

FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR

Independent Final Evaluation of the Reducing Exploitive Child Labor in Southern Africa (RECLISA) Project: South Africa Country Report

American Institutes for Research

Cooperative Agreement Number: E-9-K-4-0046



2008



This page left intentionally blank.

**FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR**

**Independent Final Evaluation of the
Reducing Exploitive Child Labor in
Southern Africa (RECLISA) Project:
South Africa Country Report**

American Institutes for Research
Cooperative Agreement Number: E-9-K-4-0046

2008

This page left intentionally blank.

The single most important issue facing South Africa 10 years after the transition to democracy is how to break the grip of poverty on a substantial portion of its citizens. There is a consensus amongst most economic and political analysts that approximately 40% of South Africans are living in poverty—with the poorest 15% in a desperate struggle to survive. This means that approximately 18 million out of 45 million people have not experienced the benefits of our newly found freedom. This poses a moral challenge to all South Africans—to work together towards the economic and social integration of the poorer section of our fellow citizens.

—*Poverty and Inequality in South Africa 2004–2014,*
Ecumenical Foundation of Southern Africa

On the Rialto, tourists eye the wares
of three of the continent's diasporic sons,
young men in dreadlocks and caps, touting
leather bags and laser toys in the subdued dialect
of those whose papers never are correct,
homeboys now in crowded high-rise rooms
edging the embroidered city...

...Into the city we have come for centuries,
buyers, sellers, mercenaries, spies,
artists, saints, the banished,
and boys like these: fast on their feet,
carrying sacks of counterfeit goods,
shining in saturated light,
the mobile inheritors of any renaissance.

—*From Merchants in Venice by Ingrid de Kok*

This page left intentionally blank.

ACKNOWLEDGEMENTS

This report describes in detail the final evaluation of the project conducted during May 2008. The report was prepared by Macro International Inc., according to guidelines prescribed by the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of Reducing Exploitive Child Labor in Southern Africa (RECLISA) activities in South Africa was conducted and documented by Terence Beney, an independent development consultant in collaboration with USDOL/OCFT staff, the RECLISA project team, and stakeholders in South Africa. Points of view or opinions expressed in this document do not represent the official position of the U.S. Department of Labor.

Funding for this evaluation was provided by the United States Department of Labor under Task Order number DOLQ059622437. Points of view or opinions in this evaluation report do not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

This page left intentionally blank.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	v
LIST OF ACRONYMS	ix
EXECUTIVE SUMMARY	xi
I CONTEXT	1
1.1 Country Background	1
1.2 Education	2
1.3 Children and Social Welfare	4
1.4 Child Labor	7
II PROJECT DESCRIPTION	9
2.1 The North West Project	10
2.2 The Mpumalanga Project	10
2.3 The Gauteng OVC Project	12
2.4 The Gauteng Inner-City Project	12
III EVALUATION METHODOLOGY	15
IV FINDINGS, CONCLUSIONS, and RECOMMENDATIONS	19
4.1 Project Design and Implementation	19
4.2 Regional Aspects of Management, Capacity Building, and Awareness Raising	29
4.3 Sustainability and Impact	32
V GOOD PRACTICES	39
REFERENCES	41
ANNEXES	
Annex A: Data Collection Activities	
Annex B: Summary of Terms of Reference	

This page left intentionally blank.

LIST OF ACRONYMS

AAC	Adopt-A-Cop
AIR	American Institutes for Research
APEC	Action Plan to Eliminate Child Labour
BBBEE	Broad-Based Black Economic Empowerment
BCEA	Basic Conditions of Employment Act
CBO	Community-Based Organization
CSEC	Commercial Sexual Exploitation of Children
CSG	Child Support Grant
CUBAC	The use of children by adults to commit crime
DOE	Department of Education
DOHA	Department of Home Affairs
EDSCs	Education and Development Support Centers
EE	Employment Equity
GDoE	Gauteng Department of Education
GDP	Gross Domestic Product
GEAR	Growth, Employment, and Redistribution
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MiET	Media in Education Trust
NCS	National Curriculum Statements
NGO	Nongovernmental organization
NOAH	Nurturing Orphans of AIDS for Humanity
NPA	National Prosecuting Authority
NWDoE	North West Department of Education
OBE	Outcomes-Based Education
OVC	Orphans and Vulnerable Children
PACC	Standing Committee on Public Accounts
PIRLS	Progress in International Reading Literacy Study
PSL	Peer Support Leaders
PTA	Parents Teacher Association
RECLISA	Reducing Exploitive Child Labour in Southern Africa

SADOE	South African Department of Education
SADOH	South African Department of Health
SADOL	South African Department of Labour
SAPS	South African Police Service
TECL	Towards the Elimination of Child Labour
TPR	Technical Progress Report
USAID	U.S. Agency for International Development
USDOL	U.S. Department of Labor
WFCL	Worst Forms of Child Labour

EXECUTIVE SUMMARY

In 2004 the United States Department of Labor (USDOL) signed a cooperative agreement valued at US\$9 million with the American Institutes for Research (AIR) to implement the Reducing Exploitive Child Labour in Southern Africa (RECLISA) program. The program, which would be implemented in South Africa, Lesotho, Swaziland, Botswana, and Namibia, would combat child labor by—

- Increasing public awareness of the importance of children’s education, children’s rights, and the worst forms of child labor.
- Improving educational opportunities for working children and children at risk.
- Improving social services for working children, children at risk, and their families or caregivers.
- Strengthening integration of government policies, laws, and regulations to promote the entry of working children into the formal education system and preventing children at risk from dropping out.

This final evaluation report describes RECLISA’s activities in South Africa and assesses project design, implementation, impact, and sustainability. It also briefly considers the appropriateness and advantages of the regional model, as well as the extent to which the advantages were realized in the case of South Africa. The evaluation reviews the degree to which USDOL’s goals, project objectives, and country-specific outputs have been achieved. It also sets out to help the implementing partners in South Africa consolidate learning by identifying good performance, suggesting improvements, and highlighting the program aspects with potential for enhancing future interventions and optimizing impact. The evaluation documents RECLISA’s contribution towards eliminating child labor and improving the future prospects of children in South Africa. The evaluative feedback should contribute to USDOL’s efforts to continuously improve the efficacy of program conceptualization and design.

South Africa is considered a model African state, with a middle income economy and a strong growth rate. It has instituted a policy and institutional framework favorable to defending children’s rights and combating child labor. South Africa has an extensive social welfare system that services vulnerable citizens, including children. The social welfare system is indispensable because of the high income inequality, the high unemployment rate, and the devastating impact of HIV/AIDS.

Khulisa Management Services (Khulisa), RECLISA’s South Africa implementing partner, is a South African-based consulting firm offering management and technical services throughout Africa. Established in 1993 and based in Johannesburg, Khulisa provides services in education, compliance, health, child labor, and skills development to clients in the public and private sectors as a means of contributing to equitable growth and development. Khulisa implemented six different intervention activities at a number of intervention sites in the North West, Mpumalanga, and Gauteng Provinces, in partnership with various local nongovernmental organizations

or community-based organizations, schools, and government departments or agencies. The intervention sites were—

1. Two sites in the **North West Province** at Madibogo and Winterveld. The intervention targeted pregnant teens and teen mothers in and out of school (target of 500 beneficiaries), and those involved in nonformal education programs (target of 100 beneficiaries).
2. A settlement in the Nkomazi region of **Mpumalanga Province**. The intervention targeted orphans and vulnerable children both in school (a target of 400 beneficiaries) and out of school (a target of 250 beneficiaries).
3. Three sites in **Gauteng Province**. A peri-urban, informal settlement near Benoni, an urban setting in Soweto (target of 600 beneficiaries), and the inner-city of Johannesburg where research suggests children are vulnerable to child trafficking (a target of 700 beneficiaries).

PROJECT DESIGN AND IMPLEMENTATION

Summary of Findings

The RECLISA program logic evolved during implementation and was adapted appropriately to both risks and opportunities, resulting in a holistic model of implementation that enhanced efficacy and improved prospects for sustainability. Although the basic intervention of enrolling and retaining vulnerable children in formal education remains the foundation, and the provision of material needs the key prerequisite for success, the additional aspects of psychosocial support and life skills training demonstrate significant value. Psychosocial support in particular is plainly indispensable for at least some of the target beneficiaries.

The exceptionally well-designed life skills curricula, adapted to serve the specific needs of the various beneficiary groups, provided a peak experience for children attending the classes; and interview evidence indicates that the classes prompted positive decision-making, behavior change, and risk avoidance.

Although awareness-raising has been very successful with those directly involved in RECLISA activities, it would have been enhanced for the general community by more deliberate activities. However, the limited resources available for implementation meant that activities targeting children were prioritized, an easily justifiable decision.

Khulisa developed a trafficking referral database for urban centers in South Africa that will be turned over to a government agency, such as Child Welfare South Africa, at the end of the project. Additionally, a complementary program funded by the U.S. Agency for International Development (USAID) awarded to Khulisa has currently established a community collaboration to mitigate the effects of child trafficking in the Hillbrow and Berea area, which will continue beyond the life of RECLISA. The dearth of research on child trafficking makes designing specific interventions difficult. Under the circumstances prevailing at implementation sites where

child trafficking is apparently the lesser risk, the activities directed at combating child labor were sufficient to simultaneously address child trafficking.

Emphasizing the curriculum content on child trafficking for the Adopt-A-Cop and Youth Desk manuals at the South African Police Service has reportedly assisted police officers to investigate incidents more effectively. Had this particular effect been recognized earlier, the intervention might have been extended to a collaboration with the National Prosecuting Authority, which manages the prosecutorial proceedings following criminal investigations.

RECLISA employed innovative and highly effective strategies to identify beneficiaries; the Peer Support Leaders' training and collaboration with local clinics in the Madibogo project deserve particular mention.

Ultimately, Khulisa and its project partners proved themselves eminently capable of implementing RECLISA activities and achieving results. Likewise, they were presumably quite capable of addressing most of the program weaknesses identified in the midterm and end evaluations, though unfortunately, corrective actions were limited by resource constraints.

Recommendations

Future interventions need to ensure uncomplicated provision for material needs. This remains the precondition for maximizing the efficacy of the primary intervention strategy of enrolling and retaining at-risk children in formal education.

A holistic intervention that secures future prospects effectively needs to include psychosocial support and, for older children who do not benefit from compulsory education policies and welfare arrangements easing their attendance in school, the prioritizing of vocational training.

A well-designed educational curriculum, with content adapted to the specific needs of different beneficiary groups, can influence decision-making, risk avoidance and other behavior changes. It should be a key component of future comprehensive programs.

REGIONAL ASPECTS OF MANAGEMENT, CAPACITY BUILDING, AND AWARENESS RAISING

Summary of Findings

A regional program design may well be the best option under certain circumstances. The potential inherent value of such a design became evident as a result of the attempt to implement the regional model for this program. These included—

- The provision of technical support and capacity building for country partners.
- Inter-country learning opportunities and adoption of best practices.
- Addressing cross-border issues related to the program focus and cost-effective budgeting.

The implementation of a regional model for RECLISA also made it apparent that unless these potential value-adds are deliberately or, in the case of program budgeting, adequately exploited, they will not be realized.

For South Africa, technical and capacity-building support were not necessary and therefore not relevant.

The South African project might be regarded as illustrative of a country-based program design, to be compared with the extant regional design, but with significant qualifications that must be considered; namely, the ability of Khulisa as an organization may be an exception rather than the rule.

Recommendations

The choice of regional or country-based program designs should be dictated by the context and not be pre-determined.

Regional program designs need to systematically exploit inherent advantages such as technical support and capacity building for country partners, inter-country learning opportunities, adoption of best practices, and must address cross-border issues related to the program focus as well as cost-effective budgeting.

