

FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR

Independent Midterm 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



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LIST OF ACRONYMS

AAC	Adopt-a-Cop Program
ABET	Adult Basic Education and Training Programmes
AIR	American Institutes for Research
BCEA	Basic Conditions of Employment Act
CBO	Community-based Organization
CCC	Child Care Curriculum
CLAM	Child Labor Awareness Modules
CLPA	Child Labor Plan of Action
DMS	Data Management System (Khulisa)
DOE	Department of Education
DOH	Department of Health
DOSD	Department of Social Development
EDSC	Education and Development Support Centre
EI	Child Labor and Education Initiative
EMIS	Education Management Information System
GDOE	Gauteng Department of Education
ICLP	International Child Labor Program
ILO	International Labour Organization
MIET	Media in Education Trust
NACL	Network Against Child Labour
NGO	Nongovernmental Organization
NWDOE	North West Department of Education
OVC	Orphans and Vulnerable Children
PMP	Performance Monitoring Plan
PRA	Participatory Rapid Appraisal
PSL	Peer Support Leaders
RECLISA	Reducing Exploitive Child Labor in Southern Africa
SADOE	South African Department of Education
SADOH	South African Department of Health
SADOL	South African Department of Labor
SADOSD	South African Department of Social Development

SAPS	South African Police Service
SGB	School Governing Board/Body
SMT	School Management Team
STS	Student Tracking System
TECL	Towards Elimination of the Worst Forms of Child Labor
TOR	Terms of Reference
TOT	Training of Trainers
TTI	Teacher Training Institutes
USDOL	U.S. Department of Labor
WFCL	Worst Forms of Child Labor

EXECUTIVE SUMMARY

The Reducing Exploitive Child Labor in Southern Africa (RECLISA) project, as implemented in South Africa, experienced a number of delays resulting from U.S. Department of Labor (USDOL) and South African Department of Labor (SADOL) bilateral protocols, and SADOL and South African Department of Education (SADOE) partnering protocols. Notwithstanding the delays, Khulisa has achieved its targets for reducing the worst forms of child labor.

Although South Africa has a 30-year history of supporting international and national child labor regulations and policies, the post-apartheid environment has created a number of challenges for implementation. Khulisa is uniquely qualified to be an implementing arm for many of these policies. Its professional staff and ability to design an information tracking database on all children registered have provided great strength to the project.

Khulisa's six-pronged strategy has taken them to three provinces: North West, Mpumalanga, and Gauteng, and implemented, with the assistance of the American Institutes for Research (AIR) and the cooperation of the International Labour Organization (ILO), a South Africa/Regional conference on "Reducing Exploitive Child Labour through Education" held July 4–6, 2006 in Johannesburg. The more than 270 nongovernmental organizations (NGOs) and community-based organizations (CBOs), regional government officials, and policy makers in attendance have agreed on a declaration and action plans to chart the way forward to reduce the worst forms of child labor in each of the five RECLISA implementing countries.

The Project Design originally called for direct entrée into government schools. The delay in implementation, however, required that an alternative be developed. Consequently, in each province the strategy of partnering with a local NGO/CBO was developed with the following implementation variations according to province:

In North West, Khulisa is working with teen mom beneficiaries to keep them in school or to bring them back to school after delivering their babies. Khulisa is partnering with the Media in Education Trust (MIET), who will be developing the Education Development and Support Centers (EDSCs) under the North West Department of Education (NWDOE), to provide in- and out-of-school teen moms with Life Skills learning programs, vocational skills programs, income generating activity training, support to have their children obtain birth certificates and for themselves to obtain government grants, and developing *creches* (day nurseries) for babies under four years old. Khulisa has provided a Training of Trainers (TOT) to Life Orientation educators from schools selected by NWDOE. Some schools have started implementing the RECLISA initiated Life Skills Curriculum. Khulisa has also provided the first module of the Project Management course to principals and educators, after which participants have started implementing community awareness programs on the needs of teen moms.

In Mpumalanga, Khulisa is working with children who were engaged in domestic work or were farm laborers and/or who are orphans and vulnerable children (OVC). Khulisa is partnering with Thembaletu to provide in- and out-of-school children with the socioeconomic support they need to stay in school, Life Skills learning programs, Peer Support Leaders (PSL) training, psychosocial support through the "Memory Box" technique and referrals, and food support

during times of training. Khulisa will be working in schools selected by NWDOE to provide the Life Skills TOT to Life Orientation educators. The Project Management course, now underway with 32 educators, will give rise to projects to expand child labor awareness in local schools.

In Gauteng, Khulisa is working with formerly trafficked children and those at risk of being trafficked, as well as OVC. Khulisa is partnering with Sithabile and Ithuteng, both homes for children, with the South African Police Service (SAPS) through their Adopt-a-Cop Program (AAC) with outreach in inner-city Johannesburg, and with the Gauteng Department of Education (GDOE) to identify government schools that have a significant number of children at risk. In the first two organizations, Khulisa is providing Life Skills training, psychosocial support through the Suitcase Project and referrals, and PSL training. Through SAPS, Khulisa is providing curriculum support to the AAC program to make schools safe environments and to reduce the incidence of child labor/trafficking. Khulisa has written facilitator guidelines for police officers who are conducting AAC activities. The modules and guidelines have been incorporated into a provincial manual that will incorporate information on other major issues faced by children where the police can intervene. Through the GDOE, Khulisa is providing the Project Management course to principals and educators at selected schools, the Life Skills TOT to Life Orientation course educators, PSL training, and psychosocial support to children.

Khulisa has been implementing all of these activities with an extremely constrained budget. The poverty level of children requires significant additional support that is now being provided by the partner organizations without any budgetary contribution by the project. Over the next two years, as the project ramps up, more budgetary support will be needed. As community awareness is expanded, more demands will be made of the project.

Recommendations have been made in the following areas:

- Assessing the true costs of poverty in keeping children in school.
- Coordinating the local community awareness projects and tracking their results.
- USDOL support for tracking the work status of children.
- Use of Education Management Information System (EMIS) in tracking dropouts.
- Further support for vocational skills training.
- Expanding the presence of project personnel at each site.
- Sharing the Data Management System developed by Khulisa.
- Expanding partnerships in the creation of Circles of Support/Care.
- Working more closely with Towards the Elimination of the worst forms of Child Labor (TECL) to produce implementation of policy.

- Creating strategic/business plans to “Manage for Results.”
- Providing capacity building to schools if they are to become the hubs for the Circles of Support/Care.

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I INTRODUCTION

1.1 PROGRAM OBJECTIVES

The Child Labor and Education Initiative (EI) undertaken by the U.S. Department of Labor (USDOL) in Southern Africa has the following four goals:

1. Raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.
2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school.
3. Strengthen national institutions and policies on education and child labor.
4. Ensure the long-term sustainability of these efforts.

Under these guidelines, the Reducing Exploitive Child Labor in Southern Africa (RECLISA) project was launched in 2004 to meet the following goal, purpose, and objectives:

- **Goal:** Reduced number of children engaged in the worst forms of child labor in Southern Africa: Lesotho, Botswana, Namibia, South Africa, and Swaziland.
- **Purpose:** Increased number of working children and children at risk participating in formal, informal, or alternative education.
- **Objectives:**
 1. Increased public awareness of the importance of children's education, children's rights, and exploitive child labor.
 2. Improved educational opportunities for working children and those at risk.
 3. Improved social services for working children, children at risk, and their families or caregivers to facilitate participation in formal or alternative education.
 4. Strengthened formal and transitional education systems that encourage working children and those at risk of working to attend school.
 5. Strengthened integration of government policies, laws, and regulations to promote the entry of working children into the formal education system and prevent children at risk from dropping out.

1.2 EVALUATION OBJECTIVES

Under guidelines from USDOL, the scope and goals of this midterm evaluation include the following:

- **Scope:**
 1. To review and assess all of the activities carried out under the USDOL Cooperative Agreement with the American Institutes for Research (AIR).
 2. To assess the achievements of the project toward reaching its targets and objectives as outlined in the Cooperative Agreement and project document.
- **Goals:**
 1. Help individual organizations identify areas of good performance and areas where project implementation can be improved.
 2. Assist the International Child Labor Program (ICLP) to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad ICLP technical cooperation program framework.
 3. Assess progress in terms of children's work and education status (prevention/withdrawal, enrollment, retention, completion of educational programs).

To further guide the evaluation, USDOL generated a number of general questions to be answered for each country and a number of country-specific questions. The six areas of inquiry include the following:

1. Program Design
2. Project Implementation
3. Partnership and Coordination
4. Management and Budget
5. Sustainability and Impact
6. Country-Specific Questions: South Africa

The midterm evaluation was conducted in Southern Africa October 2–28, 2006. Dr. Nancy Horn was the team leader and evaluator for the project implemented in South Africa by Khulisa Management Services.

