results and findings of these studies have to be disseminated to all the concerned parties including the governmental, non-governmental, faith and community based organizations. This could have a two folded benefits. In the one hand, it could help in raising the level of awareness about the various dimensions of the problem that have to be considered in formulating remedial efforts. And in the other hand, it could serve as means to initiate and attract the interest of other actors to involve in the effort of addressing the problem.

As the findings of this study revealed, formulating a city wide policy to address the problem has been hugely welcomed by the respondents. However, as it is indicated in previous chapters, most of the officials/experts from the governmental offices, firmly argue on the existing broader policy frameworks as sufficient to address the problem. In other words, they did not support the formulation of a city wide policy. Further researches are recommended to investigate their basic reasons to the policy option and come up with alternative solutions to address the problem. Based on the findings of the study, the city administration is highly recommended to formulate a citywide policy on the problem of child streetism. Accordingly the proposed policy option will have a pivotal role in administering the interventions and addressing the problem sustainably.

The basic elements of the proposed policy option is expected to be established based on the three major approaches, namely; right based and holistic approaches and child friendly cities. All the three approaches are related with the CRC. After the ratification of the CRC, these approaches in general, and right based approach in particular have got an international acceptance for child programming. As Ethiopia is among the countries ratified the convention, using the right based approach in conducting interventions on the street children is hugely expected. Therefore, it is strongly recommended that all the decision makers and other stake holders to be aware of the right based approach and its relevance in addressing the problems of street children in Addis Ababa. This could be done through the use of different communication channels to create enough awareness on the benefits of the approach to child programming. More importantly, the three pillars the right based

approach, namely; protection, participation and provision have to get a prime focus in formulating the policy.

Furthermore, following the right based approach, the city administration is also expected in developing an overreaching city wide goal. As it is apparent from experiences, the problem of child streetism in the city could not be sustainably addressed by conducting interventions in isolation. Instead, the concerned body of the government is recommended to create a broader city wide framework that could guide and drive all the interventions towards broader common end, changing the lives of these children permanently. This goal has to be developed in collaboration with the major stakeholders and it should publicize for all concerned parties in the issue.

At last, not only as components of the approach, the issue of transparency and accountability also has to be promoted. As the findings of the study revealed, the lack of such mechanisms that put the activities of the interventions under some comprehensive legal/policy framework was one of the major challenge caused due to the absence of city wide policy. Therefore the city administration is recommended to include some provisions that will promote transparency and accountability of the interventions for every of their actions.

The second component of the policy option is the issue of holistic approach. Frequently, delivering services based on the sectoral lines usually benefits the street children indirectly. In order to provide services that could benefit the children directly, following a holistic approach is desirable. However, there are visible difficulties to applying this approach. In the one hand, applying this approach requires a large amount of both human and financial resources and in the other; the city administration has been challenged by shortage of resources. In order to address this dilemma, increasing the resource base of the city administration is among the viable way-outs. To enhance the resource base of the city administration, expanding its revenue sources and searching for additional budgetary support from the federal government could be raised as possible alternatives.

In situations when applying holistic approach is challenging, the city administration could also utilize another options to promote the welfare of the children like enhancing the sectoral approach for service delivery. In this regard, the city administration is recommended to perform two major actions. Firstly, it is expected to increase the resource flow to the sectors that are assigned to address the problem. Secondly, duties and responsibilities of each bureau and sector entrusted to address the problem have to be demarcated so as to reduce overlaps of tasks. In this manner, the city administration could reduce the gaps that will be left uncovered due to the overlapping of authorities and provide better services for the children.

Formulating a policy that includes a number promising elements and provisions alone could not address the problem of child streetism. Such promises have to be implemented according to the provisions provided for it. As a result, the proposed policy option should be implemented so as to address the problems of street children in the city sustainably. In view of that the city administration is strongly recommended to establish a child friendly framework for the implementation of this policy. First and for most, the administration is recommended to specify the bureau that could act as the primary responsible agent to supervise and oversee the thorough implementation of the policy. This could help to reduce the delay and reluctance in the implementation process. Then after, unlike most of other policies the policy shall not be alienated from the practitioners. To this end, the implementation of the policy is recommended to follow a decentralized framework to reach most of the service providers and their beneficiaries.

Besides the city administration is recommended to make a continuous child impact assessment of the policy that could serve to improve the policy in the future.

All in all this study firmly argues that when the combinations of all the efforts made by various actors governed by a comprehensive city wide approach and policies, the problems of street children believed to be addressed sustainably in Addis Ababa.

However, as it is apparent from the above discussion, the basic elements of the proposed policy option are hugely focused in providing remedial activities. So as to make the recommendation of the proposed policy option to be realistic and functional, it is strongly recommended that further research to be conducted the remaining gaps left out by this study. This may include some basic elements of a proactive social policy for the street children and the role and participation of the street children in policy making.