It is especially important to learn the lesson that care must be taken to budget for regional programs accurately, taking advantage of the potential cost benefits but remaining cost appropriate.

SUSTAINABILITY AND IMPACT

Summary of Findings

On balance, the evidence indicates that the RECLISA program in South Africa is a success. Vulnerable children were prevented or withdrawn from being engaged in child labor through enrollment in formal and nonformal education, while life-skills training and psychosocial support improved the future prospects of beneficiaries; thus influencing decision-making, risk avoidance, and other behavioral changes. Interviews also confirm that especially in rural settings, community awareness and motivation to combat child labor and trafficking has been raised.

Partner organizations have also been positively influenced. Localized implementing partners have integrated sensitivity into child labor and child trafficking issues, and in the case of Thembaletu and Media in Education Trust (MiET), have extended their portfolio of intervention activities. Members of the SAPS are better equipped to criminally investigate child trafficking and child labor-related incidences.

RECLISA has contributed to some extent to policy-level reforms, and the awareness-raising outcome will be sustained through the Adopt-A-Cop program. Most notably, the adoption of the Khulisa-designed life skills curriculum into the Life Orientation subject stream of the Gauteng

Department of Education provides the government of South Africa with one of its earliest practical vehicles for converting an obvious policy commitment into direct action.

The nature of the needs being addressed through RECLISA requires some level of program sustainability. The fact that Khulisa selected established organizations with a solid track record of implementation and funding securing has facilitated, to some extent, the possibility of program sustainability. However, while Thembaletu and MiET have made arrangements that will in all likelihood allow RECLISA interventions to continue with funding from other donors, Nurturing Orphans of AIDS for Humanity (NOAH) has not. The withdrawal of resources from programs like RECLISA, without any possibility of extending the funding period, represents the highest possible sustainability risk.

A number of risks to sustainability emerged during the evaluation:

- The limited realization of the Circles of Support that were intended to concretize persistent locales of intervention to combat child labor.
- The lack of capacity at under-resourced localized implementing partners, which makes it highly unlikely that they can secure the funding or devote the human resources to continue the implementation of RECLISA activities after program closeout.
- The loss of a dedicated project driver partnering with localized program partners that can mobilize additional resources as newly identified needs emerge.

Recommendations

Programs that work are worth reinvesting in. USDOL should consider a review of funding policy, especially because it funds programs that require the intervention to continue to guarantee sustainability.

Program design elements that facilitate the possibility of the sustainability of programs—deliberate inclusion of exit strategy planning in project documents, direct action coupled with policy reform interventions, the selection of established partners with implementation track records and access to alternate funding, and any other elements that might be identified—should be deliberately included in future program designs.

Program sustainability will always be a difficult challenge to address. Partnering with reputable and fairly well-resourced localized program partners who recognize the value of continuing activities and are in a position to raise the funding to do so is seldom possible. Strategies that integrate the activities into the under-resourced partners need to be devised and should be a deliberate activity in a logical framework that includes an exit strategy in its planning.

GOOD PRACTICES

Outstanding Practices in Securing Outcomes

Exceptional curriculum design that is effective in influencing decisions and changing behavior: The South African case illustrates that this becomes an indispensable component of a holistic program design, which includes the provision of material needs and vocational training opportunities.

Provision of material needs through mobilizing circles of support: The meeting of material needs remains the prerequisite for success of the primary implementation strategy—enrolling and retaining vulnerable children in formal education.

The provision of psychosocial support is an indispensable intervention for children who have experienced severe trauma at such a young age. Without it, the value to be derived from all other interventions is at risk.

Wise Approaches

A holistic strategy that mobilizes a broad range of institutions, rather than depending on collaboration with one, improves the potential sustainability of both program activities and outcomes, as it extends program reach.

Context sensitivity that adapts intervention activities to serve the specific needs of different beneficiary groups while pursuing the same set of outcomes. This is especially evident in the adaptation of curriculum content.

Replicable Models

The curriculum design in the South African RECLISA program is particularly noteworthy.

Innovative recruitment strategies for identifying beneficiaries, such as the training of Peer Support Leaders and the collaboration with local clinics in Madibogo.

I **CONTEXT**

1.1 COUNTRY BACKGROUND

South Africa is a diverse country of approximately 1.2 million square kilometers, situated at the southernmost tip of the African continent. In 1994, this nation had its first democratic election, which marked an end to the oppression of the majority of its citizens by the white minority government under the system of apartheid.

As of the 2007 Census, the population of South Africa numbered 47.9 million people, composed of 79.7% black; 9.1% white; 8.8% colored; and 2.2% Asian (Indian). The country continues to classify its citizens into racial categories in order to affect policies, such as Employment Equity (EE) and Broad-Based Black Economic Empowerment (BBBEE), which redress past structural inequalities.

South Africa is also the world's largest producer of platinum, gold, and chromium. The country is fortunate enough to have deposits of almost all other essential commodities—except bauxite and petroleum products. However, it is the only country in the world that supplies a significant proportion of its liquid fuel needs by manufacturing fuel from coal. The economy is diversified, with contributions to the gross domestic product (GDP) being reported from various sectors, including agriculture and mining (primary sector, 11%); industry (secondary sector, 24%); and services (tertiary sector, 65%).

During the transition to democracy, the Anglican Archbishop and Nobel Peace Laureate Desmond Tutu christened South Africa “The Rainbow Nation,” and with its 11 official languages (Afrikaans, English, isiNdebele, isiXhosa, isiZulu, Sepedi, Sesotho, Setswana, siSwati, Tshivenda, and Xitsonga), diversity is often cited as the country's most typical characteristic. Nonetheless, an equally legitimate candidate vying for that title is social inequality.

The Government of South Africa demonstrated its commitment to open markets, privatization, and a favorable investment climate with its release of the crucial Growth, Employment, and Redistribution (GEAR) strategy—the neoliberal economic strategy—to cover 1996–2000. The strategy had mixed success. Despite a real GDP growth rate of 5% recorded in 2006 and a GDP per capita figure of US\$5,390, South Africa has a Gini coefficient of 0.72 (0 being complete economic equality and 1 being complete economic inequality). If the effect of the social welfare system were controlled for, that figure would worsen to 0.8. Unemployment is officially at 25.5%, but unofficial estimates are far higher and are exacerbated by the fact that the economy cannot create enough jobs to service the employment needs of a growing employable portion of the population.

Over the same period that 1.6 million jobs were created, more than 5 million people entered the labor market. That resulted in an increase in the number of unemployed of more than 3 million—meaning South Africa has an unemployment rate...of about 40%.

—*Poverty and Inequality in South Africa 2004-2014, EFSA*

Inequality correlates closely with crime rates, and South Africa has some of the highest rates of violent crime in the world. For the period of April 2006 to March 2007, there were 19,202 murders in South Africa, a rate second only to Colombia. According to the South African Advertising Research Foundation's annual All Media and Product Study report of 2006, 11.6% of adults were victims of violent crime in South Africa in the 12 months preceding the date of their research. Although the figure is down from 12.4% in the 2005 survey, it is exceptionally high in comparison, for example, to 3% in Scotland and 2.8% in England and Wales. Crime statistics released in May 2007 revealed that women and children account for 58.5% of the 558,325 cases reported in six categories: murder, attempted murder, rape, common assault, indecent assault, and assault with intent to do grievous bodily harm.

South Africa is the continent's local hub for the African Diaspora. The Department of Home Affairs estimates that there are approximately 4 million illegal immigrants in South Africa. The inadequacy of policy and systems to manage migration, combined with growing dissatisfaction with service delivery and the lack of economic opportunity, have been blamed by analysts for the recent xenophobic riots. Research confirms that under conditions of high-volume migration, the vulnerability of children to exploitation is increased.

South Africa is also one of the countries most affected by HIV/AIDS, with 5.3 million HIV-infected individuals. Nineteen percent of the 15- to 49-year-old population is infected, and in certain parts of the country such as rural Kwazulu-Natal, more than 35% of women of childbearing age are infected. Overall, it is estimated that 11 to 12% of the population is infected, and approximately 40% of deaths are believed to be AIDS-related.

Without effective prevention and treatment, 5 to 7 million cumulative AIDS deaths are anticipated by 2010 (with 1.5 million deaths in 2010 alone), and there will be over 1 million people sick with AIDS. The epidemic could cost South Africa as much as 17% in GDP growth by 2010. A 2003 national operational plan provides the structure for a comprehensive response to HIV/AIDS, including a national rollout of antiretroviral therapy. However, the government's slow and ambivalent response to the pandemic has been severely criticized and its commitment to affecting its strategy has been repeatedly questioned.

In 2005 there were approximately 660,000 children who had lost one or both parents to the pandemic, and it was estimated that by 2008, 1.6 million children would have been orphaned by AIDS.

1.2 EDUCATION

South Africa has an estimated adult literacy rate of 82.4%, relatively high for an African country. As Table 1 illustrates, a low level of education correlates directly and consistently with high unemployment. Employment is therefore a high developmental priority for the South African Government. Education is compulsory for children in the age group of 7 to 15 years, and although education is not free, the Department of Education (DOE) does subsidize school fees. Subsidies are applied according to a taxonomy that classifies schools into beneficiary categories, with up to 100% subsidization for those schools classified as fee-exempt.

In implementing the South African Schools Act (Act 84 of 1996), passed by Parliament in 1996, the DOE made it a priority to ensure access to education for all children, with a particular emphasis on those from previously disadvantaged population groups. This fact is central to understanding the achievements and persistent challenges of education service delivery in South Africa. Approximately 500,000 additional new learners have been introduced into the school system since 1994, and enrollments at tertiary institutions have tripled (DOE 2006). These achievements, however, have resulted in an enormous burden being imposed on the system.

Table 1: Unemployment, by Level of Education

1995

Characteristic	African	Colored	Indian	White	Total
No education	13.4	10.6	N/A	N/A	13.1
Some primary	19.0	11.6	11.8	N/A	17.9
Complete primary	20.3	15.8	6.8	N/A	19.3
Some secondary	22.4	17.9	10.2	5.9	19.4
Complete secondary	25.9	14.1	9.3	2.4	15.5
Higher	6.1	5.3	2.4	0.6	3.5
Total	19.7	14.7	8.5	2.6	15.8

1999

Characteristic	African	Colored	Indian	White	Total
No education	18.3	5.4	N/A	N/A	17.1
Some primary	25.6	12.8	9.9	N/A	24.0
Complete primary	29.0	17.0	12.7	N/A	27.1
Some secondary	33.7	18.9	17.7	8.5	28.8
Complete secondary	37.8	14.7	18.2	5.2	24.6
Higher	15.7	6.4	9.1	2.0	8.6
Total	29.6	15.4	15.9	4.8	23.6

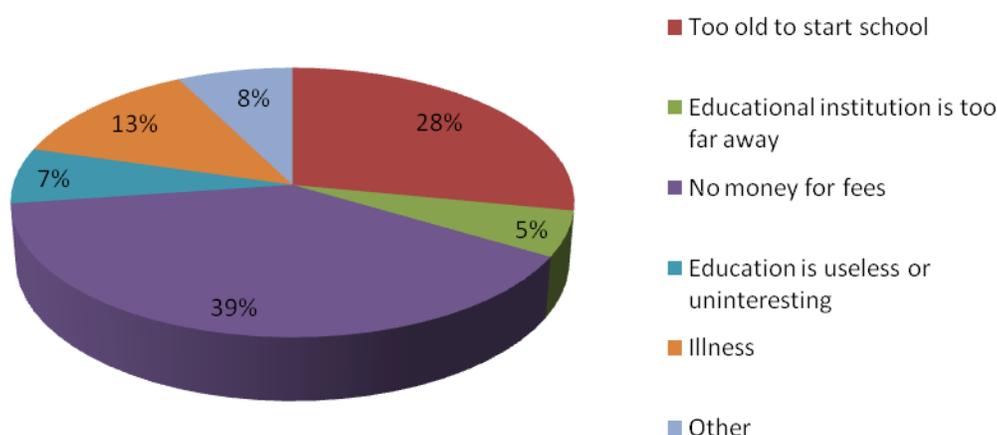
Source: General Household Surveys of 1995 and 1999, StatsSA.