1.3 STRUCTURE OF REPORT

Section II sets forth relevant background information on RECLISA as it is being implemented in South Africa. It gives the reader historical and contextual information to provide an understanding as to why Khulisa made certain decisions in moving the project forward when it was stalled because of bureaucratic issues. Section III outlines the methodology employed in data collection at each site and provides a number of limitations of the study. Section IV presents the findings of the research in six categories: (1) Program Design; (2) Project Implementation; (3) Partnership and Coordination; (4) Management and Budget; (5) Sustainability and Impact; and (6) Country-Specific Questions. Within each of these categories, the specific questions developed by USDOL are answered. Section V draws conclusions about these five areas and identifies lessons learned over the first half of project implementation. Section VI presents the recommendations to be taken into consideration over the final two years of the project. The Appendices provide the reader with additional information about the project and the evaluation as well as a list of references consulted.

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II BACKGROUND

2.1 GENERAL BACKGROUND TO THE SOUTH AFRICA PROJECT

The socioeconomic situation in South Africa, as it emerges from the years of apartheid, is beset with many challenges. Provincial and district governments are hard pressed to obtain the resources needed to provide schooling for all children, and families are hard pressed to keep their children in school because of poverty. In mid-1999, it was estimated that 247,900 children were engaged in the worst forms of child labor (WFCL).¹ The Network Against Child Labour (NACL) estimated that about 3 million children (out of 12.9 million children between the ages of 5 and 17)² were engaged in some form of economic activity.³ As the population and poverty have grown, the number of children engaged in economic activities has grown largely as a result of the HIV/AIDS pandemic. According to the South African Department of Health (SADOH), in 2001 approximately 660,000 children were orphaned by AIDS, with projected figures of nearly 2 million by 2010.⁴ The SADOH also predicted that by the year 2005, 1 million children under the age of 15 years will be living with only one or no parents. Children, because of socioeconomic conditions, have been sold into slavery, trafficked between countries, become prostitutes, been used in committing crimes, been used as agricultural laborers, and become providers of domestic service. Poverty has also created a large number of street children, many of whom survive by becoming prostitutes. The need for a focus on child labor has been growing over the years, even though the legal and regulatory environment was established in South Africa many years ago.

2.2 CHILD LABOR LEGAL FRAMEWORK

South Africa has a 30-year history of concern about child labor. The following illustrative list sets forth selected legislation and covenants that South Africa has generated or passed:

- 1976—South Africa signs and ratifies 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 (provides a definition for the period of childhood).
- 1992—Delegates to the International Children’s Summit develop the Children’s Charter of South Africa and it is adopted by the South African government—the document outlines the rights of children.
- 1996—South African Schools Act 84—children should be in school from age seven until the last day of the year in which they turn 15 or complete grade 9.

¹ Mameadi, Masete. 2005. *A Source Document for RECLISA that Highlights the Present ‘On the Ground’ Situation, with Respect to Instances of Child Labour, within South Africa*. Johannesburg: Khulisa Management Services, p. 1.

² Ibid.

³ Ibid.

⁴ Ibid., p. 3.

- 1998—White Paper on Safety and Security (for children in and out of school).
- 2000—South Africa signs and ratifies ILO Convention 182 (defines the worst forms of child labor).
- South African Constitution—Section 28.1(f) prohibits any form of child labor (i.e., work conducted by children under the age of 18 years which is exploitive, hazardous or inappropriate for their age, their schooling, or their social, physical, mental, spiritual or moral development).
- 2003—Children’s Bill (drafted January)—covers children’s rights, economic exploitation, children in especially difficult circumstances, and prohibition of trafficking.
- 2006—School Fee Exemption Policy (to be fully implemented in 2007)—schools to apply for subsidies amounting to the number of children that need support.
- 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.
- White Paper No. 6—Creates an inclusive education system for all children.

Most recently, the South African Department of Labor (SADOL) and ILO conducted a number of awareness-raising activities and are active in developing other policies and legislation to improve the rights of the child and reduce the most egregious forms of child labor.

While the legal, regulatory, and policy environment is very strong in supporting children’s rights, implementation has been problematic in South Africa. Owing largely to budgetary shortfalls for inspection and enforcement of regulations, many children still suffer from WFCL.

2.3 KHULISA MANAGEMENT SERVICES AND THE AMERICAN INSTITUTE FOR RESEARCH

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 to contribute to equitable growth and development.

Khulisa was an early participant in the RECLISA project, having worked on the proposal with AIR. Khulisa originally identified five provinces for implementation—North West, Mpumalanga, Gauteng, the Western Cape, and KwaZulu/Natal. When the proposal was awarded by USDOL to AIR, and Khulisa was determined to be the South Africa implementing partner, there were insufficient funds to cover the latter two provinces.

The project in South Africa got off to a slow start, primarily for two reasons: (1) bureaucratic difficulties involved in establishing a bilateral agreement between USDOL and the SADOL;⁵ and (2) bureaucratic difficulties in creating a linkage between the SADOL and the South African 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 strategy during the first year: Khulisa identified different nongovernmental (NGO)/community-based organizations (CBOs) as local implementing partners in each location—in North West, the Media in Education Trust (MIET); in Mpumalanga, Thembalethu Home-Based Care; in Gauteng, South African Police Force (SAPS) Adopt-a-Cop Program (AAC), Ithuteng Trust and Sithabile Youth and Child Care Center. After SADOE approval was given, Khulisa entered the schools as originally planned.

Khulisa built its strategy on five main pillars to reduce the incidence of child labor and retain children at school: (1) 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; (2) the teaching of a Life Skills curriculum (with several variations, depending on the needs and location of the children) at schools (and at NGO/CBO locations) that will ultimately be integrated into the SADOE Life Orientation curriculum; (3) the care of beneficiaries through providing psychosocial support in the form of counseling, referrals, and the implementation of “the Suitcase Project” (described below); (4) provision of direct support services to children in selected provinces; and (5) creating Circles of Support/Care to focus government department and NGO/CBO attention on different targeted beneficiaries.

Mindful of the need for sustainability, Khulisa determined to involve the broadest swathe of individuals possible to focus on the WFCL in the country. It was difficult, at first, to identify organizations focused on child labor as there were very few. Hence, they identified NGOs/CBOs that focused on the well-being of children and helped them to see and understand the role of child labor in creating difficulties for children. In each local partnership, Khulisa negotiated for the inclusion of the focus on child labor as a permanent part of their operations, and has successfully done so in each location.

2.4 KHULISA STRUCTURE AND PERSONNEL

Khulisa has identified several of its permanent staff to work on the RECLISA project:

- Dr. Helene Aiello, Project Manager, 50% time—oversees all project management activities, facilitator, strategist leader.
- Faaizah Wadee, Project Coordinator and Gauteng Project Coordinator, 60% time.
- Rebecca Pursell, Project Social Worker, 50% time—curriculum development, curriculum implementer in Mpumalanga, provision of psychosocial support.

⁵ The Labor Attache of the U.S. Embassy was brought in to assist in the approval process.

- Pauline Sithole, North West Project Coordinator, 80% time—facilitator, implementer.
- Pat Sullivan, Mpumalanga Project Coordinator, Consultant, 25% time—curriculum head and developer, lead facilitator.
- Jenni Robinson, Project Database Constructor and Manager, 40% time—Student Tracking System (STS) database and support person; conference coordinator.
- Mary Tsigoida, M&E Manager (South Africa and Regional), 90% time.

Other field personnel round out the Khulisa team, and each of the Field Coordinators works on a part-time basis:

- North West—three Field Officers
- Mpumalanga—two Field Officers
- Gauteng—one Field Officer and Data Capturer combined

2.5 PROJECT PARAMETERS

RECLISA has six components in South Africa:

- **North West (1):** Pregnant teens and teen moms in (target 500) and out of school and involved in nonformal education programs (target 100) in Madibogo, Rustenburg, and Winterveldt.
- **Mpumalanga (2):** Children farm workers, orphans and vulnerable children (OVC) in (target 400) and out of school (target 250) in the Nkomazi Region.
- **Gauteng (2):** OVC at Sithabile (Benoni) and Ithuteng (Soweto) (target 650) and prevention of child trafficking (inner city Johannesburg) (target 700).
- **South Africa/Regional Conference (1):** “Reducing Exploitive Child Labour through Education,” July 4–6, 2006, Johannesburg.

The total number of children to be prevented from participating in the WFCL by Khulisa activities in South Africa is 2,600 (out of a total for the five countries in the region of 10,000 children).

A brief synopsis of each project is presented below to provide the reader with an initial profile on which to base an understanding of the findings discussed in Section IV.

