International Programme on the Elimination of Child Labour (IPEC)

International Labour Office

IPEC Evaluation

Supporting the Time-Bound Programme to eliminate the Worst Forms of Child Labour in South Africa's Child Labour Action Programme and laying the basis for concerted action against Worst Forms of Child Labour in Botswana, Lesotho, Namibia and Swaziland

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An independent mid-term evaluation by a team of external consultants

Botswana, Lesotho, Namibia, South Africa and Swaziland

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants[1]. The field mission took place in April 2006. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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Acronyms

3I-C	Innovation, Integration, Information and Communication Fund
BAC	Business Against Crime
BLNS	Botswana, Lesotho, Namibia, Swaziland
BOCONGO	Botswana Council of Non-Governmental Organisations
BUSA	Business Unity South Africa
CANGO	Coordinating Assembly of Non Governmental Organisations
CBO	Community-based Organisation
CL	Child Labour
CLC	Community Law Centre, University of the Western Cape
CLIG	Child Labour Inter-sectoral Group
CLMS	Child Labour Monitoring System
CLPA	Child Labour Programme of Action (previously the CLAP)
COSATU	Congress of South African Trade Unions
CPF	Community Police Forum
CRED	Creative Education with youth at risk
CSEC	Commercial Sexual Exploitation of Children
CT	Child Trafficking
CTA	Chief Technical Advisor
CUBAC	Children used by adults to commit crime
DM	District Municipality
DoE	Department of Education
DoH	Department of Health
DoHA	Department of Home Affairs
DoJ	Department of Justice
DoL	Department of Labour
DoPW	Department of Public Works
DoSD	Department of Social Development
DoSWPD	Department of Social Welfare and Population Development
DPLG	Department of Provincial and Local Government
DSSPA	Department of Social Services and Poverty Alleviation
DTI	Department of Trade and Industry
DWAF	Department of Water Affairs and Forestry
FAWU	Food and Allied Workers Union
FEDUSA	Federation of Unions of South Africa
FET	Further Education and Training
IA	Implementing Agency
IC	Implementation Committee
ILO	International Labour Organisation
ILO-IPEC	ILO International Programme for the Elimination of Child Labour
IOM	International Organisation for Migration

IPEC	International Programme for the Elimination of Child Labour
ISCCJ	Intersectoral Committee on Child Justice
IYT	Impi Yomkhosi Trust
LM	Local Municipality
MDG	Millennium Development Goals
MTEF	Medium Term Expenditure Framework
NACCA	National Action Committee for Children affected by HIV and Aids
NACL	Network Against Child Labour
NACTU	National Council of Trade Unions
NEDLAC	National Economic Development and Labour Council
NGO	Non-government Organisation
NGOC	Non-governmental Organisation Coalition
NICRO	South African National Institute for Crime Prevention and the Reintegration of Offenders
NPA	National Programme of Action
NYDO	National Youth Development Outreach
ORC	Office on the Rights of the Child
PACC	National Programme Advisory Committee on Child Labour
PMP	Project Monitoring Plan
POM	Programme Operations Manual
RECLISA	Reducing Exploitive Child Labour in Southern Africa
RJC	Restorative Justice Centre
SACCW	South African Council for Child Welfare
SACU	Southern African Customs Union
SANCA	South African National Council on Alcoholism and Drug Dependence
SANGOCO	South African National NGO Coalition
SAPS	South African Police Service
SAYP	Survey of the Activities of Young People
SIDA	Swedish International Development Cooperation Agency
SP	Service Provider
TASC	Tshwane Alliance for Street Children
TBP	Time-Bound Programme
TECL	Towards the Elimination of the worst forms of Child Labour
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

Executive Summary

The TECL programme

The TECL programme ('*Towards the Elimination of the Worst Forms of Child Labour'*) was established in April 2004 by ILO-TECL with funding from the US Department of Labor in the five countries of the Southern African Customs Union (SACU; South Africa and the 'BLNS countries' – Botswana, Lesotho, Namibia, Swaziland). It was launched in response to the need to kick-start implementation of the most urgent action steps in the South African Time-bound (TBP) Programme to combat child labour, the '*Child Labour Programme of Action'* (CLPA), and to help set up such a national TBP in each of the BLNS countries. TECL therefore has three distinct but interlinked components aimed at (i) South Africa; (ii) the BLNS countries; and (iii) the SACU sub-region. It focuses mainly on the worst forms of child labour[2], structured in 34 projects[3] linked to three overarching strategies: (i) strengthening the knowledge base and increasing understanding; (ii) building capacity in policy design, implementation and monitoring; and (iii) implementing direct action through pilot projects that can also add to the knowledge base. The programme is managed by a central team (in this report called the 'TECL team'[4]) based at the ILO Area Office in Pretoria and supported in each country by a steering committee that draws together representatives from government, NGO networks, the UN system, labour and employer organisations. Each BLNS country has an in-country Secretariat responsible for the work of the steering committee in that country.

This independent mid-term review, conducted over 40 days during April-June, was seen as an opportunity to help identify issues to be resolved, improvements to be made and lessons to be learnt for future national as well as ILO-IPEC programming, and to determine the implications of the implementation delays. There are 19 TBP support programmes across the world, but TECL has several innovative components: It includes projects beyond the definition of WFCL. Five countries are coordinated under one programme framework and by one central management team, supported by a sub-regional focus. And it has a very strong focus on upstream work aimed at mainstreaming relevant issues into policies and programmes across many sectors of government.

Programme scope and progress

These factors contributed to its ambitious scope - it includes 31 of the 131 action steps in the CLPA and has the potential to influence 50 more – which is one of the reasons for the slow pace of implementation over the past two years. Implementation of some projects is nearly a year behind schedule; most by several months. This has serious implications for delivery of expected results within the relatively short timeframe of three years.

[2] Although the emphasis remains on WFCL, several activities have been included in TECL which according to the accepted definitions in Convention 182 would be defined as child labour rather than WFCL. Furthermore, South African stakeholders agreed that 'priority forms of child work' (which do not fall within the strict definition of 'WFCL'), such as children fetching water over long distances, herding cattle and doing excessive chores at home (for example due to AIDS-related vulnerabilities in the household) should also be included in the programme. These are regarded as the most prevalent forms of 'child labour' in the region. In addition to the detrimental effect on their education and development, many of these children are potentially exposed to physical harm during these activities (including sexual abuse and the physical impact of carrying major loads on their heads, backs, shoulders or in their hands – thus likely to 'harm their health or safety' which places these activities in line with the definition in Convention 182).

The stakeholders were of the strong opinion that such activities should not formally be defined as WFCL and not even be referred to as 'child labour'. In most cases nobody is exploiting the children or benefits unduly from this work and there can therefore be no moral judgment stance taken against families using children in this way. There is likely to be strong political opposition to calling such activities child labour, since they are generally seen as traditional practices and not harmful. However all acknowledge that circumstances such as long distances from water could lead to excessive demands on children.

In order to avoid confusion, in this report we use the term 'child labour' to denote these activities as well as any other included in TECL yet that that does not formally resort under the definition of WFCL in Convention 182.

[3] For simplicity and clarity in this report, TECL is referred to as a 'programme' consisting of 34 'projects'. In ILO terminology these 'projects' are the equivalent of 'Action Programmes'.

[4] The TECL team is made up of three core staff, two external consultants, one associate expert and a cost shared administrative assistant.

Few of the reasons for the delay could be controlled by the management team. Information on which to act has been limited; child labour is relatively low on development agendas; the pace at which governments move is slow; capacities are limited not only in government but also among service providers; and efforts to limit certain types of child labour are meeting with some resistance as they are perceived to be in conflict with culture and tradition. In South Africa in particular, the CLPA has yet to be adopted as an official government programme and this has limited financial and human resource allocation – TECL has essentially been *the* major source of *dedicated* funds for CLPA implementation, although a number of departments have also provided significant levels of support. Administrative and procurement processes are time-consuming and where this has not been taken account during planning, have led to significant changes in timeframes.

Management and coordination

These reasons highlight the need for sympathy with the time, effort and skill required to implement a programme of this nature and magnitude. The programme has also suffered from the TECL team's lack of capacity in terms of time, resources and initially, lack of experience in managing and coordinating a programme of this scope. They have to deal with equal competency and elegance across 34 projects in five countries in policy work, field interventions and significant levels of administration. The quality and amount of work delivered by the team speaks of a high level of dedication, competence and drive, yet suffers from a tendency to spend too much time on devising and revising plans, drafting 'perfect' documents and controlling and micromanaging tasks that lower productivity. It also exposes ambiguities in roles and responsibilities within the team. The TECL team are perceived as 'local' rather than 'ILO' experts who not only provide advice, but assist the South African Department of Labour yet retain some distance from government. This has mostly been beneficial to programme objectives. The TECL team has strong support from their key stakeholders in all five countries, to the extent that this may threaten sustained action after TECL ends - too much dependency on the work of the team to drive the extensive coordination that is required. Once TECL ends, an institutional home has to be found in each government with sufficient authority for the coordination of large inter-departmental, cross-sectoral initiatives. In South Africa the best mechanism has yet to be devised between the Department of Labour and the Office of the Rights of the Child (ORC) in the Presidency which serves as an acknowledgment of the importance and inter-departmental nature of children's rights and wellbeing in South Africa.

Institutional model

The institutional model on which the programme is based has been very well received in all five countries, with the caveat that it will be essential to have stronger local coordination once national action plans have been developed. The current model works because BLNS stakeholders understand that it is resource-efficient, value the sharing of South African and other regional experiences, have their own local steering committees, make extensive use of technology and feel that extensive consultation processes have created ownership as well as an emphasis on local contexts. Much of the positive feeling has been credited to the efficient and non-prescriptive way in which the TECL team has managed their work in the BLNS countries. But all agree that ownership has to be completely transferred to each country for execution of national action plans.

Programme design

The programme design is logical and coherent and based on a clear theory of change[5]. The clarity of the logic has been pivotal in helping the programme keep on track towards achieving the expected results – although many results are unlikely to be achieved before termination of the programme within the current timeframe. Small improvements can be made, also to the accompanying monitoring plan, but there is no need for change in direction or focus at this time. The profile of gender and HIV/Aids as cross-cutting

[5] *A theory of change* is defined as the process(es) through which specified social change is expected to occur. It explains how a group of early and intermediate accomplishments (outputs and outcomes) sets the stage for producing long-term results or impacts. It articulates the assumptions about the process(es) through which change will occur and specifies the ways in which all the required outputs and outcomes will be brought about. It is often depicted in graphic form - showing the connections between programme inputs, activities, outputs, early and intermediate outcomes and long-term impacts.

issues can be strengthened. The logic of the programme demands stakeholder buy-in and trust and justifies the emphasis that the TECL team has placed on consultative processes. While these processes were long and added significantly to the implementation delays, they have led in each country to a common understanding of and agreement on terminology, context and priorities, and improved the chance of sustainability once TECL ends. Nearly all informants agree that the strong emphasis on evidence, mainstreaming and upstream work is necessary because of the dire need for information and enabling environments that can sustain on-the-ground interventions in the long term. The ownership created in South Africa through consultation as well as collaboration among the steering committee (the CLPA Implementation Committee) has brought some strain into the relationship with ILO-IPEC and the donor. Their different perspectives on priorities and approaches have been reflected in an ongoing debate on target setting for numbers of direct beneficiaries in the absence of adequate information for informed decision-making.

Achievements

TECL already has some achievements although these are slower to appear than in direct action interventions on the ground. A mainstreaming approach is necessary but challenging and depends on a number of factors the management team cannot control. The programme demands great emphasis on stakeholder buy-in and capacity building across many departments and levels of authority; evidence for policy inputs and work on the ground; credible and transparent processes to safeguard quality of products and pull in knowledgeable and effective service providers; and constant driving and 'pushing' to ensure that the planned interventions have priority among many others. Results may increase significantly as implementation unfolds and gathers momentum, but much will depend on the extent to which approaches, methods, experiences and good practice can be documented and used to inform the future implementation of national action plans.

In the meantime TECL is being recognised in each of the countries for (i) expanding the knowledge base on child labour (which was also raised as the most urgent need) through research and the formation of networks of steering committees and project reference groups; (ii) raising awareness and insight into the nature and extent of child labour, what can be done to address it and how, thus building the capacities especially among steering committee members; (iii) coordinating and supporting government role players through technical advice, facilitation of inter-sectoral cooperation, articulating sensitive child labour issues and acting as intermediary; and (iv) maintaining a commitment to stakeholder-owned and –driven approaches to child labour interventions. In South Africa TECL is noted for facilitating the implementation of important CLPA action steps and convincing departments to allocate resources in spite of the lack of official adoption of the CLPA. A number of project-specific outputs have been produced or are being finalised.

Linkages and partnerships

Due to the mainstreaming nature of the programme, establishing partnerships and gaining their trust are a very important part of TECL activities. Effective linkages with key organisations for each of project has been a major challenge due to the number and diversity of stakeholders involved, especially in the four pilot projects[6]. As could be expected, partnerships have been formed mainly with government agencies. More work is needed to capitalise on synergies within the UN system and with other donor interventions. TECL and RECLISA[7] are collaborating on several fronts but as complementary approaches (one focusing upstream and the other downstream) can be pursued with greater attention to the 'policy-practice link' and how this can be strengthened also with other partners. The standard tripartite arrangement is not the most appropriate in the SACU context, but labour and employers can play important roles in creating awareness,

[6] Five forms of child labour are covered by the four projects, which are as follows: (i) Children Used by Adults to Commit Crime (CUBAC), (ii) hazardous work – specifically excessive water fetching; (iii) educational interventions; (iv) CSEC and child trafficking, incorporated into one project.

[7] Since 2004, the RECLISA (Reducing Child Labour in Southern Africa) Project which is also funded by the US Department of Labour, has been working in the sub-region to reduce the number of children caught up in the worst forms of child labour while helping them get an education. Fourteen project activities seek to raise awareness, improve educational opportunities, enhance social services, and strengthen government policies in Botswana, Lesotho, Namibia, South Africa, and Swaziland.

educating, and acting as watchdogs. Their potential role still has to be clarified and better integrated into the implementation plan although they serve on the steering committees and reference groups.

Non-government (NGO) and community-based organisations (CBOs) are key players and while the former is represented in steering committee discussions through NGO networks, including the latter is more complex. The engagement of communities, preferably through existing (traditional) structures, to serve as true guardians of interventions against child labour, is a challenge that will have to be taken on once TECL is terminated. Significant awareness raising is still needed to convince not only the public, but leaders at many different levels of government and communities that combating certain forms of child labour does not necessarily cause conflict with traditions and culture. Networks of champions (building on those already engaged in steering committees, reference groups and other structures) can greatly contribute to this effort, but have yet to be mobilised.

Credibility, relevance and responsiveness
TECL is regarded as a timely, credible and relevant intervention. Its credibility and relevance stems to a great extent from the strong stakeholder- and evidence-driven approach to its development and the insistence on local interests. The best available expertise and information were used to compile the priorities for action in each of the countries. The research components, the scanning of the policy environment as well as the engagement of steering committees and reference groups play a major role in keeping it relevant, although more systematic and strategic emphasis can be placed by the formal structures on efforts to track external and internal changes that may impact on the programme direction and implementation. The TECL team is flexible and amenable to change, although the monitoring and self-evaluation systems can be used more effectively to inform new ideas. At the same time a careful balance has to be kept between changes aimed at improving operations and ensuring a sense of stability and clear direction among service providers. Several service providers in South Africa as well as BLNS countries reported perceptions that too many changes are made as reporting formats and implementation processes are influenced by official requirements and lessons from other countries.

Sustainability
The sustainability of TECL interventions and results was considered from the start and is the basis for the mainstreaming approach in spite of the greater risk of failure. Many aspects that should increase the chances of sustainability are already incorporated. Capacities in government are being built, systems and plans developed and awareness created. An exit strategy still needs to be constructed to ensure that momentum is maintained and that essential capacities and commitments are in place.

Future challenges
Challenges remain. The CLPA needs to be adopted as soon as possible. Ignorance, conflicting political interests, too many priorities and inadequate mechanisms for intra- and inter-departmental collaboration may (continue to) hold back government commitment and action. Steering committees suffer from inconsistent membership and lack of attendance of key players. Effective institutional homes for child labour in government need to be secured and networks of champions, including among community leaders and the media, have to be established to assist with education and awareness. International experiences need to be better mobilised to inform programme tactics. Communication of analyses and results in a manner that increases their use should receive attention, especially where national and regional development frameworks need to be influenced. Donor agencies need to be mobilised to commit resources, preferably in budget support rather than project modality. Most importantly, TECL implementation needs to be accelerated and counter-productive management styles and inadequate administrative systems improved through a team effort by all relevant role players, including ILO, ILO-TECL and the US Department of Labour.

In spite of difficulties and inefficiencies TECL is on track towards achieving its objectives and is starting to yield results. Its management team and advisors are committed and competent and enjoys the trust of most of the stakeholders. Key relationships have been established. But delivery has been slow compared to the

initial planning and an extension of one year to April 2008 will be imperative to achieve the majority of what it set out to do, to document reliable lessons and good practices, to retain a focus on quality and to ensure a good exit towards sustainable action and results. Enough funding for staff and their coordination functions should be made available, subject to certain conditions. And finally, every effort should be made to ensure that the various governments commit human and financial resources to complete what TECL had started.

1. Introduction to the Evaluation

1.1. Background

In 1999 the ILO Worst Forms of Child Labour Convention (No. 182) highlighted the urgency with which such forms of child labour should be addressed in countries that care for the wellbeing of their future generations. Since then the International Programme for the Elimination of Child Labour (IPEC) of the International Labour Organisation (ILO) has played a pivotal role in encouraging and supporting member states to launch national Time-Bound Programmes (TBPs) that provide integrated approaches and solutions to meet their most urgent obligations in this regard. The TBP is a government-led effort designed to mobilise the expertise of all relevant ministries and other actors within a single unified framework in order to massively reduce or completely eliminate selected forms of child labour within a specific timeframe[8]. It incorporates measures that **protect** and **prevent** children from engaging in activities identified as 'worst forms', among others by addressing the root causes. It also targets the **withdrawal** and **rehabilitation** of children who are already engaged in such activities.

While each country takes responsibility for the design, resourcing and implementation of its TBP, IPEC has established innovative modalities of technical cooperation to support them in these processes. Its support is based on one-off activities to kick-start, expand and promote actions aimed at eliminating the most serious forms of child labour, laying the groundwork for sustainable action by governments and others. The US Department of Labour has been one of the donors instrumental in providing funding for this purpose through IPEC.