Despite consistently enjoying the lion's share of the national budget (20% of allocated expenditure in 2006/2007), the resources at the DOE's disposal remain inadequate to service the numbers, and it seems inevitable that the quality of education will suffer. In the International Maths and Science Study (2003), South African learners earned the lowest scores out of 50 countries, and the lowest out of 40 in the Progress in Reading Literacy Study (2006). A recent study by Hough and Horne (2006) indicates that the functional literacy of Black matriculants is very poor. Of the 1,560,000 six-year-olds who entered the first grade in the public school system in 1994, only two-thirds reached grade 10 and only one-third made it to grade 12. Of these, some 360,000 passed. On being tested for their functional literacy in English (their preferred language of learning) it was found that only 15% (or 42,000) of the 278,000 Black matriculants were functionally literate.

Poor education outcomes disproportionately affect those learners attending township schools or schools in rural areas, where learners tend to be disadvantaged by their socio-economic status and where schools are under-resourced. Poorer children in even poorer schools lack access to books and learning materials; struggle to pay school fees; struggle to get to school because of poor public transport; attend schools without basic services such as water, electricity, and sanitation; and are hungry at school.

Despite this, the implementation of the no-fee schools policy has been severely criticized. Financial support for these schools from DOE is not transferred on time, school supplies are not consistently delivered, the geographic location of no-fee schools does not always facilitate easy access for target learners, and the method of identifying the schools that qualify is considered inadequate. A 2003 study shows that the inability to pay school fees remains a key contributing factor for the non-attendance of learners between ages 7 and 18 years, with more than 40% indicating that they do not attend an educational institution because they cannot afford to do so (see Figure 1).

Figure 1: Main Reasons for Not Attending an Educational Institution



Source: General Household Survey 2003, StatsSA.

In the Progress in International Reading Literacy Study (PIRLS), South African pupils were asked whether they felt safe when they were at school and if they had experienced incidents of stealing, bullying, and injury to themselves or to others. According to the study, only 23% felt safe. Although this result reflects perceptions rather than actuality, it is nevertheless suggestive of the security situation in South African schools and how perceptions of safety may affect educational outcomes.

1.3 CHILDREN AND SOCIAL WELFARE

South Africa has developed a comprehensive policy framework designed to secure the welfare of children. On June 8, 2006, the Children's Act of 2005 (Act 38 of 2005) was signed into law. The Children's Amendment Bill has proved somewhat controversial and has yet to be passed. Until Parliament passes the Children's Amendment Bill, and the Children's Act of 2005 and the

Amendment Bill become a single comprehensive Act, the Child Care Act of 1983 (Act 74 of 1983), will remain in effect. Both the pending Act and the Bill are summarized in Table 2.

Children also benefit from an extensive social welfare infrastructure through which government provides grants to South Africans in need of social assistance. By March 2006, grants were being paid to 11 million South Africans, including foster care grants (300,119), care dependency grants (91,604), war veteran grants (2,858), old-age grants (2,131,820), disability grants (1,312,726), and child support grants ([CGS] 6,961,046).

Initially the social welfare system was plagued with implementation difficulties. One of the key constraints was the difficulty for many people to prove eligibility, because they did not possess the necessary documentation or level of literacy to manage the administrative requirements. The system was also unscrupulously exploited by fraudsters for a number of years. However, the Department of Social Development ran a fairly successful anti-fraud and anti-corruption campaign. Operations were then handed over to the newly established South African Social Security Agency with the intention of significantly improving service delivery and eliminating corrupt practices.

Table 2: Summary of Child Care Legislation

The Children's Act	The Children's Amendment Bill
<ul style="list-style-type: none"> • Gives effect to certain rights of children as contained in the Constitution of the Republic of South Africa. • Sets principles relating to the care and protection of children. • Defines parental responsibilities and rights. • Makes further provision regarding children's courts. • Provides the issuing of contribution orders. • Makes new provision for the adoption of children. • Provides for inter-country adoption. • Gives effect to the Hague Convention on Inter-country Adoption. • Prohibits child abduction and gives effect to the Hague Convention on International Child Abduction. • Provides for surrogate motherhood. • Creates certain new offenses relating to children. 	<ul style="list-style-type: none"> • Amends the Children's Act of 2005. • Inserts certain definitions such as "child-headed household" and "cluster foster-care scheme." • Provides for partial care of children. • Provides for early childhood development (ECD). • Makes further provision regarding the protection of children. • Provides for prevention and early-intervention services. • Provides for children in alternative care. • Provides for foster care. • Provides for child- and youth-care centers, shelters and drop-in centers. • Creates certain new offenses relating to children. • Provides for the establishment of the National Child Protection Register that will record all persons found unsuitable to work with children.

Table 3: Grant Amounts per Month

Grant Amounts	April 1, 2007	April 1, 2008
Grant for an aged person	R870	R 940
Grant for a disabled person	R870	R 940
War veterans' grant	R870 + R20	R940 + R20
Grant-in-aid	R200	R 210
Child support grant	R200	R 210
Foster child grant	R620	R 650
Care dependency grant	R870	R 940

Note: Monetary amounts are in Rand, symbolized by "R," the currency of South Africa as well as between South Africa, Namibia, Swaziland, and Lesotho.

Table 4: Child Grant Types and Eligibility

Child Social Assistance Grants	Eligibility
Foster Child Grant	<ul style="list-style-type: none"> • Applicant/child must be a resident of South Africa at the time of application • 13-digit bar-coded ID document (applicant) • Court order indicating foster care status • Must have valid RSA/non-RSA 13-digit ID number in respect to each child • Foster child must pass the means test.
Care Dependency Grant	<ul style="list-style-type: none"> • Must be South African citizens, except for foster parents who have foster children who also qualify for a care dependency grant • Applicant and child must be residents of South Africa/permanent residents • Age of child must be from 1 to 18 years • Must submit a medical/assessment report confirming disability • Applicant, spouse, and child must meet the requirements of the means test (except for foster parents) • Care dependent child/children must not be permanently cared for in a State Institution • 13-digit bar-coded ID document (applicant) • 13-digit birth certificate (child). <p><i>Note: the income of foster parent will not be taken into consideration.</i></p>
Child Support Grant	<ul style="list-style-type: none"> • Child and primary care giver must be a South African citizen and resident of South Africa • Applicant must be the primary caregiver of the child/children concerned • Child/children must be under the age of 14 years • Applicant and spouse must meet the requirements of the means test • 13-digit bar-coded ID document (of the caregiver) • 13-digit birth certificate (of the child) • Cannot apply for more than six non-biological children.

Child Social Assistance Grants	Eligibility
Grant-in-Aid	<ul style="list-style-type: none"> • Must require full-time attendance by another person owing to his/her physical or mental disabilities • Must not be cared for in an institution that receives subsidy by the State for the care/housing of such beneficiary • Must be a social grant recipient, not a child grant recipient • Grant-in-aid is an additional grant awarded to persons who are of <i>old age</i>.

Research confirms that these grants not only reduce the occurrence of hunger and extreme poverty, but that they also facilitate household access to basic services and economic opportunities. This has been the fastest-growing category of government expenditure since 2001; it now amounts to R70 billion per year, or about 3.4% of the gross domestic product. Social grants contribute more than half of the income of the poorest 20% of households, and have doubled in real terms over the past five years. By May 2006, more than 7.5 million children were receiving the CSG.

1.4 CHILD LABOR

Despite a number of studies conducted, the figures on the extent of child labor in South Africa are not up to date or definitive. In 1999, a Statistics South Africa survey indicated that—

- About 400,000 children were doing more than 12 hours of “economic” work per week.
- More than 200,000 children reported spending more than 24 hours a week fetching wood and water.
- Most children engaging in economic activities worked on family farms—usually in subsistence agriculture—or in family retail businesses. This kind of child work was most likely to occur in deep rural areas in former homelands, followed by commercial farming areas.
- The rates of child work in rural areas are about double those in urban areas and, on average, children in rural areas work much longer hours than those in urban areas. When asked why they work—
 - Fifty-nine percent said they have a duty to help their families.
 - Fifteen percent said they work to assist their family with money.
 - Sixteen percent said they are earning pocket money.
- The Statistics South Africa study estimated that about 30% of the economic activity of children was in contravention of the law in that it involved children below the legal age limit.

- Overall, it was estimated that 247,900 children were engaged in work qualified as the Worst Forms of Child Labour (WFCL).

Studies exploring two of the worst forms of child labor—commercial sexual exploitation of children (often referred to as CSEC), and the use of children by adults to commit crime (CUBAC)—present an incomplete picture quantitatively; but reports from respondents involved in the studies suggest disturbing practices on a substantial scale.

There is also evidence that children are trafficked into South Africa and within the country, usually from rural areas to major urban centers. Trafficked children tend to be exploited as unpaid or poorly paid domestic workers, or sometimes as prostitutes. Live-in domestic work outside the family home may be hazardous because the child may be isolated and vulnerable to violence and sexual abuse.

The country cemented its commitment to combating child labor in Section 28.1(f) of its Constitution, which prohibits any form of child labor (i.e., work conducted by children under the age of 18 years that is exploitive, hazardous, or inappropriate for their age, their schooling or their social, physical, mental, spiritual, or moral development). This was a culmination of 30 years of national activity against child labor captured in the following illustrative timeline:

- **1976**—South Africa signs and ratifies the International Labour Organization (ILO).
 - Convention 138 (defining a minimum age for child workers).
- **1989**—South Africa signs and ratifies the Conventions on the Rights of the Child (providing a definition for the period of childhood).
- **1992**—Delegates to the International Children’s Summit develop the Children’s Charter of South Africa, which is adopted by the South African Government (the document outlines the rights of children).
- **1997**—The Basic Conditions of Employment Act (BCEA)—prohibits the employment of children 14 years and younger, and of children 15 to 17 years if the work is in appropriate for their age or places at risk the child’s well-being; education; physical or mental health; or spiritual, moral, or social development.
- **1998**—White Paper on Safety and Security (for children in and out of school).
- **2000**—South Africa signs and ratifies ILO Convention 182 (defining the worst forms of child labor).
- **2003**—Children’s Bill (drafted in January)—covers children’s rights, economic exploitation, children in especially difficult circumstances, and prohibition of trafficking.

II PROJECT DESCRIPTION

Khulisa Management Services (Khulisa), RECLISA's South Africa implementing partner, is a South African-based consulting firm offering management and technical services throughout Africa. Established in 1993 and based in Johannesburg, Khulisa provides services in education, compliance, health, child labor, and skills development to clients in the public and private sectors, as a means of contributing to equitable growth and development.