2.5.1 North West

Working together with the SADOH and MIET, Khulisa is working with approximately 26 schools in three project sites.⁶ Madibogo and Winterveldt are the most active of the three, with consistent additions of new beneficiaries and schools. The focus of the project is sexually active teen girls who have either delivered a baby or who are pregnant. Girls normally drop out of school after having given birth, and RECLISA seeks to either 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 (in two parts, one focused on child labor and the other on child care), currently held at a local high school. Their transport costs are covered.

The North West Department of Education (NWDOE) is now an active partner in helping the girls come back to school. They are, in partnership with MIET—which receives funding from the Royal Netherlands Embassy—establishing Education and Development Support Centers (EDSCs) that will offer all manner of training and support by a range of institutions. Teen moms who are out of school will be able to take skills training courses offered by Adult Basic Education and Training Programs (ABET) and other agencies.

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 centers or in the process of opening one. It is envisioned that EDSCs will become the instrument for sustainability for RECLISA.

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

2.5.2 Mpumalanga

Khulisa has partnered with a local NGO, Thembaletu Home-Based Care, to implement its project focusing on children working on farms, and OVC who are living in extreme poverty resulting from the loss of one or both parents because of HIV/AIDS. Thembaletu care workers visit homes of HIV/AIDS-infected adults and identify children who are at risk of dropping out of school because of a lack of funds. The names are reported to the two RECLISA Field Coordinators, who then visit with the children to invite them to Thembaletu for Life Skills and

⁶ The project in Winterveldt was problematic because of the change in its status from a town in North West to a town in Gauteng. Consequently, no new activities are taking place in this location. Moreover, Rustenburg was identified as a location that was not as needy as Madibogo by the SADOE, and so new activities are at a minimum in this location.

other training. For those who are out of school, a special “eduvision” Life Skills curriculum has been developed that is 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 abuse 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). Khulisa provides direct food support to the children in the off-school hours learning program. Khulisa also provides psychosocial support and assistance to children who need to obtain birth certificates and identity documents.

Thembaletu, as part of their normal activities, takes a complete view of the child 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. To help youth in preparing for the future, Thembaletu, under its Youth in Action program, 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, Sports, a newspaper—the *Nkomazi Voice*—with circulation in all surrounding townships and bigger cities such as Nelspruit (for R1 per newspaper)(the vendors who sell the paper directly also receive a part of the proceeds from the sales). Thembaletu also provides direct palliative care to those suffering from HIV/AIDS.

Principals and educators in the schools in Nkomazi have participated in the first half of the Project Management course and will complete the course in January 2007. The participants have already begun to develop community-based projects that will increase community awareness of child labor. These educators will also be working with the students in their schools who are involved with or have completed 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 schools.

2.5.3 Gauteng

The beneficiaries in Gauteng fall into two categories: (1) OVC and street children in Sithabile and Ithuteng, and (2) children at risk for being trafficked in inner-city Johannesburg. Sithabile is a children’s home with approximately 90 residents. Ithuteng is also a children’s home and can accommodate up to 120 children. Each has been able to garner considerable support from different organizations, the former from international corporations with a local presence (e.g., 3M), and the latter from Oprah Winfrey, the National Basketball Association (NBA), the American Embassy, and the comedian Chris Rock.

In each location, Khulisa provides Life Skills training, PSL workshops, and a psychosocial project called “The Suitcase Project.”⁷ The interventions at these two institutions take place on Saturdays and during school holidays.

Entry into the schools in the inner city of Johannesburg by Khulisa came through a partnership with the AAC program offered by SAPS as a part of their Safe Schools program. The initiative aims at increasing public awareness about the importance of education to eradicate child trafficking, while improving the detection of child trafficking and identification of children at risk of being trafficked. 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. These modules have been added to the messages SAPS delivers when it enters schools.

Other partnerships Khulisa has established in Gauteng include the Gauteng Department of Education (GDOE), which has identified several schools in which Khulisa should extend its work. Khulisa currently works in schools in Hillbrow and Doornfontein. In 2007, the schools will also include those in Randfontein and Orange Farm.

In all schools, Khulisa teaches the Life Skills course, which is being integrated with the GDOE Life Orientation course required at several grade levels, the Suitcase Project where appropriate, and other psychosocial support made possible through a relationship with the Education Psychology Department at the University of Johannesburg.

2.5.4 South Africa/Regional RECLISA Conference

The purpose of the conference was to heighten awareness of 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 highlights of the conference. A conference website was established and updated, media coverage before and after the conference was extensive, conference proceedings were distributed to all participants, and a number outputs were developed: A Conference Declaration, Action Plans shared jointly by Botswana, Lesotho, Namibia, and Swaziland, and an Action Plan for South Africa. In January a six-month follow-up survey will be undertaken to determine whether Action Plans are being implemented.

⁷ This project addresses the needs of children who have been traumatized and need to put their pasts behind them to begin anew in creating positive futures. Children who have been abused, trafficked, lived on the streets, and suffered the loss of their childhood are taught, through the use of a range of media, to create a collage of their past, which they construct inside their suitcase. On the outside of the suitcase, they create their visions of the present and their future. Through adept debriefing of what they have created, children come to learn that their past is over and they can look forward to a much better future. In making this emotional and psychological transformation, children are then able to focus on their school work, attend classes regularly, and learn.

2.6 BUDGET

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

- Year 1—US\$654,823.57 (includes Regional M&E)
- Year 2—US\$876,936.47 (includes Regional/SA 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)

Each output, or group of targeted beneficiaries, has its own budget. Noteworthy in this presentation of the budget is the declining balance for Years 3 and 4 when project implementation will be at its highest.

2.7 CONCLUSIONS

The RECLISA project in South Africa is multifaceted and covers three provinces as well as a regional conference. As the reader will be able to determine, in the course of the discussion of the Findings in Section IV, Khulisa's activities are extensive, are reaching the targeted number of children despite bureaucratic hold-ups to entering government schools, and may be in need of greater resources to implement the project for which they have laid a solid foundation. Section III includes a brief outline of the methodology used to collect data at each of the implementation locations.

III METHODOLOGY

3.1 INTRODUCTION

Before departure for the field, a rigorous document review was undertaken (see References). Teleconferences were also held with Patrick White of USDOL, and with Tony Doggett of AIR. The Team Leader also drafted the Terms of Reference (TOR) to be shared with AIR and the implementing partners.

3.2 DATA COLLECTION

Once in the field, the team—composed of Bjorn Nordtveit (who conducted the research in Namibia and Swaziland), Bev Barry (who conducted the research in Lesotho and Botswana), and Nancy Horn (who conducted the research in South Africa and was Team Leader)—met to determine the additional questions to pose in each country, identify and request additional documentation, and to obtain further advice on individuals and groups to interview. The team also determined the data collection instruments to be used.

The data collection methodology employed in this evaluation research was qualitative. Individual interviews and observations were used in each location with each stakeholder. (USDOL prepared the questions to be posed; supplemental questions were designed for each country—see Appendix 1: Country-Specific Questions from TOR). A special Participatory Rapid Appraisal (PRA) drawing technique was developed to obtain children’s participation.

3.3 RESEARCH PROCESS

After an extended international telephone call, Khulisa developed a chart of interviews to be held at each location. Appendix 2: Schedule of Interviews lists the individuals and groups interviewed and dates when the interviews and related activities took place.

On October 20, a feedback workshop was held at Khulisa. At this workshop, the Findings were presented (see Appendix 3: Feedback to Khulisa on Findings). Because the evaluator did not have sufficient support to arrange for interviews in Gauteng, she had to continue the research after the feedback workshop.

3.4 LIMITATIONS OF THE STUDY

3.4.1 Field Assistants

USDOL indicated that the project should conserve its midterm evaluation funds for the final evaluation and directed Macro International Inc. (Macro) to arrange all interviews and manage all logistics for the evaluation team. Field Assistants were hired by Macro to make arrangements for each country. The Field Assistant for South Africa was the same person making the arrangements for Lesotho. Unfortunately, the person hired was not up to the job and many appointments that were to have taken place during the third week of research were not made.

This meant that several key people were never interviewed. This required supplemental time spent with Khulisa as well as scheduling interviews after the South Africa feedback workshop.

3.4.2 Time

While the time allocated for field visits to one project site in North West and the site in Mpumalanga was three days each (including travel time), the time available to conduct research into at least three locations in Gauteng was only two days. This was insufficient to meet all the people identified by Khulisa.

IV FINDINGS

4.1 INTRODUCTION

This section presents the findings developed through the implementation of the methodology outlined in Section III. The section is organized in accordance with the main headings of questions located in the TOR developed by USDOL. This information is supplemented with data gathered through the use of probing or follow-up questions to the responses made to the USDOL questions.