IPEC supports the TBP process in the five Southern African Customs Union countries (Botswana, Lesotho, Namibia, South Africa, Swaziland) through the TECL programme (*"Towards the Elimination of the worst forms of Child Labour")*, one of 19 such processes supported across the world. South Africa is the only country among the five with its own TBP, the Child Labour Programme of Action (now called the CLPA, previously the CLAP). Processes to develop their own TBPs are just starting in the other four countries with the help of TECL.

Box 1: The TECL objectives

Development objective

This project will contribute to the elimination of the WFCL in the SACU region by supporting the National Plan of Action in South Africa and enhancing the capacity to address this issue in Botswana, Lesotho, Namibia and Swaziland.

Immediate objectives

1. By the end of the programme, there will be more effective policies and programmes for tackling child labour, especially in its worst forms, in South Africa
2. By the end of the programme, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy
3. By the end of the programme, there will be an enabling environment for the elimination of WFCL in the BLNS countries, leading to effective national interventions against this problem.
4. By the end of the programme, there will be more effective policies and programmes for tackling sub-regional child labour issues, especially in its worst forms, in the SACU region.

As reflected in the programme objectives (Box 1), TECL is made up of three distinct components devised to inform and strengthen efforts to combat the most serious forms of child labour in southern Africa:

1. It is to initiate and promote CLPA actions, leveraging resources and establishing linkages with other national policy and programme frameworks. It is to **strengthen the enabling environment in**

[8] Time-Bound Programme: Manual for Action Planning, Paper IV-3; *Eliminating the worst forms of child labour under Time-Bound Programmes: Guidelines for strengthening legislation, enforcement and overall legal framework*. Prepared for the ILO by Yaa Yeboah and Frank Panford. IPEC. 2003. p 5.

South Africa at macro level for the elimination of the worst forms of child labour through the promotion of (i) policy and legislative measures, (ii) research, (iii)awareness raising and capacity building; and (iv) pilot projects structured and implemented to inform the roll-out of programmes and policies in key areas.

2. The **BLNS countries** have some policies and programmes aimed at combating child labour, but no comprehensive national strategies and action plans. The respective governments and social partners requested ILO-IPEC assistance in their efforts to put in place a country strategy to address child labour. This is the second focus of TECL.

3. TECL also has a **sub-regional component** to increase knowledge on the magnitude, characteristics, causes and consequences of child labour of a sub-regional nature, and to render support for concerted action at sub-regional (SACU) level.

1.2. Rationale and purpose of the evaluation

The evaluation was to **review the contributions** of the TECL programme to national efforts in the Southern African Customs Union (SACU) sub-region to eliminate the worst forms of child labour. It was conceptualised as a mid-term review and due to delays, but in consultation with key stakeholders, it was conducted less than a year before the current scheduled termination date of the programme.

The evaluation was to provide a **learning opportunity** for the programme management team (the 'TECL team' in this report), for the national stakeholders and for IPEC at three levels:

1. It had to propose improvements to current TECL programming and implementation, and assess the extent to which its objectives could be met within the remaining timeframe.

2. It had to highlight lessons and emerging good practices that could inform future programming and processes within the CLPA context and in the BLNS countries.

3. As the TBP concept is evolving with experience, it had to inform current IPEC practices as well as future IPEC programmes and resource allocations elsewhere in the world.

In broad terms the evaluation had to (i) review the ongoing progress and performance of the programme; (ii) examine the likelihood of the programme achieving its objectives; (iii) examine the delivery of the inputs and activities of the programme; and (iv) investigate the nature and magnitude of constraints as well as those factors affecting programme implementation and success.

In the process it was to distil what was involved in the process of designing, managing and implementing a programme effectively supporting national TBP initiatives. It was to review the role of TECL in promoting the CLPA and in stimulating and facilitating the development of national action plans in the BLNS countries. In particular it had to assess the mainstreaming approach followed by TECL, the mechanisms used to achieve the programme objectives and the level and nature of involvement and support of government departments and social partners.

The complete Terms of Reference are attached as Annex 1.

1.3. The evaluation approach

The evaluation was based on the following principles:

1. Type of evaluation

This mid-term review combined elements of an implementation evaluation with an assessment of the programme design and results. This meant that it was almost entirely qualitative in nature.

2. Unit of analysis and focus

The evaluation was focused at the programme level and projects were studied only as far as this was necessary to understand key elements of the overall programme.

All three main components of the programme – the South African, BLNS and sub-regional components – were analysed, each separately within its own context, but we did not try to evaluate the programme in each country. Cross-cutting issues, common trends and statements applicable to several or all countries were analysed and their implications for the programme discussed. Those elements unique to a specific country were discussed only where this related to understanding critical aspects of the programme as a whole.

Due to the fact that very little implementation has taken place in the sub-regional component, it received the least attention.

3. Retro- or prospective?

The evaluation was aimed at future organisational as well as programme development and therefore also forward-looking with the aim to inform TECL's ongoing implementation, future CLPA and BLNS activities, and future IPEC programming. This meant that the evaluation process had to be conducted in a manner that would increase its usefulness and the likelihood that it would be used by a variety of stakeholders.

4. Credibility of the evaluation

This was an independent external evaluation commissioned and managed by the IPEC evaluation office in Geneva. The evaluator had no prior connection to the programme and was furthermore an evaluation rather than a child labour specialist.

The evaluation was conducted using the African Evaluation Guidelines (available on www.afrea.org), the Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, and the Norms and Standards for Evaluation in the UN System (2005).

Triangulation was a fundamental principle of all the work and was applied as far as possible within limited time and within the methods and limitations of the evaluation expressed (noted below). Where adequate triangulation could not be done, this is normally indicated in the text.

Statements derived from the perception of informants were made only where the majority views reflected the finding. Where we document the views of one or a few informants, this is indicated in the text.

5. Link between external and self-evaluation

The evaluator took full cognisance of the results of the self-evaluation exercises undertaken by the programme management team and the programme partners, and found it to be a good source of information for triangulation.

6. Use of the evaluation

This evaluation took the following measures to increase the potential for its use.

- The national and international stakeholders, including the management team, were asked to provide evaluation questions that would be of interest to them.
- A one-and-a-half day workshop was held with the TECL team to discuss the evaluation, raise issues of concern and priority, and get their input as a group on the process and the content of the evaluation.
- Two half-day stakeholder workshops were conducted in Swaziland and in South Africa, the first to gather information in a group context and the second to provide feedback on preliminary observations and emerging findings on the South African component.
- Before its finalisation all stakeholders who participated in the evaluation have been given a chance to comment on the draft report. These comments were taken into consideration in the finalisation of the report.
- We trust that key users of the evaluation will be tasked with a formal response and action plan to address agreed upon improvements and recommendations.

7. The evaluation framework and focus

The evaluation Terms of Reference provided broad guidance through an ambitious array of evaluation questions. The evaluator agreed with the evaluation commissioners to answer as many as possible, using a responsive and flexible approach aimed at bringing to the fore key issues in line with the purpose of the evaluation.

The flexible evaluation approach included elements that were deductive as well as inductive. The framework in table 1 directed the areas that were to be investigated. More focus was provided through the evaluation matrix in Annex 2. The questions directed the interviews but significant flexibility was retained to pursue new angles. Interview guides were thus broadly based on the matrix and kept flexible depending on the role of the person interviewed. Issues that emerged outside the given framework were noted and further investigated where possible. During the subsequent qualitative analysis the data were coded where necessary, interpreted and explored for undiscovered patterns and emergent understandings.

Table 1: The evaluation framework[9]

The programme design	Performance of the programme	Focus on the future
TECL as TBP support Fit with ILO-IPEC vision Programme logic Risk management Cross-cutting issues: HIV/Aids and gender Monitoring and evaluation	Progress Factors influencing programme delivery Institutional arrangements Programme management Partnerships Effectiveness Relevance Sustainability	Lessons Recommendations

1.4. Evaluation challenges

- The extensive list of stakeholder questions may have been trimmed down for a more manageable evaluation if the parameters of the evaluation (funding etc) had allowed the IPEC evaluation unit to

[9] Refer to Annex 2 for the evaluation matrix accompanying the framework

conduct a scoping mission before the main evaluation mission or if time could have been made available for a scoping exercise with stakeholders at the beginning of the main mission.

- The evaluation was intended to facilitate learning and programme improvement and as described above, it tried to be as useful as possible within the limitations posed by the evaluation resources, the general approach and the evaluation exhaustion felt by organisations and individuals in the region. Ideally if the evaluation funds and parameters had allowed it, a more extensive use of the principles of utilisation-focussed evaluation would have enhanced the use of this mid-term review.

- Interviews were conducted mostly with people directly engaged with the programme through steering committees, reference groups and project implementation. An on-line survey was launched to try to reach a broader range of informants, but due to an inadequate response rate it could not be used in a structured manner. Although the survey provided additional qualitative information and strengthened evidence on several issues, the failure to include a much broader range of role players may have led to some bias in the evaluation. On the other hand the evaluator found the informants in general and the TECL team in particular principled and frank in their responses and keen to provide balanced perspectives, generally highlighting strong as well as weak elements.

- In South Africa in particular, senior decision-makers in government were generally not accessed - and in all likelihood would not have been accessible within the limited timeframe without an extensive effort to mobilise their input. Approaches by the Area Office and the ILO-IPEC evaluation office may have assisted in accessing key policy and decision-makers at short notice, but this was not pursued by the evaluator during the evaluation design phase.

1.5. Methods

Due to the nature of the programme, the evaluation focused almost entirely on qualitative methods.

1. Data collection

Interviews

The evaluation used both in-depth, open-ended key informant interviews and facilitated group interviews to collect information about stakeholders' experiences, perceptions, opinions, feelings and knowledge of the programme. An interview guide approach identified broad topics for individual and group conversations, but allowed flexibility for further probing of emergent topics.

Key informants and group interview participants represented 55 organisations, including national and local government, national and international non-government, local community-based, service providers / implementing agencies, universities, UN and donor agencies, independent consultants / experts, and related programmes and projects with similar objectives to TECL. Annex 3 provides a complete list of all stakeholders interviewed.

Observations

Direct observational data was collected through field visits to selected pilot project sites and through stakeholder workshops. Data consisted of detailed descriptive field notes, including the context of the observations.

Documents

A desk study and document analysis included internal and external written materials related to the programme. Materials included, among others, public information about child labour and child work from various sources, TECL programme records and correspondence, official TECL and ILO publications and reports (both published and unpublished), stakeholder self-evaluation reports, and written survey[10] and email responses.

2. Sampling strategy

Selection of interview participants, field visit sites and desk study materials was based on a mixed purposeful sampling strategy, starting with recommendations by the TECL team and expanded through maximum variation sampling and typical case sampling. Field visits further allowed for some opportunistic / emergent sampling. Constraints in the sampling strategy are noted in section 1.4.

3. Data analysis

The raw data was organised into coherent narrative descriptions before major themes, patterns, understanding and insights were extracted through systematic content analysis.

4. *Validation strategy*

Triangulation was used to check consistency of findings generated through different data sources (methods triangulation) and to check consistency of different data sources within the same method (triangulation of sources). The evaluation further used multiple analysts to review findings related to specific aspects (analyst triangulation). Some preliminary findings were tested with stakeholders on two occasions.

We tried to indicate in the text where insufficient triangulation could be a problem. The limitations in triangulation within a short period and with the limits imposed by the methodology must be recognised. We could not check all details, but tried to ensure that our findings were based on sound analysis of different facts and factors.

[10] Two electronic opinion surveys were conducted targeting (1) South Africa stakeholders and (2) donors. The survey responses were insufficient to allow collective analysis, but where appropriate, information from the limited responses received was included in the overall data analysis.

2. Context and Progress

2.1. Background

> "The failure to deliver sustainable development in Africa over the last 20 years has been compounded by a failure to put children at the centre…….. Governments, donors and multilateral agencies must place children – their survival, development and protection – at the centre of policy and practice. Above all, to break Africa' cycle of poverty, there must be an unprecedented level of investment in this generation."
>
> *Save the Children, 2005*

Despite signs of progress, countries in southern Africa continue to face daunting challenges as they strive to establish or accelerate pro-poor growth. All five SACU countries are slipping back on certain MDGs[11]. Of the world's ten most unequal societies[12], four (Namibia, Lesotho, Botswana and South Africa) are in SACU. Life expectancy in South Africa is among the 30 worst despite being among the 50 wealthiest nations in the world[13]. The country has also dropped 35 positions in the Human Development Index[14] since its previous rating, to 120th out of 177 countries; the BLNS countries occupy 131st, 149th, 125th and 147th position respectively. The HIV/Aids pandemic, persisting and worsening inequalities, drought and weak economic performance are just some of the challenges hampering development efforts and affecting children's lives. In South Africa in 2004 two-thirds of all children (11.9 million) were living in income poverty[15] and it is estimated that the number of orphans will have increased to two million in 2010. In 2004 there were already 106 000 child-headed households in the country.

The socio-economic impact of poverty, rural-urban and cross-border migration[16], decline in nuclear family households[17] and the HIV/Aids pandemic tends to result in family, community and social disintegration. If current trends continue, the number of vulnerable children in the region is set to increase dramatically and with it, child labour. And several of the researchers interviewed during this evaluation are convinced that child labour is increasing rapidly - but silently - in the region.

2.2. The development of TECL

In **South Africa** children were an early focus after the first democratic government came to power in 1994. Children's rights were enshrined in the new Constitution and reflected in a number of policy frameworks. The government ratified relevant international conventions and in 1996 established a partnership with ILO-IPEC to address child labour at a national level. This partnership helped to stimulate a series of actions. In 1999 a National Programme of Action (NPA) was launched to coordinate government action on children and a Survey of the Activities of Young People (SAYP) conducted, the first in South Africa. The Department of Labour established the Child Labour Inter-sectoral Group (CLIG) to coordinate its work on child labour. In the meantime, through an injection of donor funding the ILO-IPEC was able to construct the concept of "Time-bound Programmes" to combat child labour more effectively across the world. This enabled the organisation to provide more extensive support to more countries – including those in SACU - to meet their international obligations.

[11] Source: MDGRs
[12] Based on Gini coefficients; Source: World Bank (2004) WDR 2005
[13] Michael Aliber: *Synthesis of the 2005 Development Report: Overcoming Underdevelopment in South Africa's Second Economy*; UNDP, HSRC and DBSA. 1 July 2005
[14] UNDP Human Development Report, 2005
[15] South African Child Gauge, Children's Institute, 2005
[16] S Winterstein, *Human Security, Migration and Children in SADC*. Human Security, Poverty and Conflict, Mauritius, 31 August 2005
[17] A Nation in the Making: A discussion document on macro-social trends in South Africa. Policy Coordination and Advisory Services, Social Sector, The Presidency. 2006. p 71

The **Child Labour Programme of Action** (CLPA; earlier called the Child Labour Action Programme - CLAP) was developed as national framework, initiated and driven by South African stakeholders with ILO-IPEC support. It was informed by a discussion document based on as much **evidence** as was available at the time - the SAYP, rapid assessments of programmes of ODA agencies and what was regarded by the authors as a comprehensive study of existing local data and information. An extensive country-wide **consultative process** preceded the CLPA design: more than 300 organisations participated; to include children's voices 2 500 children in 75 schools participated in schools-based exercises, while focus groups with affected children were held at various stages; an expert team engaging with key stakeholders on action steps needing urgent action and donor support; a national steering committee with wide and senior representation oversaw the final design. Several drafts were publicly released for comment before submission of the final version to the Department of Labour for final consultation, costing and decision-making within government. The CLPA was adopted by a wide range of stakeholders at an adoption meeting in September 2003.

The CLPA notes 131 action steps for execution by 29 different institutions or categories of institutions listed by policy area, type of work and form of harm. It proposes mechanisms to strengthen the implementation of interventions to eliminate child labour in South Africa, suggests improvements to existing programmes and policies and recommends a limited number of new actions. The CLPA was noted to the Cabinet and approved by the key clusters of Directors-General involving all the key departments. It still has to be formally adopted by the South African Cabinet subject to an ongoing costing exercise, but has already started to guide government departments in policy and action.

The four **BLNS countries** had also ratified several international and African conventions related to the rights of children, with several laws in place with some relevance to child labour. Data and information on child labour in the SACU region were scarce. Lesotho, Botswana and Swaziland had participated in the MICS 2 survey where an indicator on child labour and other relevant information on education and health were included. At the time Namibia was the only country other than South Africa (and Lesotho in 2004/2005) that had conducted a dedicated survey on child labour (the Namibia Child Activities Survey, 1999). Lesotho already had a National Programme of Action focusing on the CRC and the implementation of new legislation on children, but nothing like the TBP concept or the CLPA existed elsewhere in SACU.

The respective governments therefore requested ILO's assistance to develop concerted action against child labour in each of the countries. This provided an obvious opportunity to use the South African experience to inform the BLNS processes. Scoping studies on child labour helped to contextualise child labour in each of the four countries. The **TECL programme,** funded by the US Department of Labour through ILO-IPEC, was adopted as a funding component at the launch of the CLPA in October 2003. It was formulated largely to kick-start implementation of the national framework for combating child labour in South Africa and to help establish national plans and interventions in each of the BLNS countries.

In October 2003 the TECL design was approved for support, subject to revision and finalisation of some key elements shortly thereafter. In June 2004 the newly appointed TECL management team (the 'TECL team' in this document) launched a lengthy consultation, revision and approval process to create local stakeholder ownership and develop detailed action plans. As a result, a number of **country annexes** to the programme document were submitted for final approval nearly one year later, in May 2005.

TECL consists of 34 projects[18] concentrated in three **interconnected programme strategies**:

1. *Strengthening the knowledge base and cultivating understanding of child labour*, specifically the worst forms of child labour (through quantitative and qualitative research on selected areas of child

[18] For simplicity and clarity in this report, TECL is referred to as a 'programme' consisting of 34 'projects'. In ILO terminology these 'projects' are the equivalent of 'Action Programmes'.

labour; and analysis of good practices) among others for policy and programme planning, including at national level;

2. *Building capacity in policy and programme design, implementation and monitoring* (through the development of national plans, policy frameworks and draft regulations in selected areas, training of implementers, monitoring systems and awareness campaigns); and

3. In South Africa, *implementing direct action through pilot projects* in selected areas, in this case primarily to add to the knowledge base on intervention models.

In the absence of concerted and integrated approaches in the **BLNS countries,** TECL focuses on actions that can **provide a foundation** for the establishment and evolution of national strategies or action programmes. The programme components in each of these countries have three streams of work:

1. Gathering information on the prevalence, nature and extent of key priorities identified through stakeholder consultation;

2. Assessing key legislation, policies and programmes to identify any need for legislation reform and capacity development; and

3. Engaging with key government departments, organised labour and employer organisations, NGOs, children and others to use the information in streams 1 and 2 to draft a national strategy in each of the BLNS countries.