Khulisa implemented six different activities at a number of intervention sites in the North West, Mpumalanga and Gauteng Provinces, in partnership with various local nongovernmental organizations (NGOs) or community-based organizations (CBOs), schools, and government departments or agencies. The activities were:

1. Registering and enrolling vulnerable and at-risk children in formal and/or informal education.
2. The provision of material needs to children in selected provinces, primarily to ease enrollment and retention in formal education.
3. The training of principals and educators in Project Management, as a stepping stone to capacitate them to design and implement child labor awareness-raising projects in their respective communities.
4. The teaching of a *Life Skills Curriculum* at schools, as well as at NGO/CBO locations, which was ultimately finalized in line with the objectives of the National Curriculum Statement and distributed to schools and organizations working with vulnerable children in Mpumalanga, North West, and Gauteng.
5. The provision of psychosocial support through the implementation of an art therapy intervention called the *Suitcase Project*, coupled with counseling and referrals for further services when necessary.
6. Facilitating the creation of *Circles of Support/Care* to focus government departments and NGO/CBO collaborative care on different targeted beneficiaries.

Activities were adapted to better fit the target beneficiaries at each distinct intervention site. The following were the intervention sites:

1. Two sites in the **North West Province** at Madibogo and Winterveld. The intervention targeted pregnant teens and teen mothers in and out of school (500 beneficiaries), and those involved in nonformal education programs (100 beneficiaries).
2. A settlement in the Nkomazi region of **Mpumalanga Province**. The intervention targeted orphans and vulnerable children (OVC) both in school (400 beneficiaries) and out of school (250 beneficiaries).

3. Three sites in the **Gauteng Province**. A peri-urban, informal settlement near Benoni, an urban setting in Soweto (600 beneficiaries), and the inner-city of Johannesburg, where research suggests children are vulnerable to child trafficking (700 beneficiaries).

The way resources were assigned, partners were recruited, and activities were implemented suggests an arrangement of interventions into four distinct projects. A brief synopsis of each project is presented below.

2.1 THE NORTH WEST PROJECT

Working with the Media in Education Trust (MiET) and the S.A. Department of Health (SADOH), Khulisa began conducting RECLISA activities with beneficiaries from approximately 26 schools at three project sites—Madibogo, Winterveldt, and Rustenburg. The project targets teenage mothers and pregnant teens. Girls tend to drop out of school after giving birth, and RECLISA seeks to prevent them from dropping out, bring them back to formal schooling, or provide them with alternative forms of education. Teen moms are at particular risk of falling into child labor because of their economic circumstances.

In Madibogo, the location where the evaluation research took place, the health clinics identify teen girls who have come for prenatal care. The names of the teens are passed along to the RECLISA field coordinator, who pays a follow-up visit to the girls and invites them to attend a life skills course currently held at a local high school, covering their costs of transportation. The Life Skills Curriculum is adapted to the target beneficiaries and, in addition to modules on child labor and trafficking, includes a module on child care.

At the school level, Khulisa offers the Project Management course to principals and educators. After finishing the course, they will be responsible for creating greater community awareness about teen moms and will identify strategies to help the girls come back to school.

2.2 THE MPUMALANGA PROJECT

Khulisa has partnered with Thembaletu Home-Based Care—a local NGO that provides direct palliative care to those suffering from HIV/AIDS—to implement its project focus on vulnerable children living in surrounding communities who are at risk of being engaged in child labor. Thembaletu is a reputable institution with a national profile; it benefits from funding by various donors, including the Nelson Mandela Children’s Fund.

Thembaletu attempts to provide a holistic suite of services to children and has developed the following programs for OVC: purchase of school uniforms, monthly distribution of food packages, counseling, medical assistance, shelter, clothing, psychosocial support, daily feeding programs, and gardening to grow fresh fruits and vegetables.

In addition to its involvement in RECLISA, Thembaletu, under its Youth in Action program (funded by its other donors), provides training in Small Micro Medium Enterprises (tailoring and craft making for the Wildly African craft shop), Latin American & Ballroom Dance, Performing Arts & Drama, Arts & Crafts, and Sports. Thembaletu also publishes a newspaper—*The Nkomazi*

Voice—with circulation in all surrounding townships and bigger cities in Mpumalanga, such as Nelspruit. The vendors who sell the paper directly also receive a part of the proceeds from the sales.

Children benefiting from the program live in extreme poverty, often with relatives or other community members, because their parents are migratory workers, are terminally ill, or have been lost to the HIV/AIDS pandemic. Without their material needs provided for, these children must resort to agricultural or domestic labor to survive and are vulnerable to exploitation.

Thembaletu care workers visit homes in the community during their duties and identify children who are not attending school or who are at risk of dropping out of school. The names of identified children are reported to the two RECLISA field coordinators, who then pay a visit and invite them to Thembaletu for life skills and other training. The Life Skills Curricula offered are adapted to the needs of different beneficiaries:

- For those who have been in school and are no longer attending regularly or are readmitted to school, a special *Eduvision* Life Skills Curriculum has been developed based on the lessons taught on *Takalani Sesame* (the South African version of Sesame Street).
- For those who have been in school, the Life Skills Curriculum focuses on the use of child labor on farms and how children should stay in school to improve their life circumstances.
- For a subset of the children who are in school, a special course to develop Peer Support Leaders (PSLs) is held on Saturday and in vacation school (as are all the other courses). This focuses on training students to identify children in their own schools and communities who need assistance to return to and remain in formal education.

In addition to the Life Skills Curricula, Khulisa also assists with materials needs such as providing direct food support to the children in the off-school hours learning program, offering psychosocial support, and facilitating registration and administrative procedures with the Department of Home Affairs for children to obtain birth certificates and identity documents. The latter are necessary to obtain access to social assistance grants offered by the government and to take final secondary school examinations.

Principals and educators in the schools in Nkomazi completed the Project Management course in February 2008; they report having begun developing community-based projects that will increase the community's awareness of child labor. These educators will also be working with the students in their schools who are involved with or have completed the life skills training offered by RECLISA. From these endeavors, along with the purposeful networking to provide greater assistance to OVC, the Circles of Support/Care will be extended from Thembaletu to other schools.

2.3 THE GAUTENG OVC PROJECT

Khulisa partnered with three organizations—Sithabile, Ithuteng, and Nurturing Orphans of AIDS for Humanity (NOAH)—through the life of the project, and these NGOs are providing services to orphans and vulnerable children. NOAH is well established in South Africa and has been launching community-based care centers, called Arks, in impoverished areas for almost two decades. It has a reputation for dogged determination and surviving on shoestring budgets against almost insurmountable odds.

Sithabile is a children’s home with approximately 90 residents. Ithuteng is another children’s home that can accommodate up to 120 children. These NGOs tend to be favored recipients of corporate social investment and philanthropic funding, so each has been able to garner considerable support from other organizations, including the 3M Corporation, the National Basketball Association, the American embassy, the U.S. Agency for International Development (USAID), and such celebrities as Oprah Winfrey and comedian Chris Rock.

In each location, Khulisa provides life skills training, PSL workshops, and psychosocial support to children who are residents of the home or who are enrolled in the afterschool care programs. The psychosocial intervention includes facilitating an art therapy program such as the *Suitcase Project*, *Memory Box*, or *T-Shirt Activity*. The interventions at these two institutions take place primarily on Saturdays, during school holidays, and at times after school during the week.

Where necessary, counseling services have been provided to at-risk children. In one Ark in Soweto, children have received weekly counseling over a period of 8 months. This has also included meeting with families, assisting with the placement of children, and applications for identity documents (required for taking final examinations or obtaining social assistance grants). At Sithabile, the intervention also included psychosocial support, in partnership with the Educational Psychology Department at the University of Johannesburg, as well as presentation of the *Suitcase Project* art therapy workshop at some locations.

2.4 THE GAUTENG INNER-CITY PROJECT

Khulisa’s entry into the schools in the inner-city of Johannesburg came through a partnership with the Adopt-A-Cop (AAC) program of the South African Police Service (SAPS). Adopt-A-Cop is a component of the SAPS’s Safe Schools program. Khulisa presented the Life Skills Curriculum at schools in the Hillbrow and Berea suburbs of inner-city Johannesburg. The curriculum was adapted to the circumstances of target beneficiaries and gave particular emphasis to the module on child trafficking. The intervention also included psychosocial support, in partnership with the Educational Psychology Department at the University of Johannesburg, as well as a presentation of the *Suitcase Project* art therapy workshop at some locations.

Khulisa has worked with SAPS in improving their AAC and Youth Desk manuals and has developed three training modules that deal with self-awareness, child labor, and child trafficking, respectively. These modules equip “adopted” police officers with the materials necessary to

convey information on child labor and child trafficking to schools and learners during their engagement through the Adopt-A-Cop program.

Khulisa has also cultivated a promising relationship with the Gauteng Department of Education (GDoE) through its involvement in schools. The incorporation of the Life Skills Curriculum developed by Khulisa into the GDoE's Life Orientation stream has met the Department's approval.

Khulisa's total budget for each of their activities is approximately US\$2,571,566.60. The budget is broken down over four years of implementation as follows:

- **Year 1**—US\$654,823.57 (includes Regional Monitoring and Evaluation [M&E]).
- **Year 2**—US\$876,936.47 (includes Regional/S.A. Conference and Regional M&E).
- **Year 3**—US\$565,083.26 (includes Regional M&E).
- **Year 4**—US\$474,723.30 (includes Regional M&E).

It is important to note that a portion of each year's budget is devoted to regional M&E, while a significant proportion of spending in the second year was reserved for the Regional Conference.

The total number of children to be prevented from participating in WFCL by Khulisa activities in South Africa was 2,600 (out of a total of 10,000 children for the five countries in the region). The target was exceeded, with 3,024 children reached, of which 2,957 were prevented from being engaged in child labor, while 67 were withdrawn.

This page left intentionally blank.

III EVALUATION METHODOLOGY

The evaluation methodology included a number of complementary data collection activities. The evaluation began with a desk review of relevant program documentation that informed the data collection approach in the field. The desk review extended through the evaluation and included the collection and review of supplementary literature and studies as they were encountered. The desk review was followed by in-depth interviews in beneficiary countries, supplemented by systematic site observations.

Because of the time constraints within which the evaluation was conducted, it was not possible for data collection to be as comprehensive as would ideally be required. However, an effort was made to secure a representative body of data and verify findings and conclusions through participatory mechanisms. Consequently, the findings and conclusions in this final report may be considered with an acceptable degree of confidence in their veracity.

DESK REVIEW

After an analysis of the purpose and scope of the evaluation and the specific questions in terms of reference, the evaluators reviewed key project documents, including the following:

- The RECLISA Cooperative Agreement
- The RECLISA Project Document
- Country Needs Assessments
- Project Performance Management Plans
- Various RECLISA Fact Sheets
- Technical Progress Reports
- The Midterm Evaluation reports and project responses to recommendations.

In addition, the evaluators collected and reviewed research literature and studies that contextualized and complemented data collected during the fieldwork. These additional documents are referenced towards the end of the report.

INTERVIEWS IN THE U.S.

Before field visits, the evaluators took part in conference calls with American Institutes for Research (AIR) headquarters staff and with the Project Manager at the U.S. Department of Labor (USDOL). All three evaluators were part of these calls so that they were all working from communal information, applicable to their national contexts.

SELECTION OF SITES TO BE VISITED

The sites for field visits in the countries concerned were selected in consultation with AIR and implementing partners. The aim was to cover a cross-section of activities, including those that have been both more and less successful; including, where possible, some of the less accessible project sites.

SITE VISITS, COMMUNITY-LEVEL OBSERVATIONS, AND INTERVIEWS

In each community, the evaluator met with boys and girls who were beneficiaries of the program, individually or in small groups (as appropriate to the activities concerned). The children were encouraged to discuss their opinions and attitudes concerning child labor and education, the activities initiated by RECLISA, how they believe they have benefited from these activities, and how they see the future. The evaluator ensured that the interviews with the children were relaxed and informal, with a limited number of questions and an accent on valuing their points of view and encouraging them to express themselves so that they have a positive confidence-building experience. Some interpretation was required at the Mpumalanga and North West sites.