4.2 PROGRAM DESIGN

4.2.1 Relation to Existing Government Efforts

Khulisa's design was well within the purview of government regulations, covenants, and policy. However, South Africa has significant difficulty in implementing their legal framework. Khulisa has been able to assist in implementation by providing the Life Skills curriculum and by laying the groundwork for action in teaching the Project Management course to principals and educators. In essence, RECLISA has become one of the government's implementing arms.

4.2.2 Support for Theory

It would appear that WFCL has been reduced through improving access to and quality of education. As of October 20, according to the Khulisa STS printout, only 4% of children enrolled in RECLISA have dropped out (14 teen moms in the North West; 4 OVC in Mpumalanga; 17 OVC in Gauteng, and 17 at risk for trafficking in Gauteng). Ninety-six percent of the children at risk remain in school.

While these figures are impressive, the data indicate that much more direct care is needed for children to remain in school. For the most part, those projects that are embedded in the normal activities of NGOs/CBOs (i.e., MIET, Thembalethu, Ithuteng, Sithabile and SAPS) are more sustainable because they can address the non-educational needs of children (e.g., school uniforms, washing powder to clean the uniforms, soap for personal hygiene, clothing, food on a daily basis, a place to sleep, and a safer environment). The poverty level of the children involved in the program requires these additional forms of assistance because there is a considerable amount of stigma attached to being an orphan. With these additional inputs, a child can easily mingle with other children and not suffer from discrimination.

4.2.3 Strengths and Weaknesses

The ultimate design that emerged from the year-long wait for government school entrée approval has actually worked out to be a strength. Because Khulisa sought local NGOs/CBOs to gain access to the children, greater synergies are being created between schools and these local organizations to help children stay in school. The project identifies the children, provides them with Life Skills training, PSL training, and psychosocial support, while the NGOs/CBOs generally provide children with their basic needs.

There are three major design weaknesses of the project:

1. The Circles of Support/Care are more difficult to create because of the location of government service providers in relation to those who need the care. More assistance will be sought from local NGOs/CBOs.
2. Periodic visits by Project Coordinators to their respective sites in each of the three provinces is insufficient to maintain a high level of interest (this is primarily a budget issue).
3. The “budget does not allow Khulisa to directly address the poverty-based needs of children (e.g., food, clothing, housing) that allow them to stay in school.”⁸ The assumption that children will stay in school without this type of support is erroneous.

4.3 PROJECT IMPLEMENTATION

4.3.1 Support for Four EI Goals

Awareness activities have focused on the conference held in July (including the extensive media coverage before and after the conference) and on the work undertaken with schools, NGOs/CBOs, and government departments. In Mpumalanga, awareness activities have also included articles in the newspaper *Nkomazi Voice* produced by the Youth-in-Action group at Thembaletu, and seven 20-minute radio slots on Radio Ligwalagwala about Child Labor. General community awareness has not been fully undertaken and awaits the completion of the Project Management course by school principals and educators after which they will conduct local child labor community awareness programs.

Formal education has been strengthened through the design, implementation, and revisions of the Life Skills curriculum that is being implemented in all locations and that will be integrated into the Life Orientation course taught at all schools. Nonformal education is being strengthened through the innovative approaches Khulisa is taking to train PSLs and out-of-school children. In Mpumalanga, the latter are participating in a learning program based in Takalani Sesame videos, supplemented with worksheets to follow up on the lessons learned. Children are being supported with psychosocial development activities and referrals that enable them to concentrate on their studies. In North West, MIET is making skills training for income generating activities possible for teen moms who are out of school.

Strengthening national institutions is taking place through linkages with the DOE in all three provinces, and with the DOH in North West. SAPS is also being strengthened through help with their manuals, NGOs/CBOs are being strengthened through the availability of additional resources to be used in working with children to reduce trauma, and schools are being strengthened through the Khulisa course on Project Management. “We can use this training in a lot of different areas,” said one principal in Mpumalanga. Khulisa’s work with the ILO has

⁸ Interview with Khulisa, October 18, 2006.

created a conduit for sharing on-the-ground lessons learned that require policy improvement for support (e.g., obtaining birth certificates, death certificates, grants).

Sustainability of RECLISA is found within the partnerships Khulisa has created with various government departments, NGOs/CBOs, schools, and other agencies. Khulisa specifically looked for institutions that had a community presence and that had the welfare of children as their core business. By setting these parameters, and adding on the issues related to child labor to normal NGO/CBO operations, Khulisa has established the foundation for sustainability as each organization has agreed to continue including child labor issues in its operations.

4.3.2 Project on Track

To date, Khulisa has almost met its beneficiary targets per the Performance Monitoring Plan (PMP). The structures for implementation have largely been put in place. It is unclear at this time though how much MIET will be able to further the nonformal education agenda in North West as the EDSCs have not yet been constructed (only one exists in Madibogo), what the schools will do in creating awareness after the Project Management course has been completed, whether SAPS will truly implement the child labor module Khulisa has produced for them, and whether schools will take on the role of the hub of the Centers of Support/Care.

4.3.3 M&E Tools and Systems

Because Khulisa has multiple projects to track and needs to print a range of reports to satisfy its own internal monitoring system, Khulisa found the STS, developed by Juarez Associates, to be inadequate. Hence, they developed their own proprietary MIS system for use with the project. No RECLISA funds were used for developing the base system, only for customizing it for project use.

The process used in the Data Management System (DMS) collects information at the source, collates it, analyzes it, and then makes it available for reports. The data quality criteria include validity, reliability, integrity, precision, and timeliness, and the system allows for auditing trails. The audit trail tracks the child's identity, status (e.g., retained, current grade, completed, transitioned, dropped out), as well as the date the child entered the system. Queries for analysis of information are standardized and consistent to ensure reliability and precision. The reports generated for management include those on documentation captured, assessments, and services received by each child. Reports generated for USDOL include the number of children who are/have "enrolled, retained and completed." The DMS generates a Child Status Report that identifies the date the report was generated; the name of school the child attends; the original grade when enrolled in RECLISA; the name, age, gender, and current grade of student; whether the student completed grade 7—no longer at school, did not complete and joined another school, or did not complete and is no longer in school; and the date of last RECLISA support. The system is user-friendly and consistently develops the reports needed for USDOL.

The PMP is now the basis for the annual work plan. The PMP is based on the USDOL common indicators that ask for numerical tracking of children and the indicators that are specific to the project's activities. The PMP does not track the qualitative process of the project nor does it ask

for the types of interventions made by the project in support of the children and the results achieved with each intervention. The Annual Work Plan now sets forth a number of these processes, although they are not results oriented. They are primarily lists of activities.

4.3.4 Data Collection on Direct Beneficiaries

Project beneficiaries are identified in different ways according to each project. In the North West, potential teen mom beneficiaries are identified at prenatal care clinics and then names are passed on to Field Coordinators who conduct follow-up visits. In Mpumalanga, Thembaletu HIV/AIDS home care workers identify children at risk and pass the names on to the two Field Coordinators. PSLs also identify potential beneficiaries in school. In Gauteng, selected children who are resident at Sithabile and Ithuteng, as well as several of those attending Saturday and vacation school, are identified and reported to the Project Coordinator. Also in Gauteng, schools will help to identify those students who are at significant risk of dropping out. Once children have been identified, they are assessed and registered in RECLISA by the Field and Project Coordinators.⁹

Data collection is conducted in the field by Field Coordinators who have been trained to obtain all information on the standardized enrollment forms. Field Coordinators also collect attendance information from schools (although these data are not 100% reliable because of the lax attendance-taking practices of teachers).¹⁰

The DMS was developed to accommodate all of the information obtained in the standardized Child Registration/Enrollment forms (independent signatures ensure integrity and validity), including work status (working hours, weekly income, and work description). A child's participation in any RECLISA activity is recorded as an indicator of project support. When data on school attendance are collected from each school where RECLISA students are registered, it is entered into the database. When an intervention that requires a certain type of learning is made, pre- and post-tests are administered, and changes are entered into the database both for children and adult participants (e.g., in the case of the Project Management course). In summary, data are collected at the time of enrolment, with school attendance, with activity attendance, and at point of determining retention and completion.

4.3.5 Tracking of Work Status

The “work status” issues raised by USDOL initially created a problem. When the DMS was queried to determine if hours worked by children were declining concurrently with school attendance, the system reported that all children had a “0” hour work status. Since pointing out this data collection shortfall during the evaluation, Khulisa has developed a report to identify any change in hours worked. Khulisa will be working with the Field Coordinators on different ways

⁹ The original project design called for teachers to do this work. When implementation in schools was delayed, Field Coordinators were hired and trained to do this work. They will continue to do so for the remainder of the project.