The **regional component** focuses on the sharing of experience and potential good practices between stakeholders and the SACU countries, and joint planning for regional interventions of importance to the region as a whole.

A complete list of TECL projects, drawn from the regular reporting formats, is recorded in Annex 4.

2.3. Progress since 2003

TECL started five months later than planned with the appointment of the Chief Technical Advisor and the rest of the management team in May-June 2004. Over the next nine months the team established institutional structures and administrative systems, and revised and expanded the programme document into detailed country work plans for each of the five countries. The lengthy planning process emphasised workshop-based consultation for consensus building towards a local **stakeholder-owned and stakeholder-driven** programme. The process was designed to help stakeholders understand the context, build commitment and align the programme with existing efforts. It also included the conceptualisation of each of the key projects. Related projects were consolidated and rapid assessments (or situation analyses) for the South African pilot projects conducted.

Setting up the BLNS component took longer than expected as significant time first had to be spent on helping stakeholders to conceptualise child labour in the context of each country. Strategic planning meetings (based on the ILO-IPEC SPIF methodology) were held with stakeholders from government and civil society. In the process the BLNS component was adapted to enhance the sustainability of interventions and results after TECL comes to an end. Programme Advisory Committees on Child Labour (PACCs) were established during the latter part of 2004 but could discuss the country plans only early in 2005.

Various components of the programme budget were revised based on the new plans and (eventually) a loss in value of around 25% due to exchange rate fluctuations[19]. The technical and administrative approval processes added several months to the delay.

Project implementation proceeded in line with the overall objectives and revised programme plan, but overall **much later than originally envisaged**. During 2004 the TECL team realised that the original timeframes could not be met and a more realistic schedule was included in the country action plans. According to the original schedule the pilot projects in South Africa would have been implemented on the ground already in June 2004, and most of the policy and research projects would have been completed by the end of 2005. The training and drafting of regulations in various areas would have been the focus in 2006 together with ongoing pilot projects, awareness raising and regional SACU activities until the end of the programme life in December 2006.

A detailed analysis of the proposed schedule (based on the *revised* programme document) and actual implementation (summarised in Annex 5) shows that during 2005 progress in 11 of the 20 South African projects was mainly related to project planning and APSO approval. Three of the pilot projects were implemented only in early 2006. The fourth still has to be launched. E*ven if* the delay in starting up TECL is taken into account, pilot project implementation is **more than a year behind schedule**. The lengthy revision phase meant that the majority of projects in South Africa and in the BLNS countries could only be launched more than one year after the (already late) start of the programme. This means that even with the recently approved three month extension, by programme end in April 2007 these projects will have had less than one year of work on the ground.

TECL experienced a **number of setbacks** over which the programme team had no control (section 4.2). For example in South Africa, in spite of the presentation of the CLPA by the Department of Labour to various senior bodies, including cluster meetings of Directors-General, it has not yet been ratified by the Cabinet as an official government policy and programme. Its costing is only now in process and is in fact being revised to reflect a more comprehensive and accurate approach. According to reports this will be completed in August 2007, which makes final adoption of the CLPA likely only in 2008. Several government departments have in the meantime proceeded with implementation of some of 'their' action steps. Despite repeated engagement with key stakeholders, Statistics South Africa withdrew its support for a child labour module in the March 2006 Labour Force Survey, replacing it instead with a more limited set of ten questions related to children aged 10-17 years. This is hardly adequate for the development of effective strategies to combat child labour, and stakeholders hope that this situation will change in the conduct of future surveys.

The current status (June 2006) of implementation of each of the TECL projects is summarised in Annex 4. It is clear that the **programme is being executed as approved**, with a few well-motivated design changes - but it is not meeting its deadlines and it is unlikely that its objectives will be achieved by March 2007. The resource-intensive pilot projects are of particular concern. Implementation has proceeded well over past months, but apart from CUBAC there may not be enough time for adequate testing and documenting of models that can confidently be used to inform roll-out on a larger scale. Even at this late stage work on several new projects needs to be launched and managed in parallel.

[19] Initially the budget revision was not submitted by ILO-IPEC to USDOL as it was deemed too early, especially as exchange rate fluctuations could still change the position.

3. The Programme Design

3.1. The relationship between CLPA and TECL

- Do the key stakeholders have a shared vision and understanding of the programme, the terminology used, the expected achievements and the accompanying strategies?
- Do they understand the difference between the CLPA and TECL?
- Do effective coordination and harmonisation mechanisms exist between the TECL programme and the CLPA?

The South African TBP, the CLPA is a categorised inventory of action steps that, if well implemented, should go a long way towards eliminating child labour in South Africa. It is based on an integrated approach that tries to address policy, practice, capacity, information, resources, communication, attitudes and alternatives. The programme is driven by the principle of mainstreaming the issue of child labour in policies and programmes across sectors. Its comprehensive approach is reflected in 131 proposed action steps spread across 18 government departments, key state organs and programmes, as well as research institutions, NGOs, trade unions and business. Many propose improvements to existing policies, systems or initiatives while others involve new approaches or activities. The action steps are listed without the benefit of a **cohesive strategic framework or theory of change**[20] that shows the integrative and systemic nature of the plan. It is thus not clear which steps are most important or urgent; or the implications if the steps are not implemented or implemented too late. Critical gaps may be hidden among the large number of proposed actions unless the relationships between them are clarified.

The CLPA designers tried to include only those interventions that would be realistic to execute with limited human and financial resources by 2010. But it is still an ambitious programme of action that will require significant investment in human resources during this period, especially for effective coordination during implementation. In the absence of costing data it is not clear how much resources have been flowing to enable its implementation, but informants indicated that the allocations to date have been much less than if it had been adopted as official government policy. During this period TECL has been the only programme positioned to support the CLPA across sectors. The project nature of the ILO-IPEC funding has made this early support possible but has also contributed to its **ambitious scope**. Seen as the only immediately available external (outside government) source of funding for the CLPA, many action steps were included in TECL. The four selection criteria used to identify appropriate TECL actions were broad enough to allow the relatively large number of 31 CLPA action steps to be pulled into the programme.

Not one of the South African informants in the evaluation questioned the importance of the CLPA as the definitive framework at this time for combating child labour in South Africa. The government informants acknowledged TECL as *the* driver for CLPA implementation. Interviews confirmed that at an intellectual level the informants share a **common understanding** of TECL, its various components and its relationship with the national framework. Without exception the informants characterised TECL as an initiative distinct from the CLPA, but focused on making the latter work in areas needing urgent attention.

This confirms TECL's purpose as a catalyst and driver for action. But the evaluation has also shown that a number of government partners have become dependent on TECL team advice and energy for effective implementation. In the process any boundaries between TECL and the CLPA are falling away. Recent

[20] *A theory of change* is defined as the process(es) through which specified social change is expected to occur. It explains how a group of early and intermediate accomplishments (outputs and outcomes) sets the stage for producing long-term results or impacts. It articulates the assumptions about the process(es) through which change will occur and specifies the ways in which all the required outputs and outcomes will be brought about. It is often depicted in graphic form - showing the connections between programme inputs, activities, outputs, early and intermediate outcomes and long-term impacts.

calculations by the TECL team show that the 34 projects and related work in TELC are now contributing directly or indirectly to more than 80 of the CLPA action steps.

3.2. Fit with the ILO-IPEC vision

- Is the programme design in line with the ILO-IPEC vision and requirements for interventions supporting TBPs?
- To what extent were gender considerations adequately and appropriately included in the programme framework?

TECL is clearly based on the ILO-IPEC expectations for TBP support programmes. Table 2 summarises the main TBP expectations, how they are played out in the South African CLPA, and TECL's approach. Some of those elements that differ have proved to be main challenges in implementation.

The programme has a **four-pronged** approach that stresses sound evidence for decision-making about child labour interventions. It aims to (i) provide information and evidence to inform national policy and strategy development and revision; (ii) support upstream work to mainstream child labour issues into existing and new policy initiatives across sectors; (iii) develop demonstration (pilot) projects to highlight good practice for wider, preferably national implementation; and (iv) build informed and empathic decision-makers and civil society through capacity building and awareness raising.

Most of the informants in all five countries support the **prominence given to upstream work and mainstreaming across sectors** to create an enabling environment for direct interventions on the ground. They believe it will focus the energy of the government and add to impact and sustainability in the long term. Some are ambivalent in view of the urgency of effective interventions as the number of vulnerable children increases across the region. An emphasis on policy and evidence-based decision-making obviously slows down practical interventions and there are not many NGOs in this field able to cope with the challenges. But even the sceptical informants admit that a well designed and credible policy base is essential to get good services to children, and will facilitate the task of the NGOs. They see TECL as strategically located and best able to have a strong influence on national efforts. Furthermore, in all five countries but more so in the BLNS countries, informants believe there is still some ambivalence among politicians and senior decision-makers in recognising the nature and extent of child labour. TECL is therefore seen as a good strategy at a critical time to help address this potential obstacle to concerted action against child labour.

Table 2: TECL link to ILO-IPEC design expectations for TBP support programmes

Desired TBP element	CLPA design	(TECL) Support provided – component
Comprehensive, large-scale, integrated approach to combating child labour	Comprehensive inventory of action steps across many sectors and role players	Large number of selected action steps in integrated approach; focus on 34 diverse projects rather than limited number in one or few fields of WFCL*
Based on review of laws and enforcement	Design influenced by information on policy and legal environment	Design influenced by information on policy and legal environment
Linking action to national development policy, macro-economic trends and strategies, demographics, labour processes and outcomes	Action steps located within relevant national policies, trends and strategies, i.e. mainstreaming approach. Linkages to overarching development frameworks such as GEAR not articulated	Research in all countries establishes linkages. Action steps in SA based on those of CLPA. Linkages to overarching frameworks such as GEAR, MDGs not articulated, although mainstreaming approach at basis of programme design
National ownership; country-led and funded	National ownership; country-led, stakeholder-driven design; SA government costing / funding commitment delayed	Country-led, stakeholder-driven design; SA government costing / funding commitment delayed.
Community ownership	At national level – basis for design	At national level – basis for design and

	and implementation process, although not highlighted in programme logic. At broader governance and community level – inherent in some action steps	implementation process, although not highlighted in programme logic. At broader governance and community level – not specifically articulated, but integral to design of pilot projects
Multi-sectoral / thematic	Multi-sectoral / thematic	Multi-sectoral / thematic
Time-bound	Timeline given for start of action; programme period not clearly defined although specified per action step.	Three year programme of support to TBP
Tripartite engagement in design and execution	Were part of design process but not stipulated in the document as role players; due to informal nature of child labour in region their roles are seen as limited	Roles not clarified although represented in IC and PACCs
Design considers institutional capacity reviews	Evidence that institutional capacities were assessed not clear, but according to authors informed the identification of the action steps	Institutional capacities not studied or addressed specifically in relation to TECL strategy; only noted as concern *
Target audiences clearly identified; in some cases numbers of direct beneficiaries required	Target audiences stipulated in broad terms	Target audiences stipulated; numbers of direct beneficiaries not yet agreed*
Clear theory of change required	No theory of change established	Well designed theory of change
Focus on mainstreaming for sustainability – in child labour and other social and economic policies and programmes	Mainstreaming in child labour and other policies and programmes a key focus; linkages to overarching development frameworks not explicitly stated	Mainstreaming in child labour and other policies and programmes a key focus; linkages to overarching development framework not explicitly stated
Special focus on WFCL, with progressive elimination of all child labour in long term	Focus on WFCL, but also wider to include other aspects of child labour	Focus on WFCL; also includes elements of child labour as well as a focus on types of chores detrimental to children's development and wellbeing[21] *
Focus on data, information, knowledge – monitoring system, new information, sharing	Focus on monitoring system, research; sharing through reporting. Inadequate[22] emphasis on recording and sharing of good practices	Monitoring system, research a strong focus; sharing with others implicit; made explicit through BLNS and regional components
Focus on research, *i.a.* on types of work; status quo and best interventions for a particular context	Research important for evidence-based planning, and reflected in a number of action steps	Significant research on types of work, status quo; some on best interventions. Link to underlying causes of child labour not stipulated (although to limited extent articulated in CLPA).
Focus on access to education	Focus on education; access less important in region with high enrolment	Education included as pilot project and also as element of other pilot projects; link to RECLISA
Focus on awareness / social mobilisation	Included in number of action steps	Included as specific project
Focus on capacity building	Number of capacity building action steps	Project designed around capacity building; inherent in some projects, explicit in others
Gender and HIV/Aids as cross-cutting issues	Some HIV/Aids action steps included but not in integrated manner	HIV/Aids and gender noted but not adequately integrated as cross-cutting issues* (see below)
Innovation in modality of support		

[21] For report simplification here also referred to as "child labour". This term is not used in this instance by local TECL stakeholders, who regard such chores as detrimental forms of child work which have to be addressed through policy intervention.

[22] In the opinion of the evaluator

N/A	N/A	Includes five countries incorporated in framework and centrally managed from one of the countries*
N/A	N/A	Includes sub-regional SACU focus in framework*

* Issues where TBP and CLPA and/or TECL approaches differ significantly.

Several issues raised in table 2 are discussed in other parts of the report. Here we highlight only the following that may need attention as implementation proceeds:

1. The lack of adequate articulation of **HIV/Aids as cross-cutting issue** in TECL projects. Early execution of a research project on how to approach HIV/Aids in child labour interventions in these contexts would have helped to build this aspect more vigorously into pilot project execution and mainstreaming efforts, and to establish more effective linkages with bodies with HIV/Aids expertise and policy influence (such as the National Action Committee for Children affected by HIV and Aids – NACCA),. Our perception is that the potential effect of the pandemic on pilot project execution and on future models for up-scaling is not being addressed thoughtfully enough. One example where this could be more pertinently researched and considered: the evaluator was informed that when girls or women were "too sick to work" from Aids they were referred by their 'handlers' to the CSEC interventions to "take them off their hands". Although as second hand opinion this could be mere speculation, this possibility and its potential impact on the success of such interventions should be investigated. We did not find adequate engagement with such complexities in any of the pilot projects. We recommend that the TECL team scan all projects (action programmes) for possible improvements, and consolidate the experiences and potential good practice recommendations in this regard in a separate document towards the end of the programme.

2. Similarly, although the TECL team distribute gender mainstreaming guidelines to its service providers, we observe that projects are not adequately **gender-responsive** as required by these guidelines[23]. Refer to section 4.6 for further information.

3. Sound policies have to be informed by on-the-ground experience and practice has to be directed by policy. In TECL this **policy-practice interaction** is articulated through the four pilot projects that are to inform models for future larger-scale implementation. We are not sure to what extent the strong emphasis on policy influence and on research on the overall status quo may detract from the importance of synthesising lessons from the field to inform policies. TECL may pay some attention to how to ensure that the policy-practice link is not lost when CLPA implementation begins in earnest. Steering committees that bring together policy-makers and practitioners will be useful but will require them to pay strategic attention to how the policy-practice link can be strengthened.

3.3. The programme logic

- Is the programme design logical and coherent? Has the programme theory been clearly defined with logical linkages between objectives, inputs, activities and expected results?
- Are the projects clearly linked to the strategies and intervention components?
- Were the projects designed in a manner that will support the achievement of objectives and lead to the desired outcomes and impact?

[23] *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects*, January 1995, and *Gender mainstreaming in the design of action programmes or pilot interventions*. An undated IPEC document and checklist "aimed at complementing the guidelines on the design of action programmes in the IPEC standard operating procedures".

We found the TECL design to be **logical and coherent** and based on a sound **theory of change**. ILO-IPEC deserves to be commended for its (i) insistence on implementation underpinned by sound programme design; (ii) insistence on reporting against the theory of change; (iii) flexibility to accommodate well-argued changes to the design and approach.

The **three main TECL components** focusing on South Africa, the BLNS countries and the SACU region are linked only through the overarching programme goal. However the emphasis on resource-efficient coordination and the exchange of information and expertise is proving to be a very good justification for their inclusion in one programme.

The projects are concentrated in three **interconnected programme strategies** in line with the ILO-IPEC approach. All the projects fall within their standard intervention categories[24]. While arguments can be raised in favour of other priorities, the **rationale** for each of the projects is sound, as can be expected from a process based on stakeholder-driven priorities. This is also true in the sometimes controversial "Water Project"[25] which although not a WFCL has been included to address the most prevalent, and hence perceived to be one of the worst forms of child labour in South Africa. Each has the potential to contribute to the achievement of the desired outcomes if they are executed according to plan. In a few cases the theories of change of projects can be improved.

Some small improvements to the programme theory may have assisted during the initial planning and execution phase, but may be redundant at this late stage. These include more clearly formulated inputs towards a specific result and more clearly defined intermediate results closely linked to specific sets of activities. This could have highlighted more clearly those aspects that need monitoring and remove small discrepancies (through a clearer link between the outcomes / impact stipulated in the strategic framework[26], and the outputs and activities stipulated in the updated programme plan and PMP). Important outputs – BLNS plans of action – are for example not reflected. Process outputs such as "gender responsive projects" or intermediate results such as "Policy decisions informed by TECL outputs / interventions" could have assisted in developing more useful monitoring indicators.

A key factor underpinning the theory of change is the nature of its outputs. The majority are documents that need to be used if they are to have any influence. Strategies to help ensure use of such products have not been explicitly built into the programme logic but will be very important for success and for sustainability. Their solution has been to **cultivate stakeholder buy-in and to build relationships of trust** – a strategy that has been proven to be highly effective in spheres where policies and strategies need to be influenced[27]. The firm focus by the management team on these time-consuming activities therefore seems justified by the programme logic.

The **sequencing of projects** was generally well conceptualised in the programme document. In line with the strong evidence-based approach, studies were to be conducted to inform next steps and subsequent projects. This approach assumed that implementation would go according to plan, but delays upset the carefully worked out sequence proposed in the initial programme document, where background research (rapid assessments) would be completed and inform pilot project design. In several cases this was not, or could not be done. In one of the BLNS countries delayed implementation is said to be affecting the quality of the discussion document. A key informant in Namibia believes that CSEC, initially denied as an important form of WFCL in that country, has been brought to the fore as a much higher priority for action than initially perceived[28]. Divergent views on the effects of the changed sequences could not be explored in any detail and we cannot predict what effect, if any, these will have on the quality of the work and outputs

[24] Capacity building, policy development and legislation, monitoring and enforcement, awareness raising, social mobilisation and education.
[25] Refer to Annex 7.
[26] TECL Project Document, 2003. Page 30
[27] Refer to the work of IDRC and ODI, among others
[28] TECL will be producing a separate report on CSEC, consolidating the recent information.

of the programme. The delays with their 'knock-on' effects are certainly affecting the timelines for delivery of outputs critical for programme success.