Similar focus groups and individual interviews took place with parents, teachers, and local leaders grouped according to community norms and specific project activities. Wherever possible, the evaluator visited and observed project activities.

INTERVIEWS WITH SUBCONTRACTORS

For each individual project visited, the evaluator talked to the local NGO responsible for the project. Questions that guided the process revolved around project design, implementation, monitoring and sustainability, the partnership with AIR, and the local and national child labor and education context.

INTERVIEWS AT THE NATIONAL AND REGIONAL LEVELS

For each country, AIR's national partners were asked to suggest contacts with whom they have worked within the S.A. Government (local and national policymakers concerned with education and child labor issues), United Nations agencies, USAID, U.S. embassies, and any international NGOs with whom they had collaborated or shared information. Individual interviews were then arranged by the partners after consultation with the national evaluator. In-depth interviews were also conducted with key AIR staff in the regional office concerning all aspects of project design, implementation, M&E, management, and sustainability.

STAKEHOLDER MEETINGS AND DEBRIEFINGS

Unfortunately, because of time constraints the South Africa evaluation process did not benefit from formal stakeholder meetings and debriefings. However, both preliminary findings as well as draft report content was subject to review and comment by implementing partners, which allowed for some degree of verification.

CONFIDENTIALITY

The evaluation mission observed utmost confidentiality related to information and feedback elicited during the individual and group interviews. To ensure freedom of expression and to mitigate any bias during the data collection process, representatives from implementing partner staff were not present during stakeholder interviews.

This page left intentionally blank.

IV FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

4.1 PROJECT DESIGN AND IMPLEMENTATION

4.1.1 RECLISA Implementation

The primary departure from the intended work plans was that the partnership role envisioned with government and specifically the Department of Education was never fully realized. The reasons for this were initially bureaucratic and slowed early program implementation. There were difficulties in establishing a bilateral agreement between USDOL and the S.A. Department of Labour (SADOL), and further complications in creating a linkage between the SADOL and the S.A. Department of Education (SADOE) at the national and provincial levels. The difficulties encountered prevented Khulisa from entering government schools and forced them to choose an alternative implementation vehicle during the first year.

The subsequent strategy involved identifying NGOs and CBOs as local implementing partners at each location: the Media in Education Trust in North West; Thembaletu Home-Based Care in Mpumalanga; and the SAPS Adopt-a-Cop Program, NOAH, Ithuteng, and Sithabile in Gauteng. After SADOE approval was given, Khulisa entered schools as originally planned, but with a more robust partnership community which in retrospect served the program better than a one-dimensional school-based design could.

Engaging civil society organizations as implementers resulted in the evolution of a more holistic theory of change, improved efficacy, and the facilitated possibility of program sustainability. The implementing partners selected were well-established organizations with a track record of implementation, existing expertise, networks, and programs. At all sites, access to beneficiaries was smoothed, interventions were enhanced with expertise or programs that elements partners had to offer, and for Thembaletu and MiET the possibility of engaging alternate donors means that program sustainability is now an imminent possibility. The awareness-raising outcome was also better realized because these organizations carry sensitivity to child labor and child trafficking issues into their future direct action projects.

A number of developments problematized implementation in the North West, but the emerging challenges were adapted to. The status of the Winterveldt was changed from a North West settlement to a Gauteng settlement. In addition, the SADOE questioned the logic of including Rustenburg, which was not considered as ‘needy’ as Madibogo. Activities in both these areas were ultimately curtailed, in part because the intervention was rapidly taking root and achieving results in Madibogo.

4.1.2 RECLISA Design

The only obvious presumptive error that risked effective implementation was made when it was assumed that collaboration with relevant government departments could be arranged within a suitable timeframe. Because early plans identified schools as implementing sites, the difficulties of protocol and bureaucracy were significant threats to implementation. However, the challenges

may have been serendipitous. Valuable outcomes were achieved in diverse community settings and for a broader spectrum of beneficiaries than would have been reached if schools had been the exclusive focus. In addition, it may be plausibly argued that sustainability has been better served with much of the implementation being outside of schools: community awareness was raised widely; the localized implementation partners Khulisa was required to engage could integrate RECLISA activities into their respective program portfolios after closeout, securing them with alternative funding; and localized implementation partners are now sensitized to child labor issues.

The cooperation of government is, of course, preferable if not always necessary. While policy interventions are more effective if government is engaged from the start, civil society can be at least as effective an alternative to government in direct action programs.

4.1.3 Design's Fit into Existing Efforts

As best as can be established, there were no direct action interventions being undertaken in South Africa to combat child labor and child trafficking before the introduction of RECLISA. In this respect, Khulisa introduced a critical emphasis into the existing OVC interventions of its implementing partners. Furthermore, with its curriculum development, Khulisa provided a vehicle for government, through the GDoE and SAPS, to convert its obvious policy commitment into demonstrable action—raising awareness and educating relevant stakeholders about child labor and child trafficking issues.

Government eases access to education for vulnerable children by providing for their material needs through social assistance grants. However, many of those eligible for assistance are not able to access grants. RECLISA assisted eligible children by facilitating their registration with the Department of Home Affairs (DOHA) for identification documents, and at the DOSD as grant recipients.

4.1.4 USDOL Goals

Goal 1: The project achieved both its enrollment and retention targets, and there is evidence to suggest that children who remain enrolled once RECLISA closes out will complete their education. The key prerequisite for most of the children to complete formal education is that their material needs be provided for; research has established and interviewees in the evaluation confirm that the lack of the basic necessities for survival and the accompanying difficulties in paying school fees are the most significant obstacles to consistent attendance at school. The fact that both Thembaletu and MiET will continue RECLISA activities with alternate funding is promising in this regard.

Goal 2: While the Towards the Elimination of Child Labour (TECL) project is principally responsible for reform at policy level, RECLISA has contributed to TECL in South Africa through Khulisa's representation on and to the Standing Committee on Public Accounts (PACC), and by way of the updated informational input Khulisa can provide as a result of its direct action activities. RECLISA also offered, through its curriculum development for life orientation in

Gauteng schools and modules for the AAC program of the SAPS, practical vehicles for government to convert its clear policy commitments into action.

Goal 3: Interview evidence suggests that the project succeeded in raising awareness of the importance of education with beneficiaries and in the communities where it worked. It should be noted, however, that respondents at most sites more commonly perceive the promotion of education as RECLISA's purpose, ahead of preventing at-risk children from being engaged in child labor.

Goal 4: Khulisa has collected extensive monitoring data on its own projects and designed a user-friendly and fairly robust database to warehouse these data. In addition, Khulisa project staff have collated and summarized the available research on child labor in South Africa and have posted it on the RECLISA website. Such a centralized resource has not been available in the past. The consolidation of evidence on child labor and child trafficking is an important contribution to advocacy efforts. It is also evident from engagement with project staff that a great deal of learning has occurred during implementation, and it is important that the lessons learned be documented.

Goal 5: RECLISA has been partially successful in attaining this goal in South Africa. Program sustainability is at risk at all intervention sites, but in Mpumalanga and the North West arrangements have been made for alternate funding and for RECLISA activities to continue. These arrangements need to be finalized. The implementation of the RECLISA curriculum at schools in Mpumalanga and GDoE will also further the sustainability of the program and of outcomes. However, with no alternate funding lined up, it is highly unlikely that the program will be sustained for NOAH project partners, although caregivers have been trained on the new child labor and Life Skills Toolkit as a sustainability measure.

4.1.5 Direct Educational Interventions

A key intervention strategy for RECLISA in South Africa was the enrollment and retention of vulnerable children in formal education. Unfortunately, overall enrollment and dropout rates in the relevant districts were not available for a quantitative analysis of change in school attendance in target communities. For various reasons, it is also unlikely that a significant change would have been discernable. Although both Thembaletu and MiET count a large number of schools in their respective portfolios, comprehensive implementation occurred only in a limited number of schools. This was a conscious choice, to strengthen relationships with schools and ensure sustainability of interventions beyond the life of the project. Consequently, it is unlikely that a significant impact was made at the district level, although within the particular communities where the schools enjoyed focused attention, analysis may be useful if data was readily available.

Nevertheless, the manner in which the program was implemented as well as qualitative evidence from interviews suggest that the impact on enrollment and dropout rates has been noteworthy. The requirement to monitor retention resulted in a sensitivity to dropout rates by project staff and stakeholders. Thembaletu fieldworkers reported that there was regular follow-up with children as soon as a pattern of truancy became evident. In both Mpumalanga and the North West, teachers reported that 'most' of the children enrolled in school through RECLISA stayed in school.

The mobilization of Circles of Support to meet the material needs of OVCs has been a significant factor in combating truancy. Without the provision of school uniforms, exemption from or payment of school fees, some provision for food security, and access to social grants, the motivation to remain in school is severely undermined.

Research clearly demonstrates that the level of education correlates directly with employability. A tertiary or vocational training qualification is most likely to secure a better future for children at risk of exploitation, and a comprehensive program design might have included a more substantive component in this regard. Clearly, however, program design choices were made to maximize reach among the more vulnerable, younger beneficiary group. There is no intervention activity that could have been sacrificed and from which limited resources could have been redirected, in favor of additional vocational interventions, while not detracting from the reach objective.

4.1.6 Psychosocial Services, Life Skills Training, and Customized Child Labor Curricula

Psychosocial services may not be essential to all beneficiaries or to achieve targets, but they have proven crucial for many of the OVCs in RECLISA. As participants engaged with the evaluator and discussed the contents of their “suitcase,” the trauma endured by these young children became palpable, as did the immeasurable value of the healing they experienced through the art therapy and subsequent counseling process. Providing for material needs and access to education must be priorities of necessity, but without psychosocial support, it is inconceivable that improved prospects for the future can be realistically secured for many of these children. Psychosocial support is an indispensable element of a holistic intervention for OVCs.

Aligned with the Outcomes-Based Education (OBE) and National Curriculum Statements (NCS), both the Child Labor and Life Skills Toolkit curricula are exceptionally well designed. They are content-rich, engaging, employ experiential techniques and, in the case of the GDoE curriculum, are now attractively packaged. Although most of the content is common across the curricula, certain aspects are adapted to the needs of specific beneficiary groups at each of the intervention sites. The tailored aspects are detailed in Table 5.

Table 5: Adaptations to Life Skills Curriculum, by Site

Project Site	Curriculum Adaptation
Nkomazi in Mpumalanga	The curriculum was adapted for presentation to out-of-school youth and emphasized seizing educational and economic opportunities available to this group. The in-school curriculum was also presented, and a strong emphasis was placed on the training of peer support leaders. PSLs became an important innovation in RECLISA recruitment activities.
Madibogo in the North West	The curriculum included a module on child care for pregnant girls and new mothers.
Gauteng OVC	Some of the beneficiaries were very young and the curriculum was adapted to be age appropriate.
Gauteng Inner-City and the AAC of SAPS	The content on child trafficking was emphasized for these beneficiaries.

Site observations and interview evidence strongly suggest that the delivery of the curricula offers a peak experience for children in these classes. Attendance on weekends and during school vacations is very high, and interviewees report examples of the curriculum influencing important decisions they have made, changes in behavior, and instances of avoiding risks.

It does appear that children exposed to the curricula are better equipped to manage the risks to which they are exposed, including the risk of being exploited. A young interviewee, an orphan, who now attends school in Mpumalanga but continues to work in his spare time in order to support himself adequately, explained as follows: “When someone asks me to do work that is too hard; I tell them, this is not work for a child.” He attributes the ability to assert himself in this way to the life skills training he has received.