¹⁰ This also constitutes a difference in design because teachers were to be the original registrars of children and were to have collected all data on beneficiaries.

to ask the very sensitive questions on the type of labor in which children are engaged, the number of hours, and the level of pay received.

4.3.6 Rehabilitation of Victims of Exploitive Child Labor/Education Barriers

Although this is not a required focus of the project, rehabilitation of children takes place through: (1) projects that will be developed through the Project Management course taken by principals and educators; (2) partnering with local caregivers to provide support RECLISA does not; (3) normal activities of local implementing partners; (4) the implementation of the core and supplemental Life Skills courses; (5) provision of psychosocial support through the implementation of the Suitcase Project and referrals; (6) supplemental psychosocial support provided through a relationship established with the Education Psychology Department of the University of Witwatersrand; (7) working with the DOE and school in each province on changes in policy and practice (e.g., registering of schools for “no fee” status). Currently, there is no tracking of rehabilitated victims.

Barriers to education are bureaucratic, financial, and psychosocial. Regulations concerning birth certificates with subsequent registration with the South African Department of Social Development (SADOSD) are fraught with difficulties, especially in light of the movements of parents and children across borders and the failure to register births. Khulisa is working with the ILO to address some of these issues on a policy level. At the local level Khulisa is working with each of the involved government departments (including Home Affairs, who is responsible for birth certificates) to make services more accessible in areas where there is little transportation or the cost of transportation is prohibitive. Children suffer from the stigma attached to being an orphan or being so poor that they cannot afford uniforms or soap powder to wash them. Often children who are so stigmatized drop out until they can obtain the support they need.

4.3.7 Effectiveness in Preventing At-Risk Children from Engaging in Child Labor

The DMS has just been restructured to capture the “work status” of children. Up to this point, data on work status, although included as part of the enrollment form, was not collected systematically. Hence, at this point, it is not clear how many children are working how many hours for what type of pay in each location.

It is also not clear what the comparison is between the “normal” dropout rate and the dropout rate RECLISA has experienced to date (4%). This information is not consistently and/or accurately collected by the DOE.

The retention rate of 96% indicates that children are staying in school, but it is not clear whether they are engaged in any type of work situation after school and on weekends, and whether these are WFCL.

4.3.8 Role of RECLISA in Changes in Enrollment/Dropout and Quality of Education

As noted above, it is unclear what the original school dropout rates were and how RECLISA has affected them. Formal and nonformal educational quality has been improved through the implementation and integration of the Life Skills trainings into the Life Orientation courses. The Project Management course has altered the perceptions of principals and teachers of at-risk children in school and will increase the awareness of community members about child labor. Partnerships established with NGOs/CBOs have increased the opportunities for out-of-school children to be engaged in nonformal and vocational education opportunities. MIET in North West has been and will be instrumental in providing vocational skills training to teen moms. In Mpumalanga, Thembaletu's Youth-in-Action programs provide young people with skills in tailoring, craft development, small business development, journalism, management, and other job-related skills. RECLISA's "eduvison" program, designed for out-of-school children using Takalani Sesame to build literacy and numeracy skills, prepares children to be full-time students in formal schools. Psychosocial support activities enable children to participate fully in school activities. In Gauteng, the nonformal Saturday and vacation schools, especially the Suitcase Project, Life Skills training, and training of PSLs at identified institutions, are increasing children's ability to perform well in school. The Job Shadowing program at Ithuteng provided older students with work experience and a view of a possible future if they stay in school.

The weakness in RECLISA thus far is in the vocational skills training area. While MIET in the North West is projected to add more of this type of training, a business plan indicating what will be offered and when was not available because the EDSCs had not yet become fully operational.

4.3.9 Raising Awareness

The South Africa/Regional conference raised the awareness of the more than 270 policymakers and practitioners who attended, as well as the general newspaper-reading population. In all three provinces, the DOE, school principals, and Life Orientation teachers have been sensitized to the issues of child labor and will implement community awareness raising activities after January 2007. In North West, DOH participation has sensitized staff on issues of child labor. In Gauteng, the SAPS and Youth Desk have been made aware of child labor and will address this issue when it enters the schools through the AAC program.

Selected individuals at the community level have been exposed to issues of child labor, but the local parent community has not been made fully aware. This will take place after January 2007.

4.3.10 Strengthening the Capacity of Civil Society to Monitor Children at Risk

Khulisa's default strategy to partner with local NGOs/CBOs and then to partner with schools has created the possibility of a great deal of synergy between schools and NGOs/CBOs. Both are more acutely aware of child labor issues and both have been and will continue to be involved in the identification of children at risk. In North West, either MIET or the NWDOE will be responsible for tracking children once the project ends. In Mpumalanga, the Field Coordinators

are employees of both RECLISA and Thembaletu, so Thembaletu has the capacity to track the children. In Gauteng—Sithabile and Ithuteng—the embedded nature of RECLISA ensures that children’s work status will be tracked by the Directors. In inner-city schools, it is not clear how child labor will be monitored. In cases where schools will have the primary responsibility for tracking, it is not clear what system they will use and whether the national DOE statistical database—Education Management Information System (EMIS)—will be employed.

4.4 PARTNERSHIP AND COORDINATION

4.4.1 Initiating Partnerships

The main issue for Khulisa was the creation of the partnership with the DOE to gain entry into government schools. Once the national DOE agreements were signed, negotiations had to take place with provincial DOEs. In North West, there was an immediate interest and response, and the identification of schools into which RECLISA could go. In Mpumalanga, entrée was granted, but only recently was permission given for teachers to attend the Project Management training on a Friday. In Gauteng, the DOE has provided a list of schools in which RECLISA will have direct access (although it will also continue to access schools through SAPS).

Identifying local NGOs/CBOs took a considerable amount of research and negotiation because USDOL does not allow for any type of direct grant to local implementing partners. Khulisa had to devise a strategy that would add value to what the local NGO/CBO was doing and enhance the child-focused outcomes the organization was already working on. Offering Life Skills training and the Suitcase Project were seen to be two integral parts of a strategy that would bring about mutually agreed upon outcomes.

Offering the Project Management course helped create the partnership with schools. Providing a training-of-trainers (TOT) to Life Orientation course educators on the Life Skills curriculum will create a stronger relationship with educators (this has already been done in the North West). Training PSLs also helps to solidify the relationship with schools.

4.4.2 Coordination with Government Departments

Because of the difficulties in establishing the relationships with SADOL and SADOE, implementation of the original design was delayed for a year. Since then, work with each of the provincial DOEs has generated significant interest and participation in North West and Gauteng, but lags behind somewhat in Mpumalanga, although working with schools is going well. Coordination with the Mpumalanga office of the USDOL has produced inspections of commercial farms to determine if any children are working on them. Coordination with the North West DOH has been working well as clinics and regional offices lend their support in identifying pregnant teens. As the Circles of Support/Care continue to be developed, it is envisioned that more government departments, NGOs/CBOs, and other agencies will become more directly involved. The SADOL has a Child Labour Plan of Action (CLPA). The implementation committee meets four times a year, and Khulisa attends regularly.

4.4.3 Coordination with ILO/TECL

The Khulisa Project Director attends the quarterly meetings of ILO and shares activity reports. TECL could be most useful in advocating for certain policies that RECLISA identifies through on-the-ground activities. The South Africa/Regional conference was a great opportunity for coordination. The ILO provided a significant amount of input in conference planning, identification of speakers and participants, presentation of papers, and in structuring the conference. AIR/RECLISA has shared the conference documents with ILO and participants and Khulisa will share the findings of the follow-up research to be undertaken in January. The shortage of resources in both projects requires that greater synergies be created. These can be developed by identifying specific strategies on how each could help the other.

4.4.4 Working with Local NGOs/CBOs

With the shift in implementation design, Khulisa had to hire local Field Coordinators. In North West, a person with appropriate skills was found, and this person has a volunteer relationship with MIET. In Mpumalanga, the two part-time Field Coordinators also work part time for Thembaletu. In Gauteng, there is a combined Field Coordinator/data entry person who visits the projects to collect data for the DMS (as do all the other Field Coordinators), but this person is a Khulisa employee. These part-time field workers provide a more consistent RECLISA presence in each province. However, it is the workings of the local NGOs/CBOs that provide a continuous source of support to the children.