The **awareness campaigns** may also have benefited from a more targeted approach, clearly distinguishing the different strategies needed for national and provincial policy- and decision-makers, local community leaders and the general public. An earlier emphasis on a targeted, systematic approach to creating more understanding of the definition, concept and extent of child labour among key politicians and senior decision-makers could have been useful. In several countries evaluation informants were concerned that without more clarity on these aspects, tradition and culture could be perceived as in conflict with what TECL is trying to do.

In spite of its much greater complexity it may be useful to **revise and update the CLPA** using an overarching, more coherent theory of change and locating it more clearly in the context of macroeconomic and institutional frameworks, including highlighting factors of supply and demand and the relationship between (and cyclical nature of) poverty and child labour. The logic of future programmes should be **integrated into overarching frameworks and initiatives** that address the reasons for the supply and demand, such as overarching regional (African Union, SADC) and national poverty-related frameworks such as the South African ASGI-SA and Lesotho PRSP; child rights-based frameworks such as the national plans of action for children in South Africa and Botswana; and topic or sector-based frameworks such as the (draft) South African Policy Framework for Orphans and other Children made Vulnerable by HIV and Aids. A stronger focus on such integration could strengthen arguments for **giving higher priority to the elimination of child labour** and for working in close collaboration with other national programmes aimed at eliminating poverty.

3.4. Managing risk

- To what extent were external and internal threats to success and sustainability identified and addressed in the programme design? To what extent were assumptions identified during the design phase?
- Are the timeframes for programme implementation and the sequencing of activities logical and realistic?

Programme assumptions are critical to good risk management and ILO-IPEC should again be commended for making this part of programme management. The extent to which assumptions are identified, monitored and dealt with before they become major issues is critical to success. In the initial planning important assumptions were not made explicit and only addressed nearly a year later in the detailed country-based action plans. The revision process made the TECL team aware of omissions and intent on ensuring timely remedial strategies. Management meetings every month continue to identify and address such issues. It is not clear to what extent implementing agencies and service providers do the same although they are formally required to report on risk as part of their contractual obligations.

The main assumptions that should have been highlighted in the beginning are

1. The CLPA will be costed and adopted by the South African government in time to enhance and complement TECL efforts.

2. The capacities of the management team, organisational systems and administrative processes, implementing partners and service providers will be adequate for smooth implementation over three years (could easily become a "killer assumption"[29]).

[29] According to one informant an assessment was done and the required capacities regarded as "likely to be strong and would allow the project to go ahead". We include the statement here due to its crucial importance for success and in the absence of information on the rigour with which the assessment was conducted. Even if a thorough assessment was done, this should have been stated as an assumption in order to emphasise its importance for the realisation of results.

3. TECL products will be used by decision-makers to inform critical policies and programmes.

These assumptions contributed greatly to one of their greatest challenges faced by the TECL team – implementation of an ambitious programme within the relatively short period of three years. We believe that the original **timeframes for project implementation** would have been realistic *only if* (i) the TECL team's main task would have been to manage a myriad of service providers using highly efficient organisational and administrative systems; and (ii) implementation was based on clearly defined and agreed upon roles, responsibilities and targets; highly competent and effective partners and service providers; adequate human and financial resources; and excellent prediction and management of risk. In a development environment this would be very unlikely, and many these factors proved to be problematic during the implementation phase (Chapter 4).

3.5. Monitoring and evaluation

- Is an effective monitoring and self-evaluation system in place that provides high quality data and information for programme improvement and for informing government policies and strategies?
- How relevant and useful are the programme indicators and means of verification for monitoring and measuring results and impact?
- Is the system 'owned' and used by the IC/PACCs, programme team and IAs/SPs?
- Have the M&E systems of TECL and CLPA, and of these with the projects, been harmonised? Is there evidence of harmonisation with the systems of other similar interventions by other donors and agencies?

One of the advantages of a clear theory of change is that it has facilitated the development of a monitoring system for TECL. The **Project Monitoring Plan (PMP)** is generally well designed, clearly formulated and appropriate, and the limited number of indicators ensures that the monitoring system is manageable. However, some elements need attention based on the assumption that a monitoring system is *not only* for accountability to ILO-IPEC and the donor, but also (and perhaps especially) for **learning and programme improvement** during implementation:

1. The process indicators are useful mainly to track whether planned outputs have been delivered – and these may or may not have any effect towards desired outcomes or impacts. Attribution using the 'impact indicators' are often difficult and impact takes time. These indicators are thus generally not very useful for programme learning. Some simple additional **indicators at intermediate outcome level** (formulated as changes in condition, attitudes, skills, understanding, etc.) or more simply, additional (process) indicators related to specific elements of implementation may help the TECL team and service providers to improve implementation and also inform their self-evaluation activities.

2. Interviews with key informants showed that TECL is well recognised among stakeholders as a critical driving force for CLPA implementation, but it may be necessary to address with greater rigour how best to define and monitor the **impact indicators to be useful for accountability and learning**. Monitoring these indicators[30] for achievements without addressing attribution in some form may be misleading or, at best, not very useful.

3. Quantitative targets in the PMP have been set rather arbitrarily except, ironically, in the case of numbers of direct beneficiaries under Immediate Objective 2. South African stakeholders have been reluctant to emphasise **numbers of direct beneficiaries** in the short term at the expense of longer-

[30] For example "The extent to which government policies with an impact on child labour have been adopted" / "Number of new initiatives undertaken by key partners on child labour or with a positive effect in reducing child labour" / "Number of references to information produced in the context of this project" – where the means of verification include all references to CLPA.

term gain[31]. They want evidence-based interventions that yield sustained, long-term results. The US Department of Labour, while sharing this as objective, has to be accountable within its own system by reaching as many children as possible within the programme timeframe. As initial compromise the programme document stipulated 11 700 as the estimated number of children *who could potentially be reached*, with the condition that realistic *targets* had to be included shortly after the start of implementation. With delays in pilot site identification and conduct of baseline studies, final targets could not to date (by completion of the evaluation) be stipulated with any measure of confidence[32].

This situation highlights the inherent tension between the ideal TBP form of support – a longer term 'basket funding' approach - and the ***project-based*** **funding approach** that may have to focus on results in the short term. We concur with an emphasis on realistic, evidence-based target setting and longer-term results. With its time-consuming focus on upstream work, national ownership and capacity building, cross-border and regional collaboration and evidence-based models, the TECL programme is experimental and provides an opportunity to test several new programming approaches that may not be best served by a strong focus on numbers of direct beneficiaries.

On the other hand **specific targets for accountability** are needed in line with the programme framework. By now evidence should be available to make more realistic estimates of what is possible. The numbers will not be large, but in these particular circumstances the number of direct beneficiaries should be less important than the quality of the design and implementation coupled to **systematic documentation of the interventions and analysis** of lessons and potential for large-scale and sustainable roll-out, with a good exit strategy that will increase chances of sustainability. ILO-IPEC and the donor could track the follow-up work to determine whether their funding had indeed yielded the expected long-term benefits (also in terms of targets) and established new and evidence-based ways of working.

As far as we could determine no effort has as been made by government and social partners to **harmonise** the TECL PMP with their own M&E systems[33]. Creating early harmonisation between internal M&E approaches of stakeholders / partners and an overall CLPA M&E system (under development as one of the TECL projects) will be essential for effective monitoring and ownership.

[31] "Although the pilots involve direct action, their main aim is not to benefit as many children involved in WFCL as possible during the project. Rather, it is to provide the tools to enable large-scale benefits to such children when lessons from these pilots are incorporated in programmes of government and other stakeholders, a strategy that forms the core of the CLAP itself." TECL Project Document, 2003.

[32] The negotiations between TECL stakeholders, ILO-IPEC and USDOL around the number of direct beneficiaries have been complex.

[33] This issue has not been followed up with all stakeholders and there may be instances (of which we may not be aware) where departments have developed their own M&E system to include elements of the PMP. We are aware that government departments in South Africa in particular are encouraged to establish M&E systems for their functions as part of a larger government-wide effort.

4. Programme Implementation and Effectiveness

4.1. Accomplishments

- Have adequate data and information been collected on the indicators of success? Do they provide adequate evidence on the effects and impact of the programme?
- To what extent has the programme achieved its immediate objectives within the given timeframes? Is it on track?
- How effective has TECL been in facilitating, supporting and contributing to the CLPA?
- How effective have the commissioned studies and other programme activities been in influencing national level policies, debates and institutions working on child labour?

The PMP indicators provide a good opportunity for the TECL team, steering committees and reference groups to **engage strategically** with TECL progress, yet we did not see any sign that these were used to enhance discussions of TECL's progress reports to the IC and PACCs. Furthermore, as noted in chapter 4, some qualitative analysis is needed to support the performance data and information recorded in the TPR in order for the system to be truly useful. It is encouraging that the **quantitative indicators** in the PMP show increasing activity in efforts to combat child labour as well as increasing public interest in South Africa. (We do not discuss the **project monitoring systems** here, but some aspects can be refined to make them much more useful.)

As noted in section 3.5, without more information on trends before TECL started and a better understanding of the basis for the quantitative target setting, the impact indicator data is less than useful. Moreover, **attribution** is a major problem as there are obviously other role players and influencing factors, which is why more analysis of the factors that may have influenced these indicators is essential to make them meaningful (including analyses of perceptions about the extent of TECL's contribution to what has changed). For the type of work that TECL does, **qualitative rather than quantitative** information will prove to be much more useful to indicate performance during implementation and towards the desired results. This aspect requires more discussion and illustration than the confines of a report allows.

In spite of the rather serious caveats, the trends in South Africa generally seem positive and in line with the time of TECL's engagement. For example, during the past two years the number of references to TECL (and including CLPA and SAYP) increased from 85 to 281; the number of new initiatives agreed on by key partners from one to 14; and the number of relevant new policy positions and laws from one to eight. The **trends in the BLNS countries** are less positive, although seven relevant new policy positions have been taken in the four countries in 2005/2006. Data are in some instances incomplete and we had no comparative data for the previous year(s).

The **process indicators** for South Africa are all on track or even exceed expectations. While this is positive, the fact that the seriousness of the delays are not captured more visibly indicates how carefully *quantitative* indicators should be used for learning and programme improvement unless they are distilled by some qualitative information. One significant element of process information for the BLNS countries confirms the intensity of engagement needed during the first stages of the programme, with 22 visits and 43 teleconferences since the launch of TECL compared to an expected 18 engagements.

Only 134 children have been reached directly to date. As the pilot projects are still in very early stages of implementation it is likely that the number of **direct beneficiaries** will increase.

As noted before, the TECL team has the potential to contribute directly or indirectly to more than 80 out of the 131 CLPA action steps. As attribution is difficult for the type of work TECL does, the perceptions of stakeholders were important additional inputs to the assessment.

"Nothing like this (stream 2 activities) would have happened without this programme. Child labour was not on policy makers' agenda. TECL's work with the Central Statistical Office has also meant that we now have a child labour module and can contribute to international statistics. We now have evidence for our national planning process."

BLNS Researcher

"TECL is having a great impact, especially with HIV/Aids on the increase. This learning phase is really informing us."

PACC member, Lesotho

"TECL has made a good contribution by helping to guide the government on programme priorities. It is the first initiative here on the worst forms of child labour."

PACC member, Botswana

"They brought a more systematic approach within a theoretical framework. We now have less fragmentation. They are generating information that is going to be very useful. It has also increased awareness here about child labour and WFCL."

PACC member, Namibia

"The delays have prevented some achievements."

Key informant, Botswana

"They brought departments on board, shared their documentation and forced government officials to attend to issues. They made valuable inputs that help us think about our policies".

PACC member, South Africa

"It has really focused our attention on water and children. We were never aware of this connection. We can now adjust our planning to benefit more children based on the information from this project…. It is great to understand what difference our work can make in children's lives. Engineers are not normally aware of this kind of contribution of their work."

Government informant, South Africa

"There is a lot of denial here about child labour. So getting government-led evidence is important. We cannot work with anecdotal evidence. The research and discussion document will provide a good baseline for child labour and child work."

BLNS key informant

A thematic analysis of responses to an open question on TECL accomplishments showed a remarkable similarity between the perceptions of the management team, the external informants in South Africa and in the BLNS countries. In order from the *most to the least frequently mentioned*, TECL is recognised for the following:

"The stream approach has been very good. We would have lost a lot if the one stream could not inform the next."

PACC member, Lesotho

"TECL made a very big difference due to the PACC. It is the first time we got together, and a great achievement. It is here to stay."

PACC member, Lesotho

"TECL is breaking new ground. Of course people need some time to get attuned to it."

BLNS service provider

"Their contribution has been great so far. We have refrained from doing anything on child labour because of misconceptions of what it is. Now TECL is starting to demystify it, and we can now follow. It is the first to look at things comprehensively, and can be a stepping stone for all."

UNICEF representative

1. Participation in the programme has **expanded (and is expected to further expand) the knowledge base and networks on child labour**, through (i) generating and sharing the information and knowledge generated by TECL's research activities and related studies; and (ii) creating forums for dialogue and knowledge sharing between networks of stakeholders (These opportunities flowed from collaboration on the steering committees and project reference groups). In several of the BLNS countries the new information obtained through research is leading to better understanding of priorities and issues in child labour.

2. Involvement with the programme has **raised awareness** about the nature and extent of child labour **and built capacities among stakeholders,** in particular among those serving on the CLPA Implementation Committee and PACCs. It has helped key players to understand better the most critical issues in child labour, brought them together to collaborate within a common framework for action and enriched their own understanding on the best ways to move forward with implementation within their own institutions.

3. The management team has helped to **coordinate and support government role players** through a range of services, including providing technical advice, facilitating inter-sectoral cooperation, setting processes in motion to address child labour, articulating sensitive child labour issues and acting as critical intermediary.

4. In South Africa the management team has **facilitated CLPA implementation** not only through the support provided by the TECL programme, but also through promotion and advocacy that encouraged several departments to dedicate human and financial resources to implementation even before CLPA adoption as official government initiative.

5. The management team is perceived to have set an example through its **effective implementation of the TECL programme.** Informants believe they work according to sound project management principles that insist on quality processes and products. They are also praised for working with tenacity to ensure that tasks get done within reasonable timeframes.

6. The TECL team has **established and maintained an energetic and positive relationship with key stakeholders** through a commitment to a stakeholder-owned and -driven approach to child labour interventions.

In spite of delays, good progress has been made in many areas. The programme seems more or less on track towards the expected deliverables and eventually, we trust, the expected outcomes[34], although this is harder to predict. This is more so for the outputs and outcomes linked to immediate objectives 1 and 3 than for objective 2. Most of the work related to immediate objective 4 still has to be done.

Table 3 summarises the TECL accomplishments in key areas of its efforts to **mainstream child labour** into existing policies and programmes, and build relevant capacities.

Table 3: Perceived accomplishments related to TECL's mainstreaming strategy

Mainstreaming focus	Perceived accomplishments to date*	TECL role (in collaboration with departments / ministries of labour and others)
i. Get endorsement for the national TBP (the CLPA) by South African Cabinet	• CLPA noted by South African Cabinet	Support in process to SA Department of Labour
ii. Get commitment to implementation of CLPA action steps from government departments and agencies	• Formal commitments by the South African Police Service and the Departments of Justice, Labour and Education. Others should follow once costing of the CLPA has been completed	Some of these may have resulted from the CLPA process. TECL acknowledged to have acted as catalyst - advised individual stakeholders; motivated them to commit and start implementation
iii. Gather up-to-date statistical information on the scale and nature of child labour	• Limited set of questions included in South African Labour Force Survey • Helped establish child labour module in the Botswana Labour Force Survey • Conducted a total of 14 rapid assessments on WFCL in all five countries, all directly linked to work of responsible departments • Assisted Lesotho in drafting reports on rapid assessments on WFCL, and on national child labour survey • Provided Namibia with technical support to 2nd national child labour survey (d) Engaged with statistical office in Swaziland for inclusion of child labour questions in planned 2007 national census	Negotiated with role players; provided technical input
iv. Ensure that government departments include child labour related issues in their internal awareness raising strategies	• SA DoL has incorporated child labour in their awareness campaign, which covers the work of other key departments including DoE, DSD, DoJ and SAPS	Designed national awareness campaign; engaged with department on inclusion of child labour issues
v. Develop an effective M&E system for child labour in South Africa	• Key government departments – DoJ, NPA, DSD, SAPS – have started to record CUBAC incidences • Significant M&E component integrated into DOL costing process, to be integrated with that process	Implementation of CUBAC project; placed as regular item on agenda of all for a on child justice at national and provincial level Assisted with drafting, promoting of integrated approach; securing allocation of additional funds by DOL for such purposes
vi. Get the relevant authorities to prioritise water delivery to households furthest away from the sources of safe water	• Busy formulating and integrating a prioritisation tool into National Water Services Delivery Plan guidelines; officials responsible for assessing proposals for delivery of water services are determining whether these have	Initiated process, acted as catalyst for action

[34] "Improved knowledge base"; "Enhanced capacity for policy implementation and monitoring"; "Key players made aware of child labour issues". Page 30, TECL Programme document, 18 September 2003

	taken account of delivery of water to households far from water	
vii. Obtain government support for NGOs working towards preventing or removing children from CSEC	• Initiated a process for national networking of service providers with responsibilities related to CSEC	Facilitated connections through CSEC pilot project
viii. Get legislation on trafficking of children inserted into the Children's Act in South Africa	• Legislation of trafficking of children inserted into Children's Act, adopted by Parliament in December 2005	Commented on earlier drafts of the Bill; recognised by several stakeholders as having had an influence on the content
ix. Get adoption of policies to address out-of-school children	• Not yet	Has designed material to be used in reintegrating children who have missed schooling, into mainstream schools
x. Ensure effective management of steering committees to take ownership of child labour issues	• Committees established and contribute; confirm capacities are being built	Has reoriented CLPA Implementation Committee from focus on policy formulation to implementation; Supports management of IC and PACCs
xi. Get additional dedicated staff in government for child labour issues	National Department of Social Development has appointed a person dedicated to child labour issues. Provincial Department of Safety and Security in the Western Cape has appointed an additional probation officer to do assessments of children for CUBAC.	Provincial appointment consequence of CUBAC project
xii. Facilitate inclusion of regulations of hazardous work activities in legislation, including strengthening legal provisions on other WFCL	Not yet	Involved in drafting of new regulations
xiii. Facilitate the development of evidence-based action plans in BLNS countries and the SACU region	Evidence being gathered to facilitate establishment of national plans through research and studies in two streams of work.	Direct result of TECL projects in BLNS countries
xiv. Create awareness of child labour in BLNS countries among decision-makers	Stakeholders acknowledge this is taking place.	Direct result of TECL projects in BLNS countries

* Some of these "achievements" refer to activities completed rather than to the changes that have been brought about and that would constitute the actual achievements. We have included these against convention as they indicate activities that may yield good results, but which at this stage cannot be assessed.