The Life Skills Curriculum is also designed to assist participants in planning for the future and making sensible decisions. A young woman at an inner-city school describes how she carries her life skills workbook with her at all times to refer to when she has to make decisions about her future. She likes to ensure that all her important decisions are aligned to her goals and life plan.

Another young woman at an inner-city, exceptionally enthusiastic about the effectiveness of the Life Skills Curriculum, said: “I am one of those that RECLISA has really helped.” She went on to explain that before RECLISA she had made compromising life choices that had put her future at risk, including the choice of where and with whom she was living. As a result of attending RECLISA’s Life Skills course, she moved herself into a local “place of safety” associated with her school, thus limiting her personal freedom but submitting herself to a structured environment, which secured her welfare.

The above cases illustrate the data garnered in interviews with children who all felt they had benefited from life skills training.

Currently, the legislative framework in South Africa does not directly provide for the criminal investigation and prosecution of child trafficking or many child labor-related offences. The inclusion of curriculum content into the AAC and Youth Desk manuals of the SAPS has, according to the officer interviewed, not only provided police with material for AAC presentations in schools, but equipped police officers with knowledge to better investigate and take cases of child labor and of child trafficking to the prosecuting authorities.

4.1.7 At-Risk Teenage Mothers

The enrollment and retention figures for teen mothers indicate that RECLISA has been successful in keeping these beneficiaries in school. Teen mothers interviewed during the evaluation insist that they are committed to completing their education and pursuing further studies. A number of them described the difficult decisions and sacrifices they have made and the behaviors they have had to change to pursue their goal. One of the interviewees explained that she had agreed to place her son with the father’s parents while she completed her schooling; a clearly emotionally difficult choice for her. Another explained how she had chosen not to marry the father of her child because her in-laws would have wanted her to leave school.

Her decision has resulted in strained relations between her and her family, as well as with the family of her child's father, both of which adhere strongly to traditional cultural norms.

4.1.8 Identification of Beneficiaries

The research that we have on child labor in South Africa indicates that OVCs are particularly vulnerable to exploitation and to being engaged in WFCL. It further reveals that the most prominent form of child labor is agricultural work. There is also some evidence to suggest that child trafficking takes place across the border with Swaziland; for these reasons, targeting children in the Nkomazi area of Mpumalanga, where the impact of HIV/AIDS has decimated the population, is a sound decision.

Specific beneficiaries in Mpumalanga were initially identified by community workers and teachers who live and work in the beneficiary community. This process was subsequently and very effectively augmented with trained Peer Support Leaders.

Research on teenage pregnancy in South Africa supports the common sense assumption that teen mothers do not return to school once they have children. They, too, become susceptible to child labor out of necessity; they are, therefore, appropriate beneficiaries of RECLISA. Using local clinics to identify beneficiaries has proven exceptionally effective.

The Arks in Gauteng not only provide residential care to orphans but reach a larger group of children through the afterschool care services they offer. These children are particularly vulnerable because they live in poor communities (where the Arks are inevitably located and where home situation is seldom secure); there is also no definite arrangement for their care after school. Arks are obvious locations for recruiting vulnerable children into the program—everyone there qualifies.

The only beneficiary site and participant selection that is not a self-evident choice consists of inner-city schools. Hillbrow and Berea are havens for exploitive crimes such as sexual harassment and substance abuse, and children in these areas are likely victims. Although the research on child trafficking, CUBAC, and CSEC in inner-city settings is suggestive, it is not conclusive. Children at these sites were asked in group discussions whether they, personally, or whether someone they knew (but not someone they had heard of) had been engaged in child labor or had been victims of trafficking. In addition, participants were invited to remain for individual interviews with the evaluator if they wanted to discuss incidences that they felt were too sensitive to volunteer in a group interview context. Testimony from these discussions and interviews does suggest that many of these children are at risk of being engaged in WFCL, and that a few had been withdrawn from exploitive situations.

4.1.9 Awareness-Raising Activities

Awareness raising was integrated into implementation activities rather than as an independent feature of program design. Project partners, project beneficiaries, and to some extent community members are now sensitized to the detriments of child labor and child trafficking.

In Mpumalanga, one of the project field workers said: “Before RECLISA nobody knew about child labor around here. Now we all know.”

This is evidently the case at all project sites. However, it is not always the case that community members have an unambiguous understanding of the issues. The exception appears to be Madibogo in the North West, where the teachers interviewed were very aware of and passionately opposed to child labor on farms. This outcome precedes RECLISA and can be attributed to a history of exploitation of labor in the area, including the exploitation of children.

In discussions and interviews, children were asked to provide examples of child trafficking and to explain the difference between child work and child labor. The direct beneficiaries of RECLISA are clear about the definitions of child labor and child trafficking, a result attributable to the life skills curriculum presented by Khulisa. They are also able to identify instances of child exploitation that fit the criteria, and they report instances where they have done so.

At a national level, awareness was effectively raised through the Child Labor Conference. Raising the awareness of policymakers is more the responsibility of the TCEL process.

4.1.10 Midterm Recommendations

Observations onsite and interviews with project staff indicate that the recommendations for supporting children in meeting material needs are being met through a diligent mobilization of project partners in circles of support. School uniforms are provided and school fees are taken care of. There are also feeding schemes implemented at program sites and associated schools. Despite concerted efforts by RECLISA, however, the evidence does not satisfy that the issue has been adequately resolved. An inability to meet the basic requirements for survival remains the most formidable obstacle to consistent school attendance for OVCs.

Interviews at the various sites provided little convincing evidence that the recommendation to use graduates of the project management course to implement awareness-raising activities has occurred.

Tracking of work status was implemented shortly after the midterm evaluation, and findings were reported in the subsequent Technical Progress Reports (TPRs). Data were collected at each site and for all children enrolled in the program since the tracking was instituted. Khulisa tracked type of work, hours worked, and income generated; it captured the data into the database it designed as a substitute for the STS. As a result, the data are flexible to analysis and there are no reporting issues. Both the instrument and method of collection suggest that the data set collected is reliable. The only validity risk relates to the fact that the data are self-reported by individuals who have been taught that child labor is bad and might therefore be reluctant to admit the extent of their involvement in that practice.

The provision of vocational training opportunities to older RECLISA beneficiaries was to be secured by mobilizing resources through Circles of Support. Opportunities do exist in Mpumalanga and North West as a result of the non-RECLISA activities of local partners.

However, the recommendation to be more active in securing these opportunities and engaging with GDoE in this regard has not been followed.

Moreover, recommendations regarding increasing the presence of project coordinators onsite have not been followed. The time and resource implications did not reasonably allow for this.

Khulisa's MIS system has not been deployed to RECLISA country partners. USDOL's original requirement that all grantees use the STS, coupled with budget and time constraints, precluded this approach. Khulisa itself had to run the STS in parallel with its own, more sophisticated system until USDOL relaxed the requirement. By that point it was too late to fund Khulisa's alternative for other countries.

Recommendations regarding the extension of Circles of Support to firstly mobilize government departments to be more active in combating child labor and, secondly, to include more NGOs, CBOs, churches, and private sector organizations have not been followed to the letter. The extension of circles of support has occurred incrementally, though perhaps not satisfactorily, while the mobilization of government departments is only realistically likely to occur on the scale intimated once the activities of TECL 2 and the Action Plan to Eliminate Child Labour (APEC) begin to filter through government.

Khulisa has made efforts to work closely with TECL and has participated on the PACC.

Budgets were fixed and despite the recommendation for increases to enhance program efficacy, none were granted. However, AIR diverted monies from its own budget to increase funding for several partners, including Khulisa, in response to the midterm evaluation recommendations.

RECLISA in South Africa reports against the requirements of the Technical Progress Report and reflects results, both quantitatively in terms of progress on targets, as well as qualitatively by offering narrative additions to reports.

The training of deputy directors in DOE to ensure a handover of RECLISA program activities has not occurred. The recommendation proved unrealistic.

4.1.11 Local NGOs and Organizations

The lead country partner has been highly effective in managing implementation through its selected localized partners, implementing its own direct action obligations and meeting administrative requirements. Khulisa has not reported any significant difficulties with its selected partners; the anomaly is fortuitous. If a tentative lesson must be extracted it might be that a highly effective country partner with the resources and expertise to meet donor requirements in an RBM environment—managing implementation through localized partners with an established reputation and a solid track record in direct action program—may result in a relatively flawless partnership arrangement and effective implementation that is not undermined by capacity concerns.

4.1.12 Services to Children At Risk of Trafficking

There were no interventions offered to children at risk of being trafficked that were distinct from the services offered to those at risk of being engaged in child labor. At the inner-city sites where children were thought to be particularly vulnerable, and in Mpumalanga where anecdotal evidence suggested that child trafficking was occurring, children received the same suite of interventions as they did across most of the South African program. However, it could be argued that the program logic which resulted in the design implemented holds true for children at risk of either.

The intervention with SAPS was different to a degree. From the interviews with police officers, information gathered suggested that trafficking seems to have enjoyed some emphasis in the Adopt-A-Cop intervention. Social policing officers and adopted police officers were particularly made aware of the issue, perhaps because they were more likely to encounter incidences in their work. Police officers also indicated that being better informed about child labor and child trafficking made it easier for them to use the provisions available in the legal system to investigate and prepare cases for prosecution.

Khulisa developed a trafficking referral database for urban centers in South Africa that will be turned over to a government agency, such as Child Welfare South Africa, at the end of the project. Additionally, a complementary program funded by USAID and awarded to Khulisa has established a community collaboration to mitigate the effects of child trafficking in the Hillbrow and Berea areas, which will continue beyond the life of RECLISA.

The presentation of the Life Skills Curricula at the inner-city schools also emphasized the module on child trafficking, as it was assumed that these children were at particular risk.

4.1.13 Conclusions

The RECLISA program logic evolved during the implementation phase and adapted appropriately to both risks and opportunities; it resulted in a holistic model of implementation that enhanced efficacy and improved prospects for sustainability. Although the basic intervention of enrolling and retaining vulnerable children in formal education remains the foundation, and the provision of material needs is the key prerequisite for success, the additional aspects of psychosocial support and life skills training demonstrate significant value. Psychosocial support in particular is plainly indispensable to at least some of the target beneficiaries.

The exceptionally well-designed Life Skills Curricula, adapted to serve the specific needs of the various beneficiary groups, provided a peak experience for children attending the classes, and interview evidence indicates that the classes prompted positive decision-making, behavior change, and risk avoidance.

Although awareness raising has been very successful with those directly involved in RECLISA activities, it would have been enhanced for the general community with more deliberate activities. However, the limited resources available for implementation meant that activities targeting children were made a priority—an easily justifiable decision.

The dearth of research on child trafficking makes it difficult to design specific interventions. Under the circumstances prevailing at implementation sites, where child trafficking is apparently the lesser risk, the activities directed at combating child labor were sufficient to simultaneously address child trafficking.

Emphasizing the curriculum content on child trafficking for the AAC and Youth Desk manuals at the SAPS has reportedly helped police officers investigate incidents of child trafficking more effectively. Had this particular effect been recognized earlier, the intervention might have been extended to a collaboration with the National Prosecuting Authority (NPA), which manages the prosecutorial proceedings following criminal investigations.

RECLISA employed innovative and highly effective strategies to identify beneficiaries: the Peer Support Leaders training and the collaboration with local clinics in the Madibogo project deserve particular mention.

A number of risks to sustainability emerged during the evaluation:

- The limited realization of the Circles of Support that were intended to concretize persistent locales of intervention to combat child labor.
- The lack of capacity at under-resourced, localized implementing partners, which makes it highly unlikely that they can secure the funding or devote the human resources to continue the implementation of RECLISA activities after program closeout.
- The absence of a dedicated project driver partnering with localized program partners that can mobilize additional resources as newly identified needs emerge.