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Appendix 1: Survey Questionnaire
IGNOU-SMU
Master of Social Work (MSW) Program

Survey Questionnaire on Street Children in Addis Ababa: An Assessment of Policy Framework for Interventions

The objective of questionnaire

The **objective** of this questionnaire is to collect data in order to assess the policy framework of interventions established to address the problems of the street children in Addis Ababa. Note that any information that you are providing will neither be transferred to a third party nor used for any purpose other than the objective of this research. Thank you in advance for your time and cooperation in giving a genuine response. Thank you in advance for your time and cooperation in giving a genuine response.

Participation in the research is voluntary!

A. General Information

1- Please select your position from the list.

A- Street children

B- Expert from non-governmental organization (NGO)

C- Government expert

2- If your answer to question number 1 is A, did you get any support from NGOs or other organizations?

A- Yes

B- No

3- Age _____ (only for street children)

B. Policy

4- Do you think the problem of the street children in Addis Ababa requires a comprehensive policy?

A. Yes

B. No

A. In this section, the questions will attempt to assess the challenges of administering interventions on the street children without a comprehensive policy concerning the issue.

For the questions stated below, please indicate your level of agreement by putting 'X' mark on your favorite responses. 5 = fully agree, 4 = partially agree, 3 = partially disagree, 2 = fully disagree 1 = No opinion.

Sn.	Indicate your level of agreement on the following issues	5	4	3	2	1
5	The interventions in the city do not have broader shared and acceptable approaches to the problem.					
6	Cooperative and supportive environment do not exist among the organizations that conduct the interventions for the street children.					
7	Duplication of efforts and wastage of resources is a common practice in the interventions.					
8	Majority of the interventions lack transparency and accountability in the process of addressing the problem of the street children.					

B. In this section, the questions will focus on the reasons why the city administration did not formulate a policy on the street children until today.

For the questions stated below, please indicate your level of agreement by putting 'X' mark on your favorite responses. 5 = fully agree, 4 = partially agree, 3 = partially disagree, 2 = fully disagree 1 = No opinion

Sn.	Indicate your level of agreement on the following issues	5	4	3	2	1
8	The city administration does not have both the financial and human resource to invest on the issue of the street children					
9	The city administration lacks a commitment to address the problems of the street children.					
10	The magnitude of problem of the street children in Addis Ababa was not clearly understood by the government.					
11	The problems of the street children have been largely left for nongovernmental actors (including the nongovernmental, community based and faith based organizations).					

C- This section will attempt to explore how to formulate the policy and what kindsof provisions it shall include.

For the questions stated below, please indicate your level of agreement by putting 'X' mark on your favorite responses. 5 = fully agree, 4 = partially agree, 3 = partially disagree, 2 = fully disagree 1 = No opinion.

Sn.	Indicate your level of agreement on the following issues	5	4	3	2	1
12	The policy should provide favorable conditions for the establishment of interventions that ensure medical care, shelter, education, clothing and etc...for the street children.					
13	The policy should support the establishment of protective interventions to the street children from exploitation, discrimination and abuse.					
14	The policy should promote the development of favorable grounds to integrate and coordinate the interventions.					
15	The policy should create a harmonious relationship among the different sectors of the government to address the problem.					
16	The policy should identify a specific governmental agency to supervise and control its implementation.					
17	The policy should pursue a decentralized implementation framework up to the grass root level.					
18	The policy should specify a mechanism for policy impact assessment in addressing the problem.					

19. If you have any different idea or comment, please specify it here

Thank you!

Appendix 2-Interview guide/ checklist

- 1- On what bases do the city administration deals with organizations that conduct interventions to address the problems of the street children?
- 2- What do the trend of administering interventions on the street children look like?
- 3- What are the major problems that are caused due to the absence of a comprehensive policy?
- 4- What are the major factors that necessitate the formulation of a comprehensive policy?
- 5- Why did the city administration fail to formulate a policy until this time?
- 6- Who is specifically responsible to formulate the policy?
- 7- What kind of role should the street children play in the formulation of the policy?
- 8- How should other stakeholders participate in the policy making process?
- 9- How should the basic principles of the policy be selected and included?
- 10-Who should supervise the implementation of the policy at different levels?
- 11-What kind of policy impact assessment mechanism should the policy include?

DECLARATION

**I hereby declare that the dissertation entitled:
STREET CHILDREN IN ADDIS ABABA: EXPLORING POLICY
FRAMEWORK FOR INTERVENTIONS**

Submitted by me for the partial fulfillment of the MSW to Indira Gandhi National Open University, (IGNOU), New Delhi is my own original work and has not been submitted earlier, either to IGNOU or to any other institution for the fulfillment of the requirements for any other programme of study. I also declare that no chapter of this manuscript in whole or in part is lifted and incorporated in this report from any earlier work done by me or others.

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CERTIFICATE

This is to certify that Mr./Miss/Mrs. BIRHANU BOGALE NAGI student of MSW from Indira Gandhi Open University, New Delhi was working under my supervision and guidance for his/her project work for the Course MSWP-001. His/Her project Work entitled:

STREET CHILDREN IN ADDIS ABABA: EXPLORING POLICY FRAMEWORK FOR INTERVENTIONS

Which he/she is submitting, is his/her genuine and original work.

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