The achievements are based on the perceptions of stakeholders, including those of the TECL team.

4.2. A critical issue: implementation delays

As noted before, the challenging scope of TECL and its emphasis on ownership, mainstreaming and upstream work have been much more time-consuming than initially envisaged, in spite of the best efforts of the TECL team. Implementation approaches for each project had to be tested with a range of stakeholders and policy proposals aligned with existing government priorities and programmes as well as planning and budget cycles. In **South Africa** more stringent prioritisation of the CLPA coupled to a much faster costing and government adoption process would have eased TECL's burden.

Setting up the **BLNS component** proved to be particularly time-consuming during the early stage of programme implementation. These four countries did not have the benefit of a CLPA type of process which would have already pulled together stakeholders and helped develop a common vision of the nature of child labour and possible intervention strategies. The local secretariats and PACCs had to learn to work together with one another within each country and with the TECL team. This need for close collaboration as relationships developed put the TECL team under significant pressure at a stage when setting up the South African projects was also crucial and time-consuming.

It is reassuring that the programme is still more or less on track towards expected deliverables, in spite of the serious delays (section 2.3). In Box 2 we now summarise the main reasons for this situation, followed by a discussion of some of the most important factors that have influenced the implementation of TECL over the past two years.

Box 2: Main reasons for delays in programme implementation

External factors

1. Limited local information on the extent and nature of child labour; or of good practice in combating child labour; and problems accessing what little is available (latter especially in BLNS countries)
2. Low priority of child labour on national development agendas.
3. In South Africa, non-adoption of the CLPA.
4. Dependence on slow government processes, limited capacities and commitment.
5. Limited capacities among potential service providers.
6. Perception that child work interventions are in conflict with culture and tradition.
7. Changes in the conceptualisation of the Education Pilot Project due to the launch of RECLISA.

Factors internal to the programme

8. Under-estimation of human capacities needed for implementation in view of challenges posed by the ambitious scope of the programme, in particular
   - the number of proposed activities and their diversity across policy, administration and community level work;
   - the mainstreaming nature of the programme and the particular demands of focusing on upstream rather than downstream work;
   - the need to ensure local buy-in and ownership;
   - the inclusion of five countries, four of which were just starting to develop concerted approaches to child labour;
   - the need to persuade others to commit adequate time and effort.
9. Elements of the management approach – insisting on quality processes and products; at times 'over-planning'; tendency to micromanage; perfection of documents at cost of action; inadequate consideration of regulations.
10. Slow service provider recruitment and procurement processes.
11. Weak administrative systems, exacerbated by limited ILO Area Office support.

4.3. Factors influencing implementation and performance

- Are management approaches and processes conducive to the effective and efficient implementation of the programme and its projects?
- To what extent, and how did internal and external factors influence programme implementation? How well did the programme deal with these?
- What obstacles were encountered during implementation? Were they addressed effectively and timely?

We used both an inductive and deductive approach to determine which factors most influenced programme implementation and performance. We explored certain pre-determined elements based on questions raised by stakeholders, but also allowed informants to raise any issue they regarded as important. The issues that emerged are reflected in the following list according to the frequency with which they were highlighted (starting with the most frequently mentioned).

4.3.1. Institutional arrangements: The regional model

- Were the institutional arrangements, roles, responsibilities and expected commitments of the various role players clearly defined and reflected in the programme design? Were they realistic and practical?
- Is the institutional model for coordination of five countries in one programme working as expected? Is this the best arrangement for this type of programme?

The approach to have **one central team managing the programme in five countries** is new to TBP support programmes. It is based on the principle of streamlined, resource-efficient central management from the centre in South Africa, complemented by various country-specific structures necessary for country ownership of programme directions. This set-up would not allow for spare capacity. The programme is centrally managed and coordinated by a core team of five people located at the ILO Area Office in Pretoria. Four BLNS Country Secretariats were established in the departments or ministries of labour and are responsible for coordinating national steering committees (the CLPA Implementation Committee in South Africa, and the PACCs in each of the BLNS countries).

The institutional arrangement for TECL was clearly articulated out in the initial programme document. The institutional arrangements have thus been operating more or less according to plan, with the exception that due to a change in strategy a focal point in each country was not appointed as initially envisaged in the Programme Document.

Several BLNS informants confessed that they initially had their doubts about the model, yet with only two exceptions all were very comfortable with how it had turned out. We found **very strong support** for the current approach, which people felt was resource-efficient and provided them with opportunities to learn from different experiences and perspectives. Those less supportive believe that true ownership can only be created if the country component is totally managed from within. We also found the following:

- The **approach and competency of the TECL team** are crucial to the success of the model. Informants cited the effectiveness of the TECL team as **the most important** reason why they were comfortable with the arrangement. The team's coordinating role is seen as very successful and in the process they have generated trust and goodwill from those with whom they collaborate.

- **Country ownership** of the programme is seen as very important and informants highlighted three factors that have helped this to be established: (i) The TECL team's approach which was supportive, committed and efficient; (ii) the fact that they had their own national secretariats and steering committees; (iii) the use of technology, in particular email and videoconferencing, which "made it easy" to work within this model – although these

Comments from BLNS representatives on model

"Ownership of the programme is not a problem, but this is really because of the way in which 'Pretoria' works."

PACC member, Botswana

"The South African experience is very useful. Other models will be more costly and not more effective. Only one thing - the management team has to be driven."

PACC member, Botswana

"This model is the right approach at this time, but there are challenges in creating ownership in the country. At some point locals will have to totally own the programme. We are not always sure whether something was initiated by us or imposed because the world is doing it."

PACC member, Lesotho

"The model has been fine but we need to quickly localise. We must make sure people know that lessons are locally generated and not just from South Africa. That kind of ownership is the only way to ensure sustainability."

Researcher, BLNS

"Ideally we should have a desk on child labour in the Ministry, not TECL-bound, to coordinate from within. But for a project like TECL this model is fine as long as the communication lines are open and processes are transparent. Sharing resources across countries is useful and cost-efficient."

Key informant, Swaziland

"The PACC is a very good part of the model. It enables Swazis to determine a localised definition and understanding of child labour. The participation of all stakeholders from the beginning is good. That is what matters in this model."

Key informant, Swaziland

methods should not replace (fairly extensive) face-to-face contact; (iv) the focus on local consultation and research on contexts, ensuring that 'external ideas of what should be done' are not imposed on them.

- There was some concern that the drive and competency of the TECL team may be creating **dependency**, especially as the secretariats were usually government representatives with many other responsibilities. In some cases the TECL team has even been the main driver for the conceptualisation and organisation of meetings, although more recently the country-based secretariats have been encouraged and enabled to take full responsibility for these activities.

- There is some concern that the strong dependence on the South African experience may lead to **'cookie cutter programming'.** On the other hand several informants noted that they understood the reasons for the approach in an early stage. They felt that it is facilitating comparison across the region and that the exposure to the South African experience has assisted in accelerating their processes and preventing them from having to 're-invent the wheel'.

As has been noted elsewhere, the need to engage the four BLNS countries has contributed substantially to the **workload** of the TECL team. In principle only 20% of the TECL budget has been allocated to BLNS related activities, yet it is impossible to keep the stakeholders engaged and processes going with only 5% of staff time per country, especially as they rather than the local secretariats continue to act as the main drivers for implementation. Relationships between stakeholders had not been established in these countries as they have in South Africa during the ten year process of developing the CLPA. The work involved was therefore much more than envisaged, and contributed significantly to the overall programme delays.

4.3.2. The positioning of the TECL team

The TECL team[35] is an ILO-IPEC project team operating out of the ILO Area Office. With one exception they are all local appointments, with the CTA well known and with a long history of engagement in the field of child labour (including in the development of the CLPA), supported by a programme coordinator who is also highly regarded among informants. Informants regard the TECL leadership and their specially appointed local technical advisors as well informed about local contexts and generally respected for their knowledge and dedication to their cause. This has helped them to establish good relationships with individuals in the government departments with which they work.

The team occupies **an unusual position in South Africa,** in practice located somewhere between the Department of Labour and ILO-IPEC. They are not seen as an "externally-driven" team linked more closely to ILO-IPEC than to the local stakeholders - often the case with appointments in the service of donors and especially where foreigners occupy key positions. This mostly works to the advantage of the programme, but has some disadvantages. The team is regarded as distant enough from the government to be an unbiased voice, yet sometimes cannot interact closely enough on critical issues *because* they are not seen as part of the government. On the other hand they are closely enough aligned with the Department of Labour to be often regarded as their own implementing agent - a capacity in which they can interact with other government departments and bodies with an amount of trust that external agencies do not enjoy.

Their insistence on ensuring that **TECL is a locally owned and driven programme** has contributed to the trust that they enjoy, but where opinions between the international and local stakeholders have differed, this has also occasionally led to tension within their role as representatives of an international organisation. In spite of this dichotomy, their approach has yielded good benefits in terms of local trust and access without causing undue damage in other respects.

[35] Made up of three core staff, two external consultants, one associate expert and a cost shared administrative assistant.

One of the greatest challenges that TECL and the South African Department of Labour face is how to work in a cross-sectoral manner in a system where one department does not have authority over another. A model still has to be found that works in this context. The ongoing evolution of the **role and activities of the Office of the Rights of the Child** in the Presidency is therefore of great importance for the future location of a structure that may continue the work of TECL in South Africa. There seem to be overlaps in function between what TECL is doing and ORC's mandate with respect to child rights. If the team had been based at ORC as cross-cutting unit they would have been seen – at least in principle – to carry more weight, yet with the limited capacity and mandate of ORC such positioning would not have been practical at this time.

4.3.3. The approach and performance of the TECL team

- Are management approaches and processes conducive to the effective and efficient implementation of the programme and its projects?
- Does the programme team provide adequate technical support to its service providers?

TECL is an extraordinarily difficult programme to implement. The TECL team faces a demanding array of projects and responsibilities in five different environments. They have to convince many people to do TECL work within their own capacity constraints; coordinate and report on progress and then take the information from projects to facilitate institutional mainstreaming; manage service providers and establish and maintain close links with five governments; and command authority as specialists in three diverse fields of operation: (i) specialised policy and research content; (ii) field level interventions in conjunction with service providers; and (iii) administration of among others service provider payments, contracts and reporting systems.

Thus the central team have to be catalysts, facilitators and coordinators across a wide variety of specialised activities and sectors. They also have to understand and work with issues of mainstreaming, capacity building, consensus building, ownership creation and administrative efficiency. These all present a significant challenge for a small team and some stakeholders believe that they are **understaffed** compared to the demands of their mandate. The team was conceptualised and assembled without opportunities for comparison with similar programmes and with the notion that strong administrative support would be available from the ILO Area Office.

When the workload became clear, the allocated driver and administrative positions were turned into positions that could assist with financial management and project implementation. Funds for consultants were used to strengthen the core team. Although this may go against desired ILO practice we do not foresee a problem with this tactic as it was born out of prioritised needs and consultants can be easily held accountable for results.

The TECL team has an extraordinary amount of **support from stakeholders** in all five countries. Generally informants praise them for their commitment, drive, hard work and efficiency, but see their specialist knowledge infusing project implementation as somewhat uneven. The team uses as far as possible evidence to inform their actions, is good at detailed planning and learns while implementing. They are known to be tenacious in pursuing what needs to be done and their "pushing" is acknowledged by some government representatives as sometimes "irritating" yet pivotal to keeping momentum in implementing CLPA action steps in the absence of other incentives.

The quality and dedication of the team were confirmed by our own observations, but there are also some **persistent weaknesses**:

1. The TECL team has brought in a number of systems that provide for consistency in execution and easy monitoring across projects. This is a **useful and time-saving mechanism** that includes a number of templates for terms of reference, proposals, contracts, research reports, literature surveys and policy analyses. However, the inexperience of the TECL team with administration coupled to

the demanding ILO-IPEC requirements for reporting have also had some effects on the **service providers**. They are generally satisfied with their interaction with the TECL team and the technical support provided (although this perception was not shared by two service providers in the BLNS countries), but two **consistent critical comments** relate to the following:

- They feel "flooded with paper". The strong demand for monitoring and accountability is perceived to place unusually demanding reporting requirements on them, exacerbated by perceptions of "shifting of goalposts" largely due to the TECL team's development of templates and administrative processes while learning "on-the-job", as well as changes in reporting requirements by the international role players. There is a real need to guard against creating a notion of instability and bureaucracy among project implementers through frequent changes in design, implementation and reporting approaches.

- In a few instances, the lengthy periods that have elapsed between engaging them as service providers and the time when they can start with the work. Contracted organisations and individuals have to schedule their time carefully between projects and delays, while not always under the control of the TECL team, are problematic. Potential delays should be foreseen and efficiency supported by a dialogue on procurement processes and ILO Area Office support systems.

Other areas where efforts could be made to **strengthen systems and improve performance** were highlighted and confirmed by the team's own assessment, informants' views and our own observations:

2. *Administrative procedures and systems*: None of the team members are specialists yet all have to do significant administration in the course of their work. They have therefore made significant strides in setting up useful systems and resources for managing the service providers, as well as financial management systems for in-time monitoring of expenses. In spite of these improvements their time management will be much better if certain elements of their communication and administrative systems can be further adjusted.

3. *Management approaches*: The change in team functions from the original concept has led to somewhat diffuse roles and lines of responsibility and accountability, with the CTA playing the role of programme coordinator and the programme coordinator ostensibly functioning on the same level as the other team members in terms of authority and power. The team has a tendency to perfect documents and 'over-plan', sometimes at the cost of timely action, giving an impression that they are more comfortable at planning than at implementation level. This has contributed to scheduling delays and a tendency to excessive micro-management and control.

4. *Gaps in technical and social expertise*: Some members are perceived to have inadequate grounding in child labour although their other skills seem to compensate for any weakness in this regard. They should also be very aware of the need for diplomacy and a non-confrontational attitude when dealing with certain political and cultural sensitivities.

"I will give them nine out of ten for their work. They are outstanding."
PACC member, Botswana

"They are extremely effective. I have not worked with a more committed team."
PACC member, Namibia

"We are happy with them. They care and they are always accessible. Everything I can say about them is positive."
BLNS secretariat

They are very professional and qualified and work hard. Their role is enabling, but I am not sure how much is fed into the Ministry.
BLNS service provider

"They spent too much time on rewriting documents and shifting goalposts as they learn from other countries. We get to do a lot of paperwork!"
BLNS service provider

"I'll give them seven out of ten for effectiveness. They are much better than other groups I have to work with. They keep to what they know and don't try to be experts in my field."
Government informant, South Africa

"If you take TECL away, much of the work in the departments will stagnate. They are motivators. They have consistent interaction, give inputs, makes sure meetings take place."
Government informant, South Africa

5. *Positioning*: Some stakeholders believe the positioning of TECL outside government may be leading to inadequate positioning of their priorities in relation to critical government and delivery areas, compounded by a lack of access to government documents and processes. This diminishes the team's capacity to influence policy and decision-making.

4.3.4. Relationship with ILO in Geneva

- Has the administrative assistance provided by ILO / ILO-IPEC in Geneva been adequate to facilitate and support programme implementation?
- Were credible processes used to identify implementing agencies and service providers?

In spite of good relationships, some potential for tension exists due to the **different perspectives** with which the TECL team and the responsible ILO and ILO-IPEC units regard the processes of engagement between them. We did not have the time to study the liaison and administrative processes in detail, nor did we have time for adequate triangulation. Without elaborating on specific issues we would therefore like to urge the international role players to consider the merit of attending to the issues raised below to remove bottlenecks and decentralize responsibilities where this would make for a more efficient system. Administrative systems can always be improved and the level of attention paid to such improvements has to be determined by the level of frustration and inefficiency existing systems cause among users.

1. Much has been said and written about the length of time it has taken for the identification and procurement of service providers for TECL. The programme depends greatly on capable people who can execute the large number of TECL projects. The credibility and efficiency of the processes for these appointments are therefore critical to successful delivery on expectations. We therefore support the principle of **sub-contracting NGOs or CBOs and where skills require, consultancy companies** to manage and implement projects in the field, for the following reasons: (i) Due to the specific nature of child labour in southern Africa the situation is different to many other parts of the world where employer organisations, trade unions and dominant civil society organisations are preferred and appropriate partners for field project execution. There are seldom 'obvious candidates' for implementation of TECL projects due to the very large NGO sector in South Africa and the recent emergence of expertise in child labour in the BLNS countries. (ii) The expertise developed during project planning and implementation remains within the NGOs or CBOs, and thus helps to build capacity in that sector and in those communities. (iii) Consultancy companies have been contracted where the expertise of other candidates is not comparable or accessible. As the success of the programme depends to a high degree on the quality of delivery by the service providers, this approach is sometimes necessary.

   TECL has established **credible and transparent processes** for the identification and appointment of their service providers[36], engaging the local steering committee in every step and working with a set of criteria for rating of applicants. All informants consulted about this matter indicated their satisfaction that these appointments are done within high demands for ethical and quality procedures.

2. A **key drawback has been the lengthy processes** for development of terms of reference, the selection of service providers through a competitive bidding process, and procurement of their services[37]. Delays have occurred for several reasons, but significant time has been lost waiting for technical inputs at several stages - during development of the project concepts, technical inputs after endorsement by the local steering committees and clearance by the ILO Procurement

[36] There are two types of contractors in TECL: (i) 'Implementing agencies' who in certain projects (e.g. in the 'Water Project') coordinate service providers working in project sites, and (ii) 'service providers' who are the executing agencies in project sites or who take responsibility for a particular policy or research project. In this report we use the term 'service providers' as a generic term for all the contractors.

[37] In at least one instance the latter component up to 2.5 months and the whole process up to six months.

division. The time taken at various stages by ILO-IPEC in Geneva and experts linked to Sub-regional Offices to provide technical inputs into proposals, plans and reports is perceived by local stakeholders as too long in relation to the value that is added. Perceptions from various quarters are that these inputs should be more targeted, at more strategic stages of the process, and of greater strategic value. The lengthy delays were initially exacerbated by the team's lack of experience of involved international administrative procedures and by what they perceived as re-interpretation of rules and occasionally "imprecise or inadequate advice on shortcomings in documentation" by the ILO Procurement division.