Ultimately, Khulisa and its project partners proved themselves eminently capable of implementing RECLISA activities and of achieving results. They were presumably quite capable of addressing most of the program weaknesses identified in the midterm and end evaluations as well, but unfortunately, any corrective actions were and would have been limited by resource constraints.

4.1.14 Recommendations

Future interventions need to ensure uncomplicated provision for material needs. This remains the precondition for maximizing the efficacy of the primary intervention strategy of enrolling and retaining at-risk children in formal education.

A holistic intervention that secures future prospects effectively needs to include psychosocial support and, for older children who do not benefit from compulsory education policies and welfare arrangements that ease their school attendance, the prioritizing of vocational training.

A well-designed educational curriculum, with content adapted to the specific needs of different beneficiary groups, can influence decision-making, risk avoidance, and other behavior changes. It should be a key component of future comprehensive programs.

Program sustainability will always be a challenge, and one that is difficult to address. Partnering with reputable and fairly well-resourced localized program partners who recognize the value of continuing activities and are in a position to raise funding to do so is seldom possible. Strategies to integrate the activities into the under-resourced partners need to be devised and should be a deliberate activity in a logical framework that includes an exit strategy in its planning.

4.2 REGIONAL ASPECTS OF MANAGEMENT, CAPACITY BUILDING, AND AWARENESS RAISING

4.2.1 RECLISA's Regional Approach

In-depth discussions with the AIR regional office in South Africa and interviews with country partners highlighted the following three advantageous aspects of a regional program design:

- A regional office is in a position to develop management capacity in country partners, which are often grassroots organizations without the necessary sophistication to meet the administrative requirements of the donor. A regional office can also provide tailored technical assistance more regularly and on a timelier schedule than a donor on another continent can to country partners, who are required to manage burdensome but necessary monitoring, evaluation, and reporting obligations.
- A regional office can facilitate learning between country a partner, which enriches implementation and improves the attainment of outcomes. This facilitated interaction also cultivates a collegial relationship between implementers across countries, thus encouraging country partners through difficult periods in the program—a benefit that should not be underestimated.
- A regional program model may also offer opportunities to improve cost-effectiveness. Although this aspect was not frequently discussed during the evaluation or proposed by AIR as a gain of the regional model, a total project cost of US\$9 million for implementation in five countries suggests the possibility of significant improvement in cost-effectiveness per country for USDOL-sponsored programs.

In terms of building management capacity and providing technical assistance, the lesson from South Africa is that if USDOL could identify organizations as effective as Khulisa in each country to manage country projects, then a country project model might be preferred. Khulisa has high levels of expertise and decades-worth of technical experience in donor-funded development environments at its disposal. It can deliver to high standards on both implementation and administrative demands. It does not require any capacity building or technical support from donors in terms of financial management; organizational management; or monitoring, evaluation, and reporting.

The regional office, however, did engage Khulisa on management and technical aspects of RECLISA. For example, AIR made substantive suggestions about the implementation design in response to Khulisa's first draft for the project document—suggestions intended to sharpen a focus on results and enhance feasibility. In addition, AIR assisted Khulisa in resolving several

problems with its invoicing that could have led to difficulties later. Most significantly, AIR played a pivotal role in arranging the regional conference with Khulisa in South Africa. However, with the exception of the latter contribution, it is unlikely that the technical and managerial assistance provided by AIR as a result of the proximity provided by the regional model justifies a regional office. It is likely that Khulisa could have made the improvements after corresponding with the donor or implementing agency, wherever they were located. Having made this point, it is essential to note that Khulisa, in terms of its capacity and sophistication, is the exception rather than the rule; so the lesson from South Africa may not be the one on which to base implementation model choices.

The collegial atmosphere cultivated between program partners in the various countries is most often remarked on by project staff. There were lessons to be learned from each country, and instances of examples of good practice from each country's implementation. However, there was little opportunity for the South Africa project to adopt the practices it admired, and the potential value of this aspect of the regional model was not sufficiently exploited.

Because Khulisa was involved at the proposal stage for RECLISA and could draw on its management expertise and local experience, it was possible to obtain better estimates of budgetary requirements for South Africa. Although the adequacy of the budget may be disputed, it was at least optimally utilized. In this regard, it could be argued that the South Africa project illustrates the fact that country projects are likely more cost-appropriate, whereas budgeting regionally is more risk inherent. There is the potential for regional programs to be cost-effective, but unfortunately this particular program is not an exemplary instance.

Ultimately, the choice between either a regional or a country-based project depends on appropriate program design. There are certainly conditions under which a regional approach may be more appropriate than country specific programs. For example, there may be instances where cross-border migration is a key aspect of the challenge being addressed. Unfortunately, the opportunity to test the potential added value of this aspect was also missed—there are purportedly significant levels of migration of vulnerable children across the Swaziland border into the Nkomazi area of Mpumalanga.

In conclusion, it seems that the potential value inherent in a regional model was not fully realized in RECLISA. It is arguable that the potential gains inherent in the model only emerged clearly during implementation and, because of time and budget constraints, could not be optimally exploited. However, RECLISA has succeeded in highlighting potential gains in a regional model, and provided that conditions justify a regional design, it is imperative that the RECLISA lessons in this regard be incorporated.

4.2.2 USDOL Technical Assistance

The response in the regional report with regard to communication between AIR and USDOL is an accurate reflection of what emerged in discussions between evaluators concerning the information secured from the AIR regional office.

4.2.3 Building Management Capacity of Khulisa

Khulisa, as the lead implementing partner in South Africa, did not require capacity building; and because it was in a position to take care of the administrative burden, the deficit in management capacity plaguing some of its chosen partners did not have to be addressed. Project management was Khulisa's role in the local program design.

Partners in South Africa were selected because they could provide access to beneficiaries and had proven implementation capacity in the program activities they would be required to fulfill.

4.2.4 The National Child Labor Conference as a Strategy to Increase Awareness

The purpose of the Child Labor Conference was to heighten awareness of the issues surrounding child labor in Southern Africa among individuals who have both a vested interest in and a mandate to effect positive change in the area of child labor. More than 270 delegates attended the conference from the countries in the region. Fourteen key speakers, 62 papers, and four streams of activity (advocacy, education, support services, and government) were the highlights of the conference. A conference Website was established and updated; media coverage before and after the conference was extensive; and conference proceedings were distributed to all participants. A number of outputs were developed, to include: A Conference Declaration; Action Plans shared jointly by Botswana, Lesotho, Namibia, and Swaziland; and an Action Plan for South Africa.

Activities planned to follow up on conference outputs and commitments could not be adequately executed, however. There is also some doubt voiced as to whether more systematic follow-up would have been of any value. RECLISA implementation evolves under the influence of local circumstances, and the content and output of the conference may lose relevance in this regard as time passes. Interviewees did acknowledge the catalytic role of the conference in sensitizing participants, launching activities, and providing a reference point for future interactions.

4.2.5 Conclusions

A regional program design may well be the best option under certain circumstances. The potential inherent value of such a design, relevant to this instance, included technical support and capacity building for country partners, inter-country learning opportunities, adoption of best practices, addressing cross-border issues related to the program focus, and cost-effective budgeting. Unfortunately, most of these potential value-adds were not realized because they were not deliberately or, in the case of program budgeting, adequately exploited. For South Africa, technical and capacity-building support were not necessary and therefore not relevant.

The South African project might be regarded as illustrative of a country-based program design, to be compared with the extant regional design, but with one significant qualification that must be considered—the ability of Khulisa as an organization may be an exception rather than the rule.

In conclusion, it seems that the potential value inherent in a regional model was not fully realized in RECLISA. It is arguable that the potential gains inherent in the model only emerged clearly

during implementation, and because of constraints on time and budget could not be optimally exploited. Regardless, RECLISA has succeeded in highlighting potential gains in a regional model, and provided that conditions justify a regional design, it is imperative that the RECLISA lessons in this regard be incorporated.

4.2.6 Recommendations

The choice of regional or country-based program designs should be dictated by the context and not predetermined.

Regional program designs need to systematically exploit inherent advantages such as technical support and capacity building for country partners, inter-country learning opportunities, adoption of best practice, addressing cross-border issues related to the program focus, and cost-effective budgeting.

It is especially important to learn the lesson that care must be taken to budget for regional programs accurately, taking advantage of the potential cost benefits but remaining cost appropriate.

4.3 SUSTAINABILITY AND IMPACT

4.3.1 Exit Strategy

The Khulisa intervention model evolved to be as inclusive as possible, involving a broad set of institutions at each intervention site. Besides the sound logic of mobilizing as many relevant agents as possible and enhancing efficacy through a holistic intervention approach, the model also serves to enhance the sustainability of outcomes. A wider range of institutions are now sensitized to child labor and child trafficking issues in each setting.

An additional guarantee that outcomes will be sustained is that Khulisa partnered with established organizations that have proven effective over time and have a broad reach. The agents who were active in implementation have integrated child labor and child trafficking into their areas of focus. The importance of this outcome is magnified when considering that not only was awareness of child labor and trafficking limited before RECLISA, but there were very few organizations dedicated to combating WFCL.

Partnering with established organizations also increased the possibility for program sustainability. In Mpumalanga, Thembaletu has every intention of continuing with RECLISA interventions and has secured alternative funding to do so. Similarly, the RECLISA interventions in the North West are likely to continue through MiET's partnership with the North West Department of Education and their implementation of Education and Development Support Centers.

Unfortunately, the high risk to program sustainability at the close of a funding cycle will be realized in the NOAH interventions. No alternative funding has been lined up. Furthermore, given the severe resource constraints under which NOAH operates, no personnel could be

assigned to RECLISA, and consequently, the human resources capacity is not available to assume the responsibility of implementation.

It would appear, however, that the intervention with the best prospects for sustained impact is Khulisa's curriculum development. The GDoE approved the distribution of the Life Skills Curriculum to schools under its jurisdiction. The curriculum will be presented within the Life Orientation subject stream in both Gauteng and Mpumalanga through Khulisa's partnership with Penrich—a private school in the Nelspruit area that offers training programs to teachers working at disadvantaged schools. In addition, the Adopt-A-Cop training material will continue to include modules on child labor and child trafficking for social policing officers and officers participating in the AAC Program.

Despite these positive developments, program sustainability remains at risk. During funded implementation, project partners benefited from an outside project driver singularly committed to the success of RECLISA. The project managers were in a position to identify new needs as they arose and to mobilize additional resources to address them. With competing responsibilities, it is that much more difficult for Khulisa's partners to do the same as they take over project management.

4.3.2 Impact

Children and other individual beneficiaries. Cumulatively, the evidence cited in the evaluation indicates that the impact on children and teen mothers, the direct beneficiaries of RECLISA in South Africa, has been and continues to be very significant.

The enrollment and retention targets have been exceeded and are likely to be sustained after program closeout because the conditions that keep children from attending school, in particular their material needs, are being mitigated against through RECLISA and its project partners.

The qualitative data gathered during interviews further indicate that as a result of life skills training, sensitization to child labor and trafficking, and psychosocial support, children are changing their behavior and making choices that secure future prospects. Some specific examples include the following:

1. Returning to school.
2. Exploring options for further education.
3. Making informed subject choices at school.
4. Seeking counseling to stop self-destructive behaviors.
5. Withdrawing from child labor.
6. Reporting incidents of WFCL.
7. Volunteering to live in a safe place.

A number of these examples are illustrated with anecdotes in earlier sections of this report.

Partner organizations. Thembaletu has extended the services it offers to communities to include RECLISA interventions. The organization is now sensitized to child labor and trafficking issues and will continue to combat these through alternate funding.