Local NGOs/CBOs each welcomed RECLISA's activities and are incorporating them into their regular support services. In North West, the relationship with MIET is still in the process of development as the EDSCs are constructed. In Rustenburg and Winterveldt, relationships were established with six other NGOs/CBOs. In Mpumalanga, the CEO of Thembaletu is very pleased with the work of the Project Coordinator, but noted that she is there only five days a month—as is the Social Worker—and delivers the variation of the Life Skills training developed for the target for each type of beneficiary. In Gauteng, both Ithuteng and Sithabile addressed the support provided by the Social Worker and the Project Coordinator in delivering the psychosocial support activities, Life Skills training, and PSL training when they come to each site. When interviewing the CEOs/Directors of each of the NGOs/CBOs, all expressed their satisfaction with the work of Khulisa and the results being achieved with the children. However, all expressed a desire for a more consistent presence.

4.5 MANAGEMENT AND BUDGET

4.5.1 Management Areas Needing Improvement

The management for results framework needs to be further developed. In reporting, Khulisa lists its many activities in each province and in creating broader networks of operation. However, these activities do not identify the results achieved in terms of a logic model (i.e., which inputs create which outputs; which outputs create which outcomes; and which outcomes produce which results). Tracking the result of each activity and how each activity leads to the fulfillment of the overall results framework requires greater attention. (This is also a weakness in the RECLISA

regional project—activities are presented in each report, but not results.) (See Appendix 4: Managing for Results for a possible tracking model to use.)

4.5.2 Use of Management Tools

The PMP is currently used as the basis for the work plan. The Project Manager tracks all activities in her office, and then drafts the reports sent to the RECLISA Regional Office, which provides feedback on the reports once received from USDOL (commentary does not include a results orientation). Targets set by the project in the proposal stage are the targets used by Khulisa.

4.5.3 Achievements Related to Expenditures

The volatile nature of exchange rates has created havoc with expenditure patterns. Hence, Khulisa has provided internal support for the implementation of RECLISA. Each unplanned item that emerges has a cost, and Khulisa is challenged to meet the range of needs of beneficiaries in rural sites. Khulisa does not have a budget for either the midterm or final evaluation although their support was necessary during the current evaluation.

4.5.4 Adequacy of USDOL Communication

Khulisa does not have any direct communication with USDOL. Rather, this takes place through AIR at the RECLISA Regional office. The only direct communication held was during the South Africa/Regional conference when Patrick White made himself available for discussion. The RECLISA Regional office shares the feedback given by USDOL on the Technical Reports.

4.6 SUSTAINABILITY AND IMPACT

4.6.1 Exit Strategy

The exit strategy Khulisa developed involves the capacity building of partners to carry on each of the project activities.

- In North West, MIET staff will be trained on how to deliver the Project Management course and will continue to offer it in the EDSCs. Educators will continue teaching the integrated Life Skills/Life Orientation course to learners. MIET will continue to address the learning needs of out-of-school teen moms by offering skills and vocational training in EDSCs or by marketing EDSCs to ABET and other organizations to offer educational opportunities to teen moms. MIET will also continue to work with the DOH and schools in identifying pregnant teens who will then be invited to nonformal learning activities until such time as they can be reintegrated into formal schooling. MIET and schools will work together in the extension of the Circles of Support/Care.
- In Mpumalanga, school principals and educators will continue to expand awareness about child labor through the implementation of their projects developed through the Project Management course. Educators will continue to teach the integrated Life Skills/Life

Orientation course to in-school children. Thembaletu will continue to teach the modified Life Skills course to out-of-school children, and continue to track the work status of children. The two Field Coordinators will continue to train PSLs who will take on more responsibility to identify at-risk children in school and to report them to the Field Coordinators. Field Coordinators, with the assistance of PSLs, will continue to offer children advice and psychosocial support. Thembaletu will continue to offer children school uniforms, food packets, meals, and other support to enhance children's ability to stay in school. Thembaletu has not yet been trained on how to track the work status of children, although the two Field Assistants will take over this role when RECLISA ends.

- In Gauteng at Sithabile and Ithuteng, PSLs who have graduated but who remain residents will play an encouraging role to help children to stay in school and overcome their past through the implementation of the Suitcase Project. PSLs will also teach the Life Skills curriculum in Saturday and vacation schools. In working in inner-city Johannesburg, Khulisa will further capacitate SAPS to teach the child labor modules added to the AAC curriculum. In working with schools in Johannesburg, Khulisa will further capacitate principals and educators to teach the integrated Life Skills/Life Orientation course and to address the needs of former trafficked children through the implementation of the Suitcase Project.

In summary, Khulisa will actively provide capacity-building to the NGOs/CBOs with whom it has partnered to carry on the work once the project has come to an end. Khulisa provides organizational development and assistance to Sithabile, with the end goal of Sithabile obtaining registration to operate as a Residential Care Centre. Once the registration is obtained, the Centre will be able to apply for funding to cover its operational costs. This will also ensure that Sithabile continues to provide its current services to OVC. To ensure that future Life Orientation course educators are aware of the Life Skills curriculum, Khulisa will make the materials available to Teacher Training Institutes (TTIs) and universities so that the curriculum can become an integral part of teacher training courses.

4.6.2 Impact to Date

In the North West and at Ithuteng in Gauteng, children (13 and 6, respectively) who have been traumatized by events in their past indicated that they would give Khulisa a "10" (the highest possible ranking) because, as one student put it, "Khulisa is an angel that came to us in the day to make it possible for us to see a future."¹¹ The Suitcase Project, in particular, has had a direct impact on participants wherever it has been implemented because they are now able to literally "close the door on the past" by closing their suitcases on the pictures of their past.

Principals and educators have begun to design their awareness projects that they will implement after January 2007. Both have indicated the far-reaching applicability of such a course and some have said they are able to look at other projects to determine if they are being planned and implemented correctly.

¹¹ Group debriefing after PRA drawing exercise at Ithuteng, October 21, 2006.

Teen moms have an increased awareness of the need for them to return to school, as do several of their parents. In drawing pictures of their future, many of the teens drew themselves in professional settings pursuing different types of employment (e.g., airline pilot, call center manager, social worker), while others drew pictures of nice houses. When I asked how their dreams might come true, they answered in unison “by staying in school!”¹²

NGOs/CBOs, such as SAPS, Ithuteng, Sithabile, Thembalethu, and MIET have all had their awareness expanded and are incorporating child labor issues in their normal activities. In some cases, poverty is being addressed as the root cause of child labor, and in others, psychosocial needs are being addressed.

Government departments have been affected by RECLISA in their more focused attention on child labor and the need to keep children in school. By choosing the schools into which Khulisa must enter, provincial DOEs have identified where children are at the highest risk of dropping out and have paved the way for schools to play a larger role in retaining children in school.

4.6.3 Community Buy-in

In each community, those who have participated in the Project Management course will conduct awareness raising activities among parents and local community members. This will take place early next year.

4.6.4 Changes in Perception and Policy

Children see the value of staying in school, but they have many poverty-related obstacles to overcome. Parents of teen moms interviewed would like their daughters to return to school, although a number of obstacles must also be overcome (e.g., a *crèche* for babies in the vicinity of the school, obtaining birth certificates for children, registration with SADOSD to obtain grants, fees for school). On a policy level, the South Africa/Regional conference participants generated “The Birchwood Declaration” committing themselves to: (1) the development of National Child Labour Action Programmes; (2) the regular, rigorous, and publicly accountable monitoring of the implementation of the Action plans; (3) campaigns that build public understanding of the exploitive and damaging forms of child labor and the steps citizens can take to combat these forms of labor; and (4) a relentless struggle waged individually and collectively to end child labor. The South Africa Working Group came up with its own set of resolutions: (1) a Child Labour Programme of Action (CLPA); (2) commitment to the policy and practice of keeping children in school and to review curriculum to include vocational training to develop entrepreneurial and other life skills; (3) inclusion of provision in the Children’s Bill on monitoring or following a child to deal with drop out/push factors, including immediate extension of the Child Support Grant to age 15 in the first instance with a further extension to age 18 to follow; and (4) reexamine the role of civil society in supporting government in any way it can.

¹² Group debriefing after PRA drawing exercise in Madibogo, October 10, 2006.

4.6.5 Government Willingness to Carry on the Project

While the provincial DOEs in North West and Gauteng are deeply involved in RECLISA, no formal commitment has been made to take over the project once funding stops. All three provincial DOEs, however, have accepted the integration of the Life Skills curriculum into the Life Orientation course, and this will continue after the project ends. There have been no commitments made by the SADOL, SADOH, or SADOSD.

4.6.6 Greatest and Least Impact

The greatest impact has been found in (1) the Suitcase Project, and (2) the several variations of the Life Skills curriculum as both have empowered learners and out-of-school children with an understanding of child labor and skills to live their lives. A great potential impact lies in the Project Management course, the fruits of which will be harvested after January. The least impact has been the Circles of Support/Care because they have not been fully established yet. The DMS is a real strength of Khulisa's activities.