We cannot comment on the origins of the delays or on the details of these processes, but we recognise that there has been frustration on both sides even though capacity or time constraints on both sides rather than goodwill seem to have been the limiting factors. We *do* want to encourage all parties involved to (continue to) **engage with one another with a commitment to improving processes and internal capacities** in order to increase the efficiency of institutional systems and programme delivery. The more unusual elements of the TECL and southern African contexts (for example the very strong sense of local ownership and the primary focus on mainstreaming of relevant action across government) should be understood and, wherever possible, accommodated by the international role players. On the other hand the TECL team should be considerate of the limitations offered by the procedures of international organisations that have to have a strong focus on external accountability across many contexts. (More focussed advice and personal interaction with ILO-IPEC in the beginning may have empowered the relatively inexperienced - few team members upon appointment had practical experience in managing complex programmes or projects - and overburdened team with a better understanding of administrative processes, the budget structure and the implications of specific budget items.)

3. The **Programme Operations Manual (POM)** is generally perceived to be a very good guide for project staff. However, opinions differ between stakeholders on whether **key procedures** are sufficiently described to inform stakeholders of relevant ILO (rather than ILO-IPEC) rules and procedures. Due consideration should be given to whether these linkages are indeed clearly established and whether training is adequate also to cover some of the most relevant ILO rules and procedures impacting on the work of project staff.

4. We also recommend that ILO-IPEC pays particular attention in concert with its donors and project units to how the **PMP and reporting system** can be transformed into a more useful and empowering for programme improvement – in other words, **serve as an instrument for learning and improvement** and not only for accountability (refer for details to section 3.5).

5. There is also an expressed need in the team for succinct, synthesised material on **international experiences** on child labour that could inform their programme design and execution. There seems to be a need for more directed and filtered material, rather than on larger volumes, which possibly emphasises the need for creating opportunities for (i) intensive interaction with the international ILO-IPEC specialists with targeted knowledge on child labour; and (ii) learning from informed *analysis and synthesis* of lessons and potential good practices drawn from relevant contexts. We did not investigate the type of knowledge management services provided by ILO-IPEC and cannot express a definite view on the suitability of available material. This may require further attention by ILO-IPEC to ensure that the wide experiences across the organisation are captured and made available in the most useful manner using available capacities and resources.

4.3.5. Relationship with ILO-IPEC Sub-regional and Area Offices

⌖ Has the technical and administrative assistance provided by the ILO Sub-regional and Area Offices been adequate to facilitate and support programme implementation?

The evaluator again did not have the time to study in depth the liaison, technical support and administrative systems between TECL and the Area Office and the Sub-regional Offices, or to apply adequate triangulation. In view of the levels of frustration experienced by the TECL team we would like to urge all concerned to consider the issues raised below for improvements towards greater efficiency.

The TECL team enjoys a good relationship with the ILO Area Office in Pretoria and appreciates the support that they get in terms of **infrastructure and administrative support** in exchange for the overhead costs deducted from the programme budget. However, this support has been much less than expected and the team had to depend from the beginning on their own resources and capacities to conduct even the most basic administrative tasks. Among others the USDOL funded projects jointly employed an additional financial assistant to deal with Area Office level support. In order to cope with the unexpected administrative burden, the driver position originally proposed for the team thus had to be turned into resources for financial assistance. Each person in the TECL team now also carries responsibility for administrative processes that could have been more efficiently provided by a well developed central administrative system.

We are concerned about the extent to which **inadequate administrative systems and support** have been impacting on the TECL team's ability to adhere to deadlines. They are recognised for working very hard yet much of the time seem to be engaged with high levels of routine administration. The lack of efficient administrative support has been a particular burden due to the diversity and large number of service providers and stakeholders with whom they work, as well as the constant need for coordination across five countries. The reasons for the inadequate support has not been sufficiently explored and we can only speculate that it may have to do with internal inefficiencies and/or lack of staff commitment to programmes such as TECL and/or inadequate resources in the Area Office to support a wide range of new projects without adequate additional resources allocated to it for this purpose.

We would like to recommend that the Area Office and the TECL team once again consider, now that both have more experience the current situation, to see if **innovative solutions** can be found to any challenges posed by capacities and attitudes.

The TECL team makes significant use of **local technical expertise** in the form of some of the best known child labour specialists in southern Africa contracted to provide, as required, technical inputs to them and to the service providers. They also make regular use of **child labour expertise** located in the Sub-regional Office in Addis Ababa. There may be more potential to capitalise on the **multi-disciplinary technical expertise** available in the Sub-regional Office in Harare, for example on International Labour Standards, gender and employment related issues. We did not focus on the reasons for the lack of interaction between the offices. The **focal point for child labour** in the ILO Area Office works very closely with the team and they report good benefits from her input and assistance. We observe that she may be engaged more in the programming unit of the Area Office than in TECL and it may be useful to explore how her responsibilities can be best structured to provide the required support to TECL.

While we do not see major problems in the TECL team's current approach to technical assistance, opportunities may be lost to feed international and ILO-IPEC experiences systematically into TECL approaches and processes. Organisations like ILO can be **more than a sum of its parts** depending on how well synergies and capacities are used vertically (from policy to field level) and horizontally (between regions) across the organisation. It may be useful for the team to consider how they can best make use of these resources at their disposal for the benefit of their programme, *if* value can be added by the external assistance. Vice versa, the offices involved may consider together how their expertise can best be put to use to support the final stages of the TECL programme.

4.3.6. Quality assurance

⌖ To what extent are quality processes and delivery promoted in the programme? What mechanisms are being used to ensure credible results?

A characteristic of the TECL team's work has been their attention to **quality processes and outputs** when their implementation capacity and systems allow. Their general approach has a number of quality safeguards which, while adding to their workload, gives them credibility and a reputation for transparency:

- Programme and project plans are constructed through **lengthy conceptual development processes**, with inputs by a variety of local stakeholders as well as ILO-IPEC Geneva.

- **Expert input on research and other reports** is obtained from a variety of sectors through wide circulation to a system of well selected expert advisors, reference groups and steering committees. Language editing is done by an external language editor.

- The identification and appointment of **good quality service providers** are guided by input from reference groups and steering committees in the drafting of terms of reference and participation in the selection process.

- **Management approaches** promote a focus on quality: the team discusses progress in a manner that allows for internal debate on, and for peer assessment of quality. Workplans and outputs are tightly managed to ensure good quality results (The **downside** of this is that too much control and attention to planning and document refinement impact negatively on other aspects of implementation).

- The team has an ongoing **engagement with service providers** in monitoring implementation, providing assistance and guiding materials, and building capacity through workshops, in particular in the BLNS countries. (We have found instances in BLNS countries where the assistance was perceived as inadequate, possibly because of time constraints and heavy administrative processes).

- Proposals and terms of reference are **submitted to ILO-IPEC** for input to ensure that they are in line with expectations and international experience.

- There is a strong focus on **transparency** in planning and implementation processes.

The focus on quality is time-consuming and is one of the reasons for slower than expected implementation. In some instances the team has yet to find a good **balance between quality and efficiency**. We have pointed out that delays have been exacerbated by an over-emphasis on perfecting planning and documents.

There are also **threats** to the quality assurance processes, including ideological differences between role players; and *perceptions* of cumbersome, changing administrative systems that tend to demotivate service providers. The most critical is the pressure of time running out. Some stakeholders contend that the list of hazardous work is being drawn up without the extensive consultation for which TECL has become known. During one of the pilot project visits we observed how a process to obtain community leadership buy-in stalled because of an approach that did not allow for time to work through community concerns. It will be a pity if the TECL team may be tempted to sacrifice their standards in order to finish on time.

4.3.7. The role of government

⌖ What is the level of commitment to the programme displayed by the key role players, in particular the government? Is this adequate to advance and sustain the programme?

In the **BLNS countries** the governments have all in principle committed to the overall process leading to national plans for this purpose and key players are engaged in the PACCs. The intensity of their engagement will need to increase once the planning processes towards national plans of action start. BLNS informants report that they struggle with problems similar to those in South Africa, with government officials having other priorities and not informed about the extent and implications of child labour. There is thus a significant need for public awareness creation on child labour, with a particular focus on senior policy- and decision-makers. Government representatives on the PACCs believe that their engagement in the TECL process has helped to focus attention and create more awareness where it matters. Several anecdotes confirm this. Three of the countries still have to sign Memorandums of Understanding with the ILO; this is in process.

In **South Africa** the evaluation informants – from within and outside government - are concerned about the government's lack of capacity, if not **commitment**, to ensure that child labour receives due attention. Individual representatives are judged by their peers on the CLPA IC as in principle committed to the CLPA and TECL, but hamstrung by a number of internal factors. Competing priorities, bureaucracy, loss of institutional memory through inconsistent attendance of CLPA IC representatives, the high level of mobility of civil servants, the delay in adopting the CLPA, the lack of senior decision-making involvement and complex political dynamics are all cited as factors that make it difficult to determine the level of commitment *in practice* – in spite of the commitment displayed in *principle* through the establishment of the ORC and the Department of Labour's efforts. Of course it also varies between departments and individuals; some relish challenges within capacity constraints, while others remain entangled in bureaucracy or continuous restructuring.

Government informants admitted to having too little time and in most cases also inadequate authority to promote and create awareness on child labour among decision-makers. The most recent report of the Public Service Commission in South Africa on the state of the public sector confirms the notion that capacities are inadequate to cope with the myriad of development priorities. Working across sectors and even between child labour related initiatives within the same department continues to pose a challenge to systems in spite of structures aimed at facilitating integration.

Table 4: Evaluation informants' view of indicators for government commitment to combating child labour

Stakeholder indicators for Government commitment	Current situation
• Ratification of important international and African treaties; adoption of the CLPA.	Major conventions ratified by all five countries; CLPA not yet adopted after nearly 3 years; in process – of great concern
• Active engagement by senior decision-makers; show active interest rather than only passive response.	Difficult to judge without more intensive interaction, but seems to be limited (in South Africa perhaps due to its size more than in some BLNS countries). Lack of formal show of support for TECL and implementation of CLPA.
• Fast response and action when things need to be done	Slow reporting by South African IC members on progress with CLPA implementation (requested by DoL) a sign of low priority. In all countries slow or no action by steering committees unless "pushed".
• A 'door in government' for child labour issues cutting across departments – for knowledge sharing, expertise, information coordination and keeping up pressure for accountability	In South Africa the CLPA IC and TECL in conjunction with DoL are playing this role. Not ideal mechanisms due to interdepartmental nature of the work. ORC may be best positioned politically, but still has to roll out its functions and may not be appropriately staffed or mandated. Government handling of similar cross-cutting programmes likely to indicate best way forward.
• Passion for the cause reflected in meeting contributions and attendance	By own admission South African IC members could contribute more actively and strategically to meetings, and follow up more effectively.

• Appropriate allocation of human and financial resources	Some departments have already made investments in terms of financial and human resources. Most are waiting for CLPA costing and adoption. Uncertain of extent of political will to implement no- or low-cost action steps.
• Appropriate legislation on child labour; issues of child labour included in new or revised legislation in relevant areas	In South Africa, CLPA developed but not yet adopted. Relevant issues included but in some cases downplayed in development or revision of related policies and legislation.
• Movement towards processes of real and effective change for the better, accompanied by a resolve to find solutions	Unclear; needs extensive analysis outside scope of the report.

In the end, the governments in the SACU countries are committed in principle, but in South Africa in particular this commitment is slow to translate into action on the ground. The real test will come when the CLPA has been costed and adopted. Till then, TECL is playing a crucial role in 'keeping the ball rolling', but at the same time, if the commitment in practice does not become clearer, the sustainability of their efforts will be under threat.

4.3.8. The steering committees

⌖ How effective have the national steering committees been in supporting and guiding the programme? How well do they link with other critical role players?

Steering committees have been established as inter-sectoral vehicles for coordination and advice on the design and implementation of national plans for child labour. In South Africa the CLIG of the late nineties was reconstituted by the Department of Labour to become the CLAPIC (later renamed the CLPA IC), responsible for the implementation of the CLPA. Government departments and organisations each nominated their representatives. The PACCs were established with TECL support along the same principles by the departments or ministries responsible for labour issues in the BLNS countries.

The committees have the potential for powerful action as they draw together organisations that have the power to influence the direction of strategies for the elimination of child. But officially they do not have "teeth" and depend on the **authority and dedication of individual representatives** to bring about change. In spite of their cross-cutting functions they are not "heavyweight" committees such as the national Aids councils, for example. They were set up as coordinating bodies, but in the absence of cross-sectoral authority within government essentially serve to facilitate harmonisation, create awareness within their own organisations and bring their collective expertise to bear in advising programmes like TECL and RECLISA.

This is confirmed by their own as well as our assessments of their achievements and challenges. In all five countries these are markedly similar and generally relate to (i) their location, (ii) their stage of development and (iii) dependence on government capacity, action and commitment. Their **main achievement** has been to bring role-players form diverse sectors and parts of society together around a common strategy. This has resulted in increased networking and communication and closer interaction with the providers of services on the ground. It has also forced stakeholders to assess their own approaches and actions more critically. In the **BLNS countries** in particular anecdotal evidence indicates that the work of the committees has been creating more awareness on the extensive and diverse nature of child labour, helping to address the denial of child labour outside the formal sector found among key individuals. In some countries children's interventions have been mostly local level responsibilities and the committees now for the first time promote a focus at national level. Apart from South Africa, Botswana is the only other country with a national plan of action for children, aimed at meeting the MDGs.

The committees have a number of **challenges** inherent to their location and focus on government action. In **South Africa** the IC's own assessment - supported by our analysis of meeting attendance and minutes as well as individual interviews - signals inadequate capacities or a lack of commitment. Main concerns are (i) keeping role-players motivated (especially in the absence of adoption of the CLPA); (ii) inconsistent

representation and erratic attendance of meetings; (iii) inadequate representation at senior decision-making level; (iv) resistance to coordination by a single government department; and (v) fragmentation in the child labour agenda and structures within the same organisation that inhibits the influence of the committee representatives; and (vi) slow response to reporting requirements. This means that plans and ongoing initiatives are not sufficiently aligned and coordinated, although this is their primary function.

A key issue faced by the committees, more so in South Africa than elsewhere, is the **proliferation of bodies** for coordination across government. The ORC role in bringing synergy and cohesion on children's issues without over-extending time spent on coordination will be critical to the future of CLPA implementation. The CLPA IC is to be incorporated into the system currently being set up for this purpose.

In the **BLNS countries** informants are also greatly concerned about the inconsistent representation, erratic attendance of meetings and a lack of sufficient high level representation on the PACCs. They want strategic engagement and debate within the committees. Our own analyses confirmed these as major factors impeding the committees' performance. One informant in a BLNS country is concerned about the lack of committees' exposure to action on the ground. Many informants felt that advocacy efforts by the PACCs need to be improved, but they pointed out that while they want the committees to act as champions of the cause, some key people even in the committees have until recently been unfamiliar with child labour issues. This is not a topic that ministries and departments responsible for labour issues have engaged with in the past, for example. There are signs in some countries that coordination of PACC activities with others may not be ideal. In Swaziland, for example, a major TECL meeting took place at the same time as a meeting of a network of 50 organisations involved in child protection. Some members also want more frequent meetings to keep momentum and to establish closer relationships, and the possibility to have more people from one department attend so that people from different divisions and levels (national and provincial) have opportunities to engage with the issues.

The committees in the BLNS countries are still **evolving** as their own understanding of child labour and their role in it grows. One of their most fundamental challenges they face is to take their understanding and information outside the committees, and 'percolating' it into their own departments and organisations. In some cases their actions have been somewhat stymied in the absence of research information that can direct strategic action and have been acting more as reference groups advising a project than as groups that (also) has to give strategic direction for coordination. This may change as more information becomes available through the TECL research and policy projects.

Our own observation from our perusal of minutes and discussion with informants indicate that serious attention also need to be paid to developing the discussions at the steering committees in all countries to look at TECL implementation in a more strategic and integrative way, rather than focus almost entirely on operational matters. Unless this is done, true *coordination* will not be achieved.

4.3.9. Culture and tradition

All countries ratifying international conventions on child labour subscribe to a common understanding of child labour and its worst forms. The CLPA contains definitions and descriptions in a South African context. Consultative workshops were held in all TECL countries during which the definition and dimensions of child labour in the region were extensively discussed. But key decision-makers seldom attend these events and none of the countries have yet had major general awareness campaigns on the issue. A **common understanding** of child labour and of its worst forms has therefore not yet been created. According to key government informants and researchers participating in TECL, the perception of a conflict between tradition and cultural beliefs, and efforts to eliminate child labour is common at community level as well as among (senior) government officials. It is the latter group that is of particular concern during this period of upstream work.

The situation is exacerbated by the **dearth of reliable data and information** to support researchers' perception that child labour is rapidly increasing across the region, and particularly in South Africa. Rapid assessments do not draw a national picture, statistical data are outdated and convincing analyses of the link between child labour and the cycle of poverty as well as linkages to national and international development frameworks have, as far as we know, not been developed.

Convincing arguments are thus needed, coupled to an effective awareness raising campaign to **mobilise champions** from among decision-makers in government, the private sector, labour and community leaders. TECL is providing significant information for this purpose, and this will soon be coupled to a series of awareness raising campaigns. An approach that also has a robust focus on potential champions will help ensure that child labour does not get lost amidst misconceptions and apathy.

4.3.10. Partnerships and synergies

- Do the working relationships between the role players support effective and efficient implementation of the programme? Is there adequate coordination between the key role players?
- Were effective networks built between organisations and government agencies working to address child labour at national, provincial and local levels? If so, how well do these networks support and influence the programme?
- How well does the tripartite arrangement work in support of the TECL programme?
- What is the extent of collaboration between TECL and RECLISA? Are they making use of possible synergies between them?

TECL's strong principle of working at all stages of its work with partners in the form of multi-stakeholder groups that coordinate and advise the programme in each country is a **fundamentally sound and useful mechanism** to cultivate commitment and accelerate action across sectors and interest groups.

Their approach to partnerships at a national level has been rooted in the **steering committees**. The steering committees have been constituted as the forums where the critical stakeholders across sectors interact, drawn together through a common goal. Representation has been built on the tripartite requirement of the ILO as well as on the need for civil society-government engagement on child labour issues. They are constituted from at least four government ministries (departments), labour organisations, employers' organisations, NGO coalitions, one or two representatives from international (usually UN) agencies, and TECL representatives. The committees therefore are bringing together for the first time in this field (except in South Africa) (i) different government departments; (ii) civil society and government representatives; (iii) labour, the private sector and government; (iv) key organisations and programmes in the field (usually UNICEF and RECLISA).