MiET has also extended its repertoire of interventions to include RECLISA activities; as a result, it is in partnership with the North West Department of Education (NWDoe). It will also continue RECLISA activities with alternate funding.

The ranking SAPS officer interviewed claimed that the Police Service benefited not just from the inclusion of child labor and child trafficking materials in its schools outreach program, but the sensitization of some police officers to child labor has improved their ability to investigate and take cases of child labor and trafficking to prosecution.

GDoE and beneficiary schools will be implementing a new Life Skills Curriculum that includes child labor and trafficking modules.

4.3.3 Capacity and Motivation of Community Members to Advocate against Exploitive Child Labor

Certainly project partners, project beneficiaries and to some extent community members, are far more sensitized to child labor and the detriments of child trafficking. In Mpumalanga one of project field workers said: “Before RECLISA nobody knew about child labor around here. Now we all know.”

This is evidently the case at all project sites. The ability of community members, however, to advocate actively against child labor and child trafficking is doubtful. It is unlikely that the interventions delivered enough impetus for general mobilization in the beneficiary communities, and it is not always the case that community members have a clear understanding of the issues.

The exception appears to be Madibogo in the North West, where teachers interviewed were very aware of and passionately opposed to child labor on farms. This outcome precedes RECLISA and can be attributed to a history of exploitation of labor in the area.

The implementing partners in Mpumalanga and North West have assimilated the concern; they have the capacity and are already mobilized to act against child labor and child trafficking incidents.

Children who have participated in the life skills training relate instances of when they have actually acted against incidences of child labor. A child from one of the inner-city schools, for example, reported a case of suspected CSEC to an adult, and in Mpumalanga a child explained how he confronted an adult who tried to impose an inappropriate work task on him. The peer support leadership training in Mpumalanga appears to have produced a cohort of the ready and willing who claim they would act, and in a number of instances, already have acted against child labor.

4.3.4 Impact on National or State Policies

It should be reiterated that the policy and institutional environments are favorable and that it is in the implementation that government is challenged, simply because of competing priorities and limited resources. With this in mind, it is apparent that the most significant outcomes at policy level will more plausibly be attributed to TECL. The release of the draft APEC and the launch of TECL 2 are the most promising initiatives for influencing the government's demonstrable commitment to addressing child trafficking and labor through the more decisive implementation of policy.

RECLISA has contributed to TECL in South Africa through Khulisa's representation on and to the PACC, and the updated informational input Khulisa could provide as a result of its direct action activities.

Arguably, RECLISA's most immediate impact on government practice has been at the provincial level, with the adoption of the Khulisa-designed curriculum by the GDoE.

4.3.5 Government Willingness to Carry On Project Implementation

The South African Government is committed to universal education for all children age 7 to 15; it will continue to implement mechanisms such as fee-exempt schooling in order to ensure that its commitment is served. Initiatives to implement more effective policy that combats child labor and trafficking continue through the TECL 2 activities. Indirectly, then, the objectives of RECLISA will be propagated through government. However, there is no indication that national government is interested in continuing the direct interventions of RECLISA.

At the provincial level, the GDoE will facilitate the adoption of the Life Skills Curriculum developed by Khulisa in approximately 50 schools initially. The NWDoE is now an active partner in facilitating the return of teen mothers to school. They are establishing, in partnership with MiET (which receives funding from the Royal Netherlands Embassy), Education and Development Support Centers (EDSCs) that will offer all manner of training and support by a range of institutions. MiET is the main implementer of the EDSCs, with support from NWDoE. Approximately one-third of the Center directors have been hired and are either operating a center or in the process of opening one. It is envisioned that EDSCs will become the instrument of sustainability for RECLISA.

4.3.6 Greatest and Least Impact

It is unfair to assess the relative merits of unlike interventions. Most of the activities have had an impact on target beneficiaries and have been valuable. Purely in terms of reach, the identification, registration, and enrollment in formal and nonformal education have proved most successful in preventing at-risk children from being engaged in child labor. An essential aspect of this activity, however, was the provision made for meeting the material needs of these children, thereby eliminating the immediate factors preventing them from attending school. The methods employed for identifying and enrolling these children—mobilizing teachers and community workers; local institutions, such as clinics in the North West; and most innovatively,

training peer support leaders—also contributed substantially to the success of the enrollment intervention.

It is also important to note that many of the children interviewed attribute their renewed commitment to education to the life skills training they received through RECLISA. This activity must be counted as an important retention factor.

It is also crucial to note that for many of these children, psychosocial support is indispensable. Poverty puts them at risk of exploitation, but for many it is a lack of a structured social milieu and safe home environment, as well as the trauma of losing their parents, that precipitates trauma and emotional damage—which must be addressed. For many of these children, the value of RECLISA will not be realized without emotional healing.

Although the schools that successfully completed the Project Management course all developed policies and statements of action as to how they would address the problem of child labor, it appears that the project management training which teachers received is least likely to deliver any outcomes of value. None of the beneficiaries interviewed could provide a credible example of action planned and undertaken by project management graduates to combat child labor.

4.3.7 Lessons Learned in Terms of Sustainability

The lessons to be learned in terms of sustainability are best understood by drawing a distinction between program sustainability and outcomes sustainability. For the specific individual beneficiaries of RECLISA, many of the outcomes will be sustained. Enrolled children will continue to attend school, complete their schooling, be prevented from being engaged in child labor and, as a result of complementary interventions, be positioned for a future with better prospects.

Outcomes sustainability is enhanced by the context specificity of RECLISA interventions at each site. An example consists of the different methods used to identify beneficiaries across different interventions. The use of peer support leaders works very well in Mpumalanga, and while it may have worked in the North West, securing the collaboration of local clinics is clearly a more effective option. Choosing to focus on pregnant teens also demonstrates a sensitivity to context that supersedes the temptation to replicate a working model from another context.

In addition, the sustainability of outcomes is reinforced by employing a suite of interventions that approach the objective of withdrawal and prevention holistically. For some beneficiaries, the supply of material needs may be sufficient to keep them attending school, while for others psychosocial support is required to address hidden needs.

Unfortunately, four years of the implementation of RECLISA in South Africa is not sufficient to eliminate the risks that make children vulnerable to trafficking and being engaged in labor. Even at the specific implementation sites, the issues being addressed through RECLISA interventions remain, for the most part, beyond project close; and therefore the need for the program remains. Consequently, removal of resources is the highest sustainability risk confronting RECLISA.

Program sustainability is therefore as much a product of partner selection as it is of exit planning. Choosing to partner with an established organization extends the program's reach and allows for the possibility of securing alternate funding at closeout. The inclusion of an exit planning strategy in the RECLISA logical framework primes country partners to begin arranging for program sustainability, but the reality is that not all country partners will be capable of extending RECLISA beyond USDOL funding. It is unfortunate, therefore, that the funding policy at USDOL seems so rigid in this regard. If a program is delivering good outcomes, and funding for program sustainability is required, it seems reasonable that there should be an option for a subsequent funding cycle.

The coupling of direct action interventions with a program focused on policy reform is a further aspect of the program design worth noting. This arrangement is more likely to enable the adoption of direct action interventions by government at program closeout, or eliminate the conditions that precipitate the necessity for the intervention by addressing the conditions through policy.

4.3.8 Conclusions

On balance, the evidence indicates that the RECLISA program in South Africa is a success. Vulnerable children were prevented or withdrawn from being engaged in child labor through being enrolled in formal and nonformal education, while life skills training and psychosocial support improved the future prospects of beneficiaries, thus influencing decision-making, risk avoidance, and other behavior changes. Interviews also confirm that, especially in rural settings, community awareness and motivation to combat child labor and trafficking has been raised.

Partner organizations have also been positively influenced. Localized implementing partners have integrated sensitivity to child labor and child trafficking issues, and in the case of Thembaletu and MiET, extended their portfolio of intervention activities. Members of the SAPS are better equipped to criminally investigate child trafficking and child labor-related incidences.

To some extent, RECLISA has contributed to policy-level reforms; the awareness-raising outcome will be sustained through the AAC program. Most notably, the adoption of the Khulisa-designed Life Skills Curriculum into the Life Orientation subject stream of the GDoE provides government with one of its earliest practical vehicles for converting an obvious policy commitment into direct action.

The nature of the needs being addressed through RECLISA requires some level of program sustainability. The fact that Khulisa selected established organizations with a solid track record of implementation and securing funding has facilitated, to some extent, the possibility of program sustainability. However, while Thembaletu and MiET have made arrangements that will in all likelihood allow RECLISA interventions to continue with funding from other donors, NOAH has not. The withdrawal of resources from programs such as RECLISA, without any possibility of extending the funding period, represents the highest possible sustainability risk.

4.3.9 Recommendations

Programs that work are worth reinvesting in. USDOL should consider a review of funding policy, especially because it funds programs that require the intervention to continue to guarantee sustainability.

Program design elements that facilitate the possibility of the sustainability of programs—deliberate inclusion of exit strategy planning in project documents, direct action coupled with policy reform interventions, the selection of established partners with implementation track records, access to alternate funding, and any other elements that might be identified—should be deliberately included in future program designs.

V GOOD PRACTICES

THE PRACTICES THAT STAND OUT IN SECURING OUTCOMES

The South African case illustrates that it has become an indispensable component of a holistic program design that includes the provision of material needs and vocational training opportunities. It has demonstrated an exceptional curriculum design effective in influencing decisions and changing behavior.

PROVISION OF MATERIAL NEEDS THROUGH MOBILIZING CIRCLES OF SUPPORT

The meeting of material needs remains the prerequisite for the success of the primary implementation strategy—enrolling and retaining vulnerable children in formal education.

The provision of psychosocial support is an indispensable intervention for children who have experienced severe trauma at such a young age. Without it, the value to be derived from all other interventions is at risk.

WISE APPROACHES

The South African case illustrates a holistic strategy that mobilizes a broad range of institutions rather than depending on collaboration with one, improves the potential sustainability both of program activities and of outcomes, and extends program reach.

Context sensitivity that adapts intervention activities to serve the specific needs of different beneficiary groups while pursuing the same set of outcomes; especially evident in the adaptation of curriculum content.

REPLICABLE MODELS

The curriculum design in the South African RECLISA program is particularly noteworthy.

As are its innovative recruitment strategies for identifying beneficiaries, such as the training of Peer Support Leaders and collaboration with local clinics in Madibogo.

This page left intentionally blank.

REFERENCES

Resources used to compile the country background for this report included the following Internet sites:

BBC News, available at http://news.bbc.co.uk/2/hi/africa/country_profiles/1071886.stm.

U.S. State Department, available at <http://www.state.gov/r/pa/ei/bgn/2898.htm>.

South African Government, available at <http://www.info.gov.za/aboutsa/socialdev.htm#ccl> and <http://www.sassa.gov.za/content.asp>.

Fin24.Com, available at http://www.fin24.com/articles/default/display_article.aspx?Nav=ns&ArticleID=1518-25_2283547

StatsSA, available at www.statssa.gov.za

True Crime Expo, available at http://www.truecrimexpo.co.za/index.php/opinion/perspective_on_sa_crime

Other reference materials include the following reports:

Mullis, I.V.S., Martin, M.O., and Foy, P. (2005). *IEA's TIMSS 2003 International Report on Achievement in the Mathematics Cognitive Domains: Findings from a Developmental Project*. Chestnut Hill, MA: TIMSS & PIRLS International Study Center, Boston College.

Mullis, I.V.S., Martin, M.O. Kennedy, A.M., and Foy, P. (2007). *IEA's Progress in International Reading Literacy Study in Primary School in 40 Countries*. Chestnut Hill, MA: TIMSS & PIRLS International Study Center, Boston College.