4.7 COUNTRY-SPECIFIC QUESTIONS

4.7.1 Mpumalanga Direct, Personal Services to Vulnerable Children

Five days a month, the Project Coordinator travels to Mpumalanga to deliver PSL training, Life Skills education (in-school children), and the Takalani Sesame "eduvison" course (out-of-school children). Khulisa's Social Worker also travels to Mpumalanga for several days a month to provide psychosocial support to all RECLISA children. This includes such support as the construction of "Memory Boxes," assessments and referrals to area social workers, and assistance in obtaining identity cards and parental death certificates. In the absence of these two individuals, the two Field Coordinators deliver lessons and related services. Khulisa, at Saturday school, delivers the modules and then provides children with lunch. Khulisa also provides used clothing to Thembaletu for distribution to the children. Circles of Support/Care are being established to provide more direct assistance to in-school children, while Thembaletu provides clothing, school uniforms, food packets, and meals.

The PSL Training Curriculum includes the following lessons:

- **Module 1—Building a Peer Support Network:**
 - Lesson 1—Building trust; understanding and resisting peer pressure (e.g., bullying).
 - Lesson 2—Developing "buddy" relationships for mutual support and trust.
 - Lesson 3—The differences between a group and a team; developing school teams to promote the "rights of a child."

- **Module 2—Communications:**
 - Lesson 1—Understanding what is meant by good communications; exploring techniques that enhance good communication skills.
 - Lesson 2—Verbal and nonverbal communication skills; communicating as individuals and in groups—is there a difference?
- **Module 3—Dealing with Memories:**
 - Lessons 1 and 2—Expressing oneself through use of Memory Boxes.

4.7.2 Mpumalanga SABC Broadcasts

The original design was to have SABC deliver educational programs, and at-risk children were to have been provided with radios and establish listening groups for learning. This did not work because of copyright regulations and changes in personnel at SABC. Instead, the out-of-school children, as an alternative, now watch Takalani Sesame and do follow-up lessons in workbooks. Awareness activities related to child labor, importance of education, staying in school, and other topics such as child abuse, safety with fire, and water and sanitation are covered. All of these are issues that are relevant to children living in impoverished communities. When interviewed, children could list at least a dozen things they had learned from the program on HIV/AIDS (the focus of the last video viewed). The children have been divided into two groups—grades 6–7, and all grades under 5. Each has a different age-related workbook. Students come together once or twice a month to watch the videos, and on other Saturdays they participate in Thembaletu Saturday activities.

In addition to this, SABC has allocated a radio slot to cover issues of child labor, the importance of education, the processes involved in returning to school, and activities of RECLISA. Those broadcasting the program were then available to answer any questions posed by the listening audience. The first seven programs have been presented, and seven more remain.

4.7.3 North West Personalized Services

Several days a month, the Project Coordinator travels to Madibogo (less to the other two locations) to deliver the core and special Life Skills training courses to teen moms. Psychosocial assistance is also provided. Teen moms are provided some assistance in getting the birth certificates for their children and are told about the grants they can access once they have the birth certificates. They are also provided training in sewing and bead work so that they can earn some income while out of school. Khulisa is working with MIET and the EDSCs in ascertaining the learning needs of teen moms. When the EDSCs are fully functional, skills training and other courses will be made available to them.

4.7.4 Child Labor Awareness Modules (CLAM)

The modules include the following lessons:

- **Module 1—What is Child Labor and How Does it Manifest Itself?**
 - Lesson 1—Definition of child labor, how it manifests itself in South Africa and globally, and how child labor is manifested in rural and urban settings.
 - Lesson 2—The worst forms of exploitive child labor, a child’s right to education versus South African laws, and conditions of employment versus child labor.
- **Module 2—Child Work and How this is Different from Child Labor:**
 - Lesson 1—Definition of child work; examples of child work in rural and urban settings; child-headed households and child work; reflection on local example.
- **Module 3—Child Labor—Who is at Risk?**
 - Lesson 1—Vulnerable children through HIV and AIDS; vulnerable children through poverty and insecurity; vulnerable children through abuse; vulnerable children through ignorance; vulnerable children through lack of self-esteem.
 - Lesson 2—Understanding the importance of a positive self-image and good self-esteem to improve who one is; self-reflection on how to create positive self-image and good self-esteem; understanding what makes up a whole person (physical, emotional, mental, social parts); techniques for improving a positive self-image and good self-esteem.
- **Module 4—Sexual Exploitation of Children and Trafficking:**
 - Lesson 1—What is sexual exploitation; what are the conditions that create sexual exploitation; the profile of someone who sexually exploits children.
 - Lesson 2—Support for children that are sexually exploited; who can you trust and why?
 - Lesson 3—What do we understand by trafficking; where and how trafficking happens (local and in Africa generally).
- **Module 5—Crime, Drugs, and Child Labor—What is the Connection?**
 - Lesson 1—What is substance abuse and its potential impact on oneself and others and links with addiction; types of drugs/addictive substances and their level of danger; signs of drug abuse.
 - Lesson 2—Making purposeful decisions to avoid substance abuse and drug dependency; getting help to avoid drug abuse.

- Lesson 3—Crime and drugs—how they are linked; crime, drugs, and child labor—a trio of ills.
- **Module 6—Developing Support Circles:**
 - Lesson 1—How to use support structures (the model: Circles of Support); the school as a center of support (teachers, social workers); the community as a center of support (NGOs, churches, advice centers).
 - Lesson 2—Peers as centers of support (friends, classmates).

4.7.5 Child Care Curriculum (CCC)

The CCC includes specific modules designed to meet the needs of teen mom and is taught in the following lessons:

- **Module 1—Caring for My Child—from a Psychological Perspective:**
 - Lesson 1—Identify and understand the main issues on how to care for your child.
 - Lesson 2—Understand the importance of the mother-child relationship as part of the child’s psychological development and how this manifests in child development.
 - Lesson 3—Being able to access resources to support the pregnant teenager and teenager’s mother.
- **Module 2—Caring for My Child—from a Socioeconomic Perspective:**
 - Lesson 1—Understand and be able to talk about healthy practices that promote a child’s development; list and cost foods that are important for the mother to eat for good child/fetus development.
 - Lesson 2—Understand and know ways to control germs in the environment so as to prevent disease.
 - Lesson 3—Be able to use exercises during and after pregnancy to improve the health of the mother; state important points about breast feeding; understand why health services are needed for a child’s development and know where to access them.
- **Module 3—Hygiene for Healthy Living:**
 - Lesson 1—To increase understanding around the different parts of their body and vulnerability to disease.
 - Lesson 2—Understanding the importance of cleanliness and basic hygiene.

These two courses will be integrated into schools and into the courses offered by EDSCs once they are fully established.

4.7.6 Gauteng—Direct Services to OVC

In Gauteng, at Ithuteng and Sithabile, the Life Skills curriculum is being offered during Saturday and vacation schools. Some groups have finished the Suitcase Project, while others are ongoing. In Ithuteng, children have also just completed making body maps. In both locations, PSL training is in progress. At Sithabile, children have also been taught how to keep a journal. The Social Worker at Sithabile is assisting the Director to become registered with the SADOSD. In January, Khulisa will start working with schools in Orange Farm and Randfontein—locations identified by the GDOE—and will work with principals and educators on all the child labor prevention processes identified in previous work elsewhere.

4.7.7 Gauteng—Psychosocial Support Training

The Suitcase Project is the core of the psychosocial support training provided to OVC. Children who have been traumatized cannot perform very well in school. The Suitcase Project helps children put their pasts behind them so they can concentrate on building a positive present and future. Body maps are also drawn in both locations that help children grow in self-esteem. If children can put their past behind them and develop sufficient self-esteem to envision positive futures, then performing well at school will become easier and children will be less at risk of being exploited. The housing that is provided by both Ithuteng and Sithabile contributes in a large way to reduce the risk of children being involved in exploitive labor as they have a home to live in, food to eat, and clean clothes to wear.

4.7.8 Gauteng—Sithabile and Ithuteng

See the paragraph above. Khulisa also created a relationship with the Education Psychology Department at the University of Johannesburg. Through that relationship, several senior students provide counseling to more disturbed children.

4.7.9 Gauteng—Children at Risk of Being Trafficked

The SAPS AAC program directly targets inner-city children, many of whom have been trafficked or are at high risk of being trafficked because of their socioeconomic circumstances and where they live. The SAPS curriculum, just recently augmented with facilitator guidelines, skills when working with children, and a child labor module (completed on October 24 by Khulisa), includes the following lessons: community policing, crime prevention, respect for law and order, substance abuse, violence against children, domestic violence, and victim empowerment. The biggest problem children face in inner-city Johannesburg is child prostitution because the children are vulnerable to the Nigerian syndicates operating in the children's home or school environments. With the new module on child labor, SAPS will be able to implement the program "Protect Your Precinct Against Child Abuse" in Jeppestown as knowing children's rights is the key to reducing the risk of their being trafficked. Hence, the services offered through SAPS are direct, although Khulisa's role is indirect.