Their **membership is evolving** and the committees generally seem aware of the need to continue assessing whether they have the key players on board, especially as they move through different stages of planning and implementation. In some cases, despite steering committee or TECL efforts, key departments or organisations have not become members. Some members in BLNS countries are concerned about the lack of representation by youth and children. Key organisations have been brought on board to facilitate linkages with larger networks, such as ORC and NEDLAC in South Africa, trade unions and NGO coalitions there and elsewhere. As far as we know there have been limited attempts to include or form strong bonds with organisations from related fields such as human rights, gender and HIV/Aids. Although in South Africa the Gender Commission and Human Rights Commission are members of the CLPA IC, they do not attend meetings regularly even though they could play significant advocacy roles among their constituencies. Engagement with such bodies in establishing a network of child labour 'champions' - to ensure that child labour is on their agenda and that they enrich actions against child labour - will be useful. They may be difficult to bring on board if they believe this field to be peripheral to their main interests. More intensive advocacy may be needed to draw their attention to the role they can play in the elimination of child labour.

In spite of the engagement of civil society on the steering committees, **government** is clearly TECL's primary partner. In line with its mandate, its focus has been mostly on collaboration with a variety of government departments rather than on building the capacity of the **NGO sector** (or labour and employers' organisations). On the other hand TECL does contribute to their capacity through engagement of service providers, inclusion of major NGOs or networks in steering committees and development of 'best practices', to follow upon completion of the pilot projects in South Africa. However it may be that the potential of NGOs to contribute to TECL's objectives has not yet been fully explored. The presence on the steering committees of NACL in South Africa (although not SANGOCO), BOCONGO in Botswana, CANGO in Swaziland, NGOC in Lesotho and other NGO networks provide an ideal opportunity to give this aspect more strategic attention. **CBO networks** may be harder to find and engage, but as much of the success will depend on community based engagement, the steering committees need to consider how their influence can be extended in this regard.

The traditional **tripartite arrangement** of the ILO has been of less prominence than in other countries where child labour is more commonplace in the formal sector. It would have helped to consider their potential contributions more strategically in the original programme concept and action plans. In South Africa they have specific responsibilities in the CLPA which may become more important now that awareness raising campaigns are about to start. In the case of **business**, BUSA (which represents the formal retail sector) and AgriSA (which represents the agricultural sector) have been represented on the IC by an active member. The formal 'big business' retail sector does not employ children; the commercial agriculture sector has been active in recent years trying to root out child labour. In theory the development chamber of NEDLAC is the most appropriate South African vehicle through which to have an integrated voice and action against child labour by both business and labour. They are said to lack capacity and thus are deemed by stakeholders as currently not in a position to contribute to TECL activities.

The **trade unions** in South Africa (NACTU, FEDUSA) and Swaziland confirm that they are struggling to find their role (and also struggle with resources to attend meetings), yet see the issue of child labour as directly aligned with their members' interests. It is currently not a priority among their members (this is also confirmed by the absence of for example COSATU and FAWU) but the leadership see education and awareness raising as one niche that they should fill using members as 'watchdogs and whistleblowers'. The trade union representatives require more systematic guidance from the steering committees to help equip them for their potential role as champions with an important power base and reach - especially as they continue to struggle with human and financial resources to do so.

TECL's partnerships at sector level have been rooted in the **project reference groups** in South Africa, which have been noted by a number of members as a very good opportunity not only to provide advice to projects but also to network and share information on issues of common interest.

It may be interesting to determine to what extent the 'reference group' concept can be extended effectively to the provincial or local level. TECL's vehicle for partnerships at these levels is their **engagement with stakeholders** during implementation of each of the four pilot projects. The stakeholder map in Annex 6 demonstrates the high demands placed on TECL in its efforts to ensure that key players are engaged.

Important components that we did not investigate are the relationships within the **UN system** and other donor interventions. TECL has provided input for the South African and Botswana components of UNDAF, although it seems to be a challenge to convince the relevant bodies to include issues of child labour as priority due to its perceived low incidence in the region. Ensuring that synergies within the UN system are used for the benefit of TECL's objectives may be one area for strategic attention. UNICEF is a member of each of the steering committees and TECL interacts with them in the BLNS countries. In South Africa their restructuring has prevented the pursuit of concrete linkages. Information is exchanged with UNDP as ILO representative in each of the BLNS countries and the TECL team sometimes rely on their knowledge of the country and its networks. Discussions with IOM and UNODC are set to increase with the further deployment of TECL action in CUBAC and in child trafficking, especially as its regional

component unfolds. In terms of **other major agencies** in the area, TECL has engaged Save the Children Sweden to help train their service providers on research with children. There is also a possible link on the child justice system with SIDA through CUBAC and CSEC, but this has not yet been explored.

In summary, the TECL team is well aware of the importance of partnerships and of the need to find synergies that can increase its impact and sustainability, but building relationships takes time. Due to their workload the TECL team may not be able to utilise all available opportunities in this regard. They are therefore considering part of their exit strategy the development of a paper with recommendations on how synergies can best be created and used in future.

RECLISA and TECL are widely regarded as 'sister programmes'. Both are funded by the US Department of Labour and focus on the interface between child labour and education, working from different yet complementary perspectives. They were not well aligned during the early stages and TECL delayed the detailed planning and implementation of its pilot project to increase the level of synergy between the two programmes. In spite of their complementarity, the two programmes cannot and should not be directly compared, as their **approaches differ** quite fundamentally. RECLISA is focused on direct intervention with the benefit that large numbers of children can be reached quite quickly. They should have clear results in the short term. TECL has a wider mandate and has followed the more complicated route of creating national ownership, mainstreaming and working extensively with government partners to cultivate an enabling environment and knowledge for long-term sustainability.

In spite of the initial strains the two programmes are now **working together** on several fronts. TECL has been instrumental in drawing RECLISA into the steering committees, leading to fruitful opportunities for interaction as well as an opportunity for both to benefit from the committees' input. RECLISA is also a member of the TECL reference group for their education pilot project. The programmes have held several discussions to determine opportunities for collaboration. Information is being shared and TECL is assisting with, and participating in, a RECLISA-organised regional conference. Especially in the BLNS countries the relationship is growing. For example, in Botswana the two programmes were launched together. RECLISA was engaged in a TECL rapid assessment, while RECLISA is making use of TECL research to inform their actions. They even cooperate on logistical arrangements where possible. In Swaziland TECL and RECLISA have been collaborating in a number of ways. RECLISA is also represented on all the PACCs.

In view of the need for **policy-practice** link, much can be gained from the upstream focus (although not exclusively) of TECL and the downstream focus of RECLISA in complementary areas of education. The **challenge** is the effective alignment of the execution, documentation and evaluation of both programmes to capitalise on opportunities to draw out comparative lessons and good practice and to identify gaps that need to be addressed in national plans.

4.4. Monitoring child labour

⌖ How effective are the strategies for monitoring child labour? Is the Child Labour Monitoring System (CLMS) likely to be sustainable?

One of the TECL projects in South Africa aims to kick-start the development of a coherent, coordinated system in line with the **ILO-IPEC Child Labour Monitoring System** concept. It is still at an early stage. The conceptualisation for South Africa has just been completed and submitted for approval to the CLPA Implementation Committee. The strategy seems sound, emphasising an integrated approach in documenting the steps that have been taken, investigating what is happening to children removed from child labour and developing guidelines for the identification and monitoring of (ex) child workers. These steps have to be integrated with an initiative to track the effectiveness of CLPA implementation over the next five years. Getting the right information from the Labour Force Survey will also be part of the integrated approach. At pilot project level the processes of data collection have to be integrated with government structures, with

plans for data collection and dissemination to be defined early on as part of the programme theory (although some of the project plans have to be better linked to this concept). Priority will be given to improving the efficiency of existing government systems, linking all monitoring-related elements to become part of the routine work in the departments. The TECL contribution will (i) provide technical expertise for indicator setting, (ii) assess existing information systems in key departments before finalising the set of indicators, (iii) develop a methodology for assessment of a number of policies with respect to their incorporation of child labour concerns, and (iv) build capacity for implementation.

CLMS is as important as part of national and world-wide efforts to track and eliminate child labour, but in the South African context the **challenges** related to implementation of such an integrated, coordinated system are huge. It is not surprising that the Department of Labour is still struggling to get it costed. An adequate budget could not be obtained from the Ministry of Finance for StatSA to implement a comprehensive LFS module following the survey conducted in 1999. Capacities to translate policies into effective action are often insufficient and information systems are notoriously unreliable and difficult to get off the ground. Much more resources than initially envisaged may have to be spent on developing systems in departments to be ready for cross-sectoral coordination, as well as developing a culture of reliable data collection. The process is made particularly difficult in the absence of concerted CLPA implementation.

Coordination will also be **politically and not only technically** challenging, as the Department of Labour does not have authority over other departments. In the absence of other effective coordination mechanisms across government, the linkage of such a system with the larger ORC and other monitoring efforts in the country should be investigated to ensure that potential synergies are not ignored. Examples from programmes elsewhere in the world may be used to inform alternative strategies, for example using innovative labour- or community-based structures, a **'bottom-up' rather than 'top-down' approach** to child labour monitoring. In the long run sustainability of the current initiative is unlikely unless implementers are held strictly responsible for reliable data collection and effective information management as part of a larger government effort towards evidence-based decision-making.

Efforts in the **BLNS countries** have thus far been limited to assistance to some of the countries to add a child labour focus to national survey initiatives.

4.5. Organisational learning and knowledge sharing

- Does the programme maximise opportunities for information and knowledge sharing and learning among the programme / project stakeholders, including documenting and sharing lessons and good practice for replicability and scaling up of pilot projects?
- To what extent are rapid appraisals, policy papers, discussion documents, reports and other programme outputs shared with stakeholders?
- To what extent have such documents informed project design and activities?

A monitoring system is good only if it is used by the primary stakeholders. The TECL team is **eager to improve** and keenly aware of their own shortcomings and mistakes. They adapt strategies as they learn from experience and have established a culture of continuously trying to improve their own performance - unfortunately often in crisis management mode. This is not necessarily done using the monitoring indicators in the programme framework and it is unclear whether the team, the steering committees and service providers are in fact using the available monitoring information systematically and strategically. The monitoring systems at **project level** have some weaknesses which will require some attention, as the service providers still need to internalise the systems as tools to empower them in their work rather than mere mechanical reporting requirements.

In this context, **self-evaluation** as well as the mid-term evaluation are important learning tools. The self-evaluation process still has to be better integrated into programme planning. The design, timing and use of self-evaluation in TECL should be improved for it to become a truly empowering exercise for the key role

players. A better link should also be made between the PMP and self-evaluation. Few South African CLPA IC members participated in the self-evaluation; the response in the BLNS countries was better but according to some informants not inspiring enough to instil a sense of regular reflection and empowerment, yet there is a need (and in some of the BLNS countries even a thirst) for this type of exercise. The Swaziland PACC for example expressed their appreciation for the opportunity the mid-term review stakeholder workshop offered them for reflection and self-assessment.

TECL has been designed in part as an opportunity for learning through the creation, documentation and sharing of knowledge between institutions and across borders. This has been a key part of the rationale for its regional approach. The **documentation of research, lessons and good practices** to strengthen future interventions could be in principle one of the most important contributions of the programme. There is currently concern among a number of stakeholders in all the countries that knowledge sharing has been taking place but not to an adequate extent, resulting in some unnecessary competition and duplication. This also has implications for delivering and reporting among service providers to optimise opportunities for learning and information sharing between themselves and the broader audience. More synergy needs to be created in this respect.

There are few explicit references to knowledge sharing and learning in the programme design. An underlying assumption seems to be that once documents have been produced, they will be used – which is of course not always the case. The TECL team is aware of the need to **promote their use** although day-to-day pressures have inhibited attempts to drive this in a more systematic manner. Critical questions are whether (i) dissemination strategies are adequate to ensure internal and external access to the rich information and experience coming out of the programme; (ii) internal and external stakeholders are *actually* learning from the new information and knowledge; (iii) the information and knowledge reach the people with the power to use it to make changes.

We found the following:

1. Stakeholders appreciate the current TECL practice of **circulating documents** (TORs, proposals, templates, project outputs) to steering committees and reference groups as it gives them opportunities to contribute and learn. On the other hand they often feel “flooded with paper” without the time to spend on the detailed screening of proposals and reports. There is little that can be done about this situation as the documents are used to inform the next steps of implementation and part of their brief is to comment on drafts and other documents.

2. Key documents will be **published** for wider consumption. This has not yet been done except for the 2003 CLPA (CLAP) framework document, and will depend on available resources. The majority of documents have remained in draft form. A serious limitation is that only people with a very direct interest will take the time to read lengthy documents and it is unlikely that senior policy- or decision-makers will find them useful. Audiences need targeted approaches to increase use of information. We were surprised to find that more extensive use has not been made of **listservs** to achieve this objective and to facilitate communication between the programme role players.

3. A **website** has been in a planning phase for a long time in collaboration with the Department of Labour. Its implementation has been delayed for various reasons. This aspect that should have been resolved much earlier in the project; few programmes today are implemented for such a long time without placing strategic information on the Internet. On an interim basis and with almost no resources, strategic documents and progress could have been highlighted in a few dedicated pages on a specific ILO-IPEC or partner website. We do not believe that the interim solution being pursued of placing information on a variety of websites is ideal and the use of Wikipedia, although welcomed, is limited.

A dedicated site for CLPA / TECL should now be a priority to serve as instrument for public awareness and education; with highly competitive designers the cost compared to the benefits should be very low. It can also be used to improve efficiency as a management tool with restricted access for key stakeholders. Internet access in some of the BLNS government departments is still limited, but in our work across Africa we have found that committed people in urban centres usually find comfortable solutions to this problem.

4. Two SACU-wide **regional workshops** have been held where lessons learnt were shared with BLNS participants. Comments from informants indicate that they found these useful opportunities to meet and learn from others in the region. Some South African stakeholders would like to see more information made available about progress and experiences in the BLNS countries. It is therefore good that in July 2006 the TECL team and partners will present a large number of papers at a regional conference on child labour. These opportunities are very significant as they provide for multi-way sharing of knowledge and expertise across organisational and national boundaries, and for the establishment of networks that can strengthen actions to combat child labour.

5. '**Lessons learnt**' are included in the reporting system. Pilot project implementing agencies report on lessons learnt at four monthly intervals and lessons are included in TPR reporting to ILO-IPEC. It is unclear to what extent these lessons are seen as a reporting necessity or are truly internalised; in well managed projects reflection and evidence-based adaptation of practice are part of the management cycle. TECL service providers and some team members admit that there is not enough time to do this and what we have seen of 'lessons learnt' confirms this. However we have found that the TECL team is keen to learn and adapt their approaches and strategies based on evidence and experience. If time allows, they may focus on doing this more systematically in conjunction with their service providers to ensure that key lessons are captured and inform further programming before the end of the programme.

6. The production of well-conceived, **tailor-made reports** synthesising good practice from programme experiences for different audiences will be one of TECL's most important outputs. This is planned for the end of 2006 but in view of so many uncompleted projects – in particular the pilot projects - it is unlikely to capitalise on the rich experience that TECL should be able to share at the end of all its activities.

4.6. Gender mainstreaming

- Have gender considerations been mainstreamed across programme implementation approaches and activities? Has the programme where appropriate adopted approaches and mechanisms to ensure its relevance to women/girls as well as men/boys?
- Have the programme implementation approaches and activities been gender-sensitive?
- Does the programme clearly spell out areas of need and constraint where gender differences and interests should be taken into account and addressed?

ILO-IPEC requires the integration and mainstreaming of gender issues into all their programmes[38].. The TECL team provides IPEC guidelines on gender oriented planning and implementation to their service providers, who have to include and report on gender mainstreaming in research and other activities. Gender analyses in research reports have generated useful information, but we have failed to find evidence that issues raised and recommendations made have found their way consistently and with the desired depth into pilot projects, even in cases where the background research notes the gender dimensions of the problem (e.g. the 'Water Project', CSEC / CT and CUBAC). Several service providers confirmed that this element

[38] *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects*, January 1995, and *Gender mainstreaming in the design of action programmes or pilot interventions*. An undated IPEC document and checklist "aimed at complementing the guidelines on the design of action programmes in the IPEC standard operating procedures".

is not receiving due attention beyond collecting disaggregated data - in spite of the fact that traditional gender roles and male-female power relationships will impact on projects designed to inform future models.

We also did not find significant references in the country annexes or self-evaluation reports to gender and strategies for mainstreaming gender into TECL activities. Gender issues have therefore ostensibly not been addressed to the required depth either in the programme or project design or execution. If this aspect had been clearly highlighted in the programme design and in monitoring indicators, it may have had a stronger profile during implementation and may also have promoted linkages with national bodies with similar interests and expertise.

We propose that gender mainstreaming should be the focus of a strategic discussion between the TECL team, its service providers and the steering committees.

4.7. Pilot project implementation

As this was a programme and not project evaluation, we studied the projects only to the depth needed to answer questions related to the overall programme. On the other hand we conducted three field visits which gave us some insight into the approaches and processes of the programme team at that level. The four pilot projects in South Africa also absorb a significant part of the programme budget and are the substance of Immediate Objective 2. Our observations may therefore be useful as the TECL team enters the next stage of implementation. Our comments should be considered subject to the fact that we spent little time on each of them.

We provide in this chapter only a summary of our observations related to three of the four projects, namely CUBAC, CSEC / CT and the Water Project. A somewhat **more detailed assessment of each** is included in Annex 7.

Overall we found the **rationale for inclusion of each of the projects** sound, in line with the programme objectives, the CLPA and local concerns as formulated by a knowledgeable group of local stakeholders. It would have been useful to have all eight rapid assessments[39] available before final selection for pilot project intervention. The projects continue the ILO-IPEC tradition of **detailed and systematic planning** but with somewhat uneven results across the three projects. Some of the plans can be improved. Overall the designs remain very good and the rigor that went into their conceptualisation is steering their implementation. Once it is clear what should be done, the implementers tend to stay focused, using the plans to guide them on their course.

The three projects highlight the **large numbers of stakeholders** that need to be considered. In at least two of the projects care has been taken to ensure **synergies and good partnerships** in line with the mainstreaming approach, working with government at different levels, albeit with varying levels of success. The inertia in government may be affecting the potential for sustainability in one or two of the projects. In at least one significant work may still be needed to secure the cooperation of critical partners.