More directly, Khulisa will be continuing its work at Barnato Park and Centurion High Schools and will begin its work at Orange Farm and Randfontein in the following areas: providing a TOT on the Life Skills curriculum to educators, teaching an inner-city variation of the Life Skills course to children, providing the Project Management course to educators, implementing the Suitcase Project where needed, and providing psychosocial referrals for counseling as needed. Khulisa will continue to work with educators in developing their projects to build further awareness about child labor in Johannesburg communities.

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V CONCLUSIONS AND LESSONS LEARNED

5.1 INTRODUCTION

In this section, we use the same structure as the findings (based on the USDOL questions) to draw conclusions and identify lessons learned.

5.2 PROGRAM DESIGN

- Everything takes more time and effort than envisioned, especially when dealing with government departments and bureaucracies.
- Protocols about inter-agency collaboration must be followed to create good relationships (no matter how long it takes).
- Because of the poverty level of children in each location, all children are at risk.
- Because of the poverty level of children in each location, more direct services (e.g., payment of school fees, purchase of school uniforms, supply of washing powder and soap for personal hygiene, daily food, and shelter) are needed.
- It is unclear how RECLISA has affected the dropout rate overall as statistics are not regularly available, and tracking of dropouts resulting from labor participation is not undertaken by government.
- Circles of Support/Care require more input than that from government to be successful.

5.3 PROJECT IMPLEMENTATION

- A greater focus must be placed on reporting intermediate-level results (not just those listed in the PMP) and how they are achieved.
- Lessons learned and materials must be shared with all country partners so that they can learn about each other's programs (e.g., Khulisa did not know about the Heroes Book project in Namibia; the "Memory Box" technique used in North West and the Heroes Book have come from www.repssi.org—Psychosocial Care and Support for Children Affected by HIV/AIDS, Poverty and Conflict).
- Khulisa must be more direct in identifying ways in which ILO can initiate greater policy support.
- Khulisa must have an ongoing presence at all of its project sites to have the impact desired.
- Circles of Support/Care take a lot of coordination among many stakeholders to develop and require financial input.

- Vocational skills education is in the early stages of implementation in the North West, and will continue to develop as EDSCs are opened.
- The DMS developed by Khulisa is more relevant to multi-faceted projects than the STS developed by Juarez.

5.4 PARTNERSHIP AND COORDINATION

- When working with government departments, more time is needed to create sustainable relationships.
- The time it took to identify NGOs/CBOs working in child welfare areas was well worth it because including a child labor focus in their programs is a key element in sustainability.
- Though the relationship with AIR/RECLISA is good, AIR/RECLISA does not provide all the support needed, especially in the format for collecting activity results.
- The relationship between Khulisa and ILO/TECL is not producing the policy-focused results RECLISA needs to support the children.

5.5 MANAGEMENT AND BUDGET

- When ramping up over the next two years, a greater budget for Field Coordinators is needed.
- Collecting information on the “work status” of children is time consuming and will require further training of Field Coordinators as well as changes in the DMS.
- While each project is being well managed, results of each activity are not being tracked (i.e., in how each activity is contributing to the results identified in the PMP).

5.6 SUSTAINABILITY AND IMPACT

- Because of the lateness of DOE participation, it is unclear whether schools will take over the activities of the Project and Field Coordinators in each province (i.e., identifying and tracking children at risk).
- School Management Teams (SMTs) and School Governing Boards (SGBs) at schools are not yet involved in RECLISA.
- If schools are to become the hubs for the Circles of Support/Care, then an appropriate individual or body must be identified and capacitated to undertake these responsibilities.

VI RECOMMENDATIONS

6.1 INTRODUCTION

In this section, we present the recommendations that emerged from the Findings, Conclusions, and Lessons Learned. Structurally, we use the five categories developed by USDOL.

6.2 PROGRAM DESIGN

Theory and Poverty

Rationale: While making school more accessible is a basis for reducing the WFCL, children living in poverty require many more inputs to remain in school (e.g., payment of school fees, purchase of school uniforms, soap for washing and personal hygiene, food, and shelter).

Recommendation:

- Khulisa should work with TECL to ensure that policy implementation concerning school fee relief is followed up for RECLISA children.
- Khulisa should diligently work in each project to expand the “Circles of Care/Support” needed for each child to remain in school.
- With extra funding, Khulisa could provide direct scholarship support to children.

6.3 PROJECT IMPLEMENTATION

Community Awareness

Rationale: Local community awareness raising will take place after the second part of the Project Management course.

Recommendation: Khulisa should coordinate the efforts of those principals and educators at each school who have taken the Project Management course to ensure community awareness saturation; schools must report on results of awareness-raising activities (e.g., what actions will communities take as a result of having their awareness raised about child labor?).

Tracking Work Status

Rationale: USDOL requires that the work status of children be tracked.

Recommendation: Khulisa must provide a TOT to its Field Coordinators and School Support Teams on how to capture this very sensitive information.

Vocational Skills Training

Rationale: Teen moms, students in their last years of high school, and students not in school require vocational education training so that they can generate an income.

Recommendation:

- North West—Khulisa should work more directly with MIET/EDSC directors to help identify various forms of income generating skills that could be taught to teen moms to generate an income while they are out of school. A rural job shadowing program should be developed.
- Mpumalanga—Khulisa should help Thembaletu augment its Youth-in-Action programs that provide skills training in craft development, journalism, and tailoring.
- Gauteng—Khulisa should work more with the Vocational Education division of the GDOE and with other NGOs to provide skills training to senior students and out-of-school youth. The job shadowing program developed for Ithuteng should be extended.

Limited Presence in Project Sites

Rationale: Project Coordinators are on site only several days a month; NGO/CBO directors believe the Coordinators should have a more extensive presence at each site.

Recommendation: During the final two years of ramping up, one or several strategies should be employed to ensure the continuous presence of project personnel at each site—

- Project Coordinators should be on site more often.
- Field Coordinators should be more visible.
- Both Project and Field Coordinators should be more active in the communities in supporting RECLISA children.

Data Collection

Rationale: Khulisa has developed a superior MIS that is useful in tracking multi-faceted, multi-location projects.

Recommendation: USDOL should consider reimbursing Khulisa for the development of this system and then Khulisa should make the system available to other implementing partners in other countries. It should also share the system with EMIS.

6.4 PARTNERSHIP AND COORDINATION

Creation of Circles of Support/Care

Rationale: The distances between government departments and communities of operation require an outlay of money for transport (if it is available) to access care.

Recommendation: Two strategies are recommended—

- Khulisa must mobilize government departments to focus on child labor and the support children need to prevent them from participating in the WFCL.
- Khulisa must expand its Circles of Support/Care to include local NGOs/CBOs, churches and other religious institutions, traditional networks, businesses, associations and organizations, and other agencies to make sure that children get the support they need to remain in school.

Coordination with ILO/TECL

Rationale: The relationship between Khulisa and TECL is not producing the policy-focused support needed to move government in providing the services children need to stay in school.

Recommendation: Khulisa should provide to ILO/TECL the specific needs children have and the policy support needed to provide them what they need to stay in school (e.g., grants, no-fee schools, feeding programs at high school level).

6.5 MANAGEMENT AND BUDGET

Covering Increased Costs

Rationale: The poverty needs of children must be addressed for them to stay in school, and tracking “work status” of children will require extra effort.

Recommendation: Khulisa should determine (1) the financial needs that each RECLISA student has for him/her to remain in school for purposes of granting scholarships, and (2) the cost of providing a TOT to Field Coordinators on work status, and for gathering this information in accordance with USDOL needs. This budget should then be granted to Khulisa.

Managing for Results

Rationale: The current practice of report writing entails the reporting of activities, not the specific results achieved in the implementation of activities.

Recommendation: Khulisa should adopt a logic model/results framework reporting process (see sample in Appendix 4—Managing for Results) so that the results of all activities can be reported and the relationship of each activity can chart a “roadmap” to achieving overall quantitative and qualitative project results.

6.6 SUSTAINABILITY AND IMPACT

DOE and Schools

Rationale: It is unclear whether DOE will take over the RECLISA functions at schools or whether the local NGO/CBO will take on these functions.

Recommendation: If schools are to be the hubs of Circles of Support/Care and are to take on RECLISA tracking functions, SMTs and SGBs and/or Deputy Directors must receive training on how to manage the process. If NGOs/CBOs will take on this function, then any residual capacity building required must be undertaken.

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