In general the implementing agencies and service providers seem **well selected and are of high quality**, although some struggle with the demands posed by TECL and ILO-IPEC requirements for planning and reporting.

In at least one instance we are aware that **community ownership** has not been receiving enough attention. Understanding the implications and methods of **mainstreaming gender** in such interventions appears to be a somewhat neglected aspect across all the projects in spite of sensitisation through the background research. **Distributing information, and capturing and sharing lessons** need some further attention to

[39] Due to the short timeframe only four were done, with two more in process.

ensure that this is done systematically, with focus, and that they become part of the project and programme fabric. This is one of the key factors that in the end will determine the value added by these projects to the programme.

It is difficult to judge the **sustainability** of the interventions or of their results after TECL termination. The TECL mainstreaming approach is based on ensuring sustainability, but external factors play an important role. Where government and community partnerships are strong, where experience is thoughtfully captured and shared, and where people believe in what is being done the chances increase, but the delays in implementation may set back very good intentions and lead to inadequate exit strategies. There are already small signs that the need to accelerate implementation may have a **negative impact on quality**. The benefits to be gained from well designed, executed and concluded pilot projects are one of the strongest arguments for **extension of the programme** until 2008.

5. Programme Relevance, Responsiveness and Sustainability

5.1. Relevance and responsiveness

- To what extent did information on the socio-economic, cultural and political situation inform the programme design?
- How well did the programme design take into account local efforts already underway to address child labour?
- How well does the programme strategy fit in with and support the CLPA, national education and anti-poverty efforts, and interventions of other organisations?
- Were credible processes used to identify the projects included in the programme?
- Do the needs and challenges that gave rise to the programme still exist? To what extent have original activities changed in partner priorities? Are there new needs and challenges that should be addressed?
- Is TECL responsive to change? Are there signs of evidence-based adaptation of the programme design and implementation strategy
- Is there a need to adapt the programme design at this stage?

5.1.1. In the context of the programme design

Informants in South Africa generally regard TECL as a **timely, credible and relevant** intervention. The reasons are found in the timing of, and approach to its design. Over the past few years a number of factors converged to open a window of opportunity for such an intervention in the region. The US Department of Labour and ILO-IPEC support is seen as instrumental in developing the CLPA and cultivating it immediately after its launch with inclusion of the BLNS country aspirations. Many of the informants interviewed for this evaluation agreed that without this support it is unlikely that any real progress would have been made by the governments in the region in moving the child labour agenda forward.

TECL's relevance stems from the strong **stakeholder- and evidence-driven** approach to its development. One of the design principles was to complement and strengthen existing efforts in the field of child labour *and* to mainstream child labour issues into other sectors. The extensive consultative design process in South Africa and in each of the BLNS countries – see below helped to base the TECL interventions on a good understanding of existing as well as emerging policies and programmes. Several of the TECL authors were child labour experts who were involved in CLPA background research as well as in the BLNS scoping studies. Towards the end of the CLPA design the TECL action steps were identified by key stakeholders using four criteria for prioritisation. TECL thus includes 31 of the CLPA action steps (or parts of action steps) as well as additional ones seen as essential for its implementation. This **strong grounding of TECL in the CLPA** helped to avoid duplication and fill critical gaps.

The CLPA as well as TECL were developed with consideration of the **best available data and qualitative research** in South Africa. TECL has thus been situated against an analysis (described in the CLPA) of the root causes for the vulnerability of children, the key socio-economic and cultural factors driving the worst forms of child labour in the region, an analysis of urgent needs in each of the countries and maps of the policy and donor environments. This evidence-driven approach was maintained in the TECL project portfolio as well as in the intent to sequence project actions to help ensure (not always successfully) that plans respond to realities and that research results inform the next stage of project execution.

Developing country programmes often fail due to inadequate evidence-based design and implementation. Around the time of the TECL design, **scoping studies** were done to determine the extent of available information and knowledge on child labour in the **BLNS countries.** They indicated that significant quantitative information on child labour existed only in Namibia (with SIMPOC active in the country at the time), while qualitative information was virtually absent. The collation of information on existing policies

and interventions with some relevance to child labour was thus a first step complemented by thematic studies and research on the extent of WFCL as well as good practices.

The merit in this approach is obvious. Unless TECL was to be "just another" direct action intervention within a fairly narrow mandate, it had to start the process with **gathering and integrating information** and evidence that could direct concerted national plans and interventions to eliminate child labour and WFCL. This was further enhanced by stakeholder workshops in each country in an effort to mobilise the knowledge of those working or with interests in the area. The country annexes finalised and approved around mid-2005 were thus based on the **best available information and stakeholder input**. The evaluation found that these strategies were accepted (by all but one of those interviewed in these countries), as credible and relevant foundations for the way forward. Informants confirmed that one of the best TECL contributions to date was the way in which it has sensitised them to what is happening and who the role players are in efforts to combat child labour in each country.

The stakeholder-driven and evidence-driven approach guaranteed that TECL was **embedded in local contexts** despite the fact that it was designed in line with international experiences and TBP recommendations. Learning from others while ensuring relevance to local contexts was one of the design principles for the CLPA and this was carried through into TECL. The local contextualisation is among others underscored by the inclusion of a rather unusual element of child labour – fetching fuel and water over long distances - as priority for action.

We conclude that within the restrictions of time and information, the way in which the programme was designed has given it the **best possible chance** to be relevant in the context of each participating country.

The programme design could perhaps have benefited by some interaction at an early stage with those engaged in similar programmes in other parts of Africa and elsewhere. Distillation of such experiences from evaluation and progress reports *in short user-friendly form* may be a useful addition to the ILO-IPEC arsenal of support to participating countries. Even more valuable will be fact-to-face meetings for this purpose with programme staff in other regions.

5.1.2. In the context of programme implementation

Programme advisors and implementers need to be **alert and responsive** to changes in the external environment that may affect the relevance of the programme framework. This should be accompanied by a **flexible, learning-focused approach** that encourages evidence-based as well as intuitive modification of the programme as developments unfold.

One of the strengths of the TECL team is their flexibility and responsiveness, as well as the **three mechanisms** they are using to help monitor developments that may have an impact on the relevance of its activities:

1. The inter-sectoral **steering committees and reference groups** are in principle a highly effective mechanism, as long as the groups bring their collective experience to bear on programme and project implementation. The programme as well as projects may benefit from an occasional systematic screening of relevant developments using the expertise of members of these groups. At present such inputs seem to be organic rather than systematic. The only example found of the latter was the self-evaluation exercise when the steering committees described what had been taking place in the policy and programming environment since the start of TECL. Such descriptive information could be used more frequently and critically to assess whether changes to design and implementation are needed.

2. The first part of programme implementation in the BLNS countries aimed to **gather more information** about the nature and extent of child labour and of relevant policy and programme

interventions across sectors, while the programme in South Africa dissected specific areas in need of more detailed attention. The tactic of **using research and policy screening for evidence-based decisions** about policies and programmes has therefore been extended to the implementation phase. This approach is already bearing fruit; in some of the BLNS countries priorities have emerged that are different to earlier perceptions. This will affect the content of the action plans as stream 3 proceeds.

3. The TECL **monitoring and reporting system** coupled to the **self-evaluation exercise and mid-term review** are in operation to help the team identify early problems and changes that should be considered. These efforts should as a standard ask for analysis of the changing external environment in which the programme operates, as well as the implications for the programme. They have not yet been optimally used for this purpose.

In the case of the **BLNS countries** the ongoing research and policy screening will inform the next steps in the process. In **South Africa** changing policy frameworks and partner priorities, and successful strategy implementation are making aspects of the CLPA redundant or causing shifts in emphasis. For example, legislation that criminalises aspects of child labour may require new approaches as perpetrators go underground.

It is important to know when to pursue change and when shifting goalposts may bring too much uncertainty into the system. In all countries stakeholders have highlighted areas that may have been designed somewhat differently had TECL been planned using current knowledge – more emphasis on street children, a better balance between metropolitan and rural areas, and so on. We cannot claim to be knowledgeable enough to assess what changes over past two years may require TECL to modify its programme design. But we have heard or read **nothing that convinces us that such changes are needed at this stage** with less than a year available before the programme is to end. TECL cannot do everything in its short lifetime. We believe that if well used, the three mechanisms already in use by TECL should provide it with the information it needs to ensure that it remains relevant and responsive to significant change.

Some modification at **project level** may improve the quality of implementation. The context on the ground may change more rapidly as experience and information feed into action. The reference groups are well positioned to provide information on project adjustments as the external environment changes.

Only one issue remains: there are many voices across the world that argue against a blind focus on eliminating child labour in developing countries, as children often work out of desperation and if they cannot continue, families suffer. Combating child labour in itself will not stop the phenomenon. To be truly relevant a programme has to articulate the need to **address the underlying causes** in tandem with efforts to combat child labour. This approach has to be highlighted more robustly as TECL, the drafting of APECs and - more pertinently - the CLPA proceed.

> "… thundering against child labour does not address the poverty that causes it."
>
> *In Defense of Globalization, Jagdish Bhagwati*

5.2. Sustainability

- Was a strategy for sustainability of impact included and clearly defined in the design? If so, is it on track?
- What is the likelihood that the programme benefits will be sustained after withdrawal of external support?
- Are there signs that child labour issues have been mainstreamed into existing policies and programmes due to the efforts of TECL in conjunction with CLPA, thus increasing the potential for sustainability?

- How effectively has the programme leveraged additional domestic and donor resources, partners and initiatives to be part of the CLPA and to ensure continued efforts in eliminating WFCL after withdrawal of its support?
- Have there been attempts to create and capitalise on synergies between sectors and partners that can enhance opportunities for sustainability of efforts and impacts?
- Is an appropriate exit strategy in place?
- Do socio-economic, political and cultural conditions exist to ensure that the programme will have lasting effects and impact?
- Do adequate systemic, technical and financial capacities and commitments exist within participating organisations and target groups to continue with the work?

Inadequate focus on sustainability has long been a scourge of development interventions in Africa. Today principled international aid agencies and developing country authorities have a **commitment to sustainability** when planning, executing and exiting their interventions. TECL is an example of a programme where the local stakeholders and ILO-IPEC insisted right from the start on an approach that would ensure the best conditions for sustainability "over time and space" after TECL ends. Its approach was based on recognition of the central role of national governments in creating an enabling environment as well as systems-based interventions that work on a large scale. The programme authors acknowledged that success would depend greatly on the government's ability to operationalise the CLPA, the national plans in the BLNS countries as well as regional plans in SACU in conjunction with their social partners.

This was fundamental to the programme strategy. As a first priority the programme was to strengthen capacities and commitment in government, compensating for limited capacities and many competing priorities. This meant engaging more with government than with communities or civil society in general; emphasising awareness raising and capacity building at decision-maker level, and mainstreaming child labour into existing policies and programmes in different sectors. It proposed to leverage resources for the longer term through existing efforts and synergies within and between organisations; mobilise existing resources from development and poverty reduction budgets; and attract additional donor funding for accelerated implementation. It included a major emphasis on developing capacities in-country to do evidence-based planning, to implement and manage, and to measure trends, progress and performance efficiently and effectively.

Our assessment has led to the following:

1. We endorse this as an **approach that is fundamentally sound** for the best long-term results in a southern African context where (i) governments provide strong leadership in development; (ii) children (at least in South Africa) are a priority for cross-sectoral collaboration; (iii) national information on child labour is limited yet essential for large-scale interventions; (iv) civil society is generally unaware of the growing problem; (v) community structures exist that can be mobilised; and (vi) relatively few NGOs work in the area – their capacity needs to be built over time.

   The counter-side is that with this approach the TECL implementers have less control; the visible results of their efforts depend on the performance of others, in particular government. This increases risk as governments in the region by their own admission struggle with capacity. Some have therefore argued that TECL should in South Africa have concentrated most of its efforts on interventions on the ground that would yield more immediate results in a less risky environment. We do not agree. South African stakeholders agreed that the TECL approach was the preferred route for long-term results and their expertise should be respected. Its timing proved to be crucial. Key government informants admitted that it kept many elements of CLPA implementation alive when its delayed adoption diverted attention to other priorities. It also built individual and some institutional capacity for further implementation which will be of great value once the CLPA becomes an official government programme.

2. An **exit strategy** has not been conceptualised although the mere fact that mainstreaming is the basis of the strategy is in itself an 'exit strategy'. The TECL team is aware of the need for more systematic work on its exit. The main challenges will be in finding mechanisms to keep momentum in the

absence of the pressure exerted by TECL and ensuring the effective transfer of the TECL experiences, information and knowledge. In the BLNS countries in particular, informants have noted the need for engagement with the TECL experience after their national action plans have been drafted - even though this is likely to be only after TECL in its current form has ended.

3. TECL has already had some **achievements in mainstreaming** (table 3), although the rate of results should accelerate and become more visible over the next year. The initial phase has laid substantial foundations and much is dependent on CLPA adoption. Efforts to **capitalise on synergies** with organisations outside government (specifically donor and other ILO programmes) have also not been pursued with the same vigour as with government departments, but there are limits to what can be done within the available time and resources. Some rapid assessments and research projects have tried to identify points of synergy; the pilot projects may yield more results over time. The main vehicle for this purpose is the steering committees and stakeholders have reported that these opportunities for networking and information sharing have alerted them to opportunities to work together. We have not followed up to identify specific examples.

4. In our previous work we have found that **sustained action** becomes reality among others if stakeholder (i) understanding, (ii) ownership and (iii) commitment to well conceptualised interventions have been achieved, as well as (iv) systematic transfer of implementation skills and experience to those who have to continue with the work. Champions (or networks of champions) with power or with access to power are also critical throughout this process. Taking these elements one by one, we assess the current situation as follows:

   i. *Understanding:* The majority of informants in three of the countries, including South Africa, believe that despite public pronouncements some key politicians and senior decision-makers in government still need to be convinced that interventions to eliminate child labour are critical to their development goals and not in conflict with culture and tradition. This calls for more targeted efforts to (i) remove misconceptions, and (ii) link child labour more convincingly to poverty reduction and development frameworks *as well as* national values and rights-based approaches.

   ii. *Ownership:* With only two exceptions, South African informants felt that TECL was a programme with a high level of ownership among those stakeholder organisations and individuals responsible for its implementation, mainly because of the effective consultative processes during the design of the CLPA and TECL. The following picture emerges when we assess local ownership using informants' proposed indicators (table 5):
      a. Individuals and organisations on the relevant steering committees show a strong sense of ownership of the programme, but this does not necessarily translate into sustained action. Representatives on these committees also often lack the power to make strategic decisions on behalf of their organisations.
      b. As noted before, some key decision-makers are perceived by informants not to be convinced or aware of the work of TECL, or may not have the time or inclination to give it due attention.
      c. Ownership at community level may be a critical factor in successfully combating child labour, but mechanisms for this purpose have to be developed.

   iii. *Government commitment:* This has been discussed in section 4.3.7. As can be expected, government commitment to combating child labour means in practice that it is closely related to concept of ownership. It is essential for success in the strategy that TECL is using to increase the chances of sustainability.

   iv. *Sustainability:* The informants' perspectives on what should be in place for TECL's efforts to lead to sustainable action 'over time and space' are clearly aligned with the programme strategy

(table 6). By the end of the programme a large number of CLPA action steps will have been implemented or influenced; important information will be available; certain capacities and systems will be in place and if the CLPA is adopted and prioritised for action, resources should flow to continue implementation. In the BLNS countries the drafting of APECs will provide for time-bound programme strategies aimed at taking concerted action to eliminate child labour and WFCL.

Table 5: Assessment of local ownership of TECL using stakeholder indicators[40]

Stakeholder indicators for TECL ownership	Our assessment
• Participatory implementation and decision-making among key stakeholders from different sectors in government and civil society	Takes place in the CLPA Implementation Committee, PACCs and Reference Groups
• Consistent attendance of planning and monitoring meetings, with active and strategic input by participants	Constant turnover in meeting representatives; considered major problem by participants; differing opinions on level and intensity of participation
• Government leadership in the process of child labour mainstreaming, including resourcing of TECL	Overwhelming impression among informants that the TECL team leads instead of Departments of Labour
• Accelerated decision-making by government with respect to critical child labour policies or initiatives	Not In South Africa; CLPA adoption delayed since 2003. BLNS countries not tested
• Acceptance among government decision-makers and the public that child labour is destructive – and concerted movement towards its eradication	W.r.t. government – refer to comments above. Reference to broader community - not part of TECL focus, but critical for long-term success
• Ownership of children returned to the *community,* in line with concept of *ubuntu – i.*e. the community and its structures take collective responsibility for the wellbeing of its children (this notion of collective responsibility is perceived as having been replaced during recent years by a strong focus on individual interests)	Not part of TECL focus, but important strategy for long-term success

It is difficult to make a final judgment on the likelihood of sustainability of TECL efforts over time and space, but the TECL approach and strategy have maximised the chances. The following are the main **strengths** in the context of this programme which increase the chance of success:

- The focus in the TECL strategy on sustainability after the programme is terminated, and the achievements linked to its mainstreaming efforts.
- The South African government's focus on children as a cross-cutting priority for action.
- The commitment of certain departments and individuals to continued implementation of system-wide initiatives in South Africa using TECL experiences.
- The BLNS governments' commitment to national plans of action to combat child labour and in particular worst forms of child labour.
- The networks (steering committees and reference groups) formed by organisations across sectors and interest groups who participated in TECL steering committees and reference groups.

[40] These 'indicators' were informally gathered during informant interviews. They do not represent standard IPEC indicators, but the perspectives of local stakeholders.

The **main threats** to sustainability are:

- The lack of a network of *powerful* champions and *highly effective and active* alliances for advocacy and action between the government, NGOs, the private sector and labour unions. The steering committees have not realised their potential in this regard. Informants admit that TECL cannot even claim to have a very active network of *operational* champions yet in spite of the committed efforts of the TECL team and others in the various steering committees.
- Several key informants expressed concern that the dedication of the TECL team has led to too much dependency on their energy for CLPA implementation and in the BLNS countries for moving processes forward. A mechanism is needed to continue to act as governments' 'conscience' in the field, providing the resolve and expertise to move an integrated plan forward. The position of units such as the South African ORC, inter-sectoral advisory groups and/or the departments and ministries responsible for labour issues need investigation find the best way forward.
- A continued perception that efforts to eliminate child labour and tradition are in conflict.
- Further delays in the adoption of the CLPA.
- Failure to find the best way to use the existing community and traditional structures and the values embedded in the fabric of society to lead action on the ground.

"This programme needs the mother Ministries and Departments to build their base from project to process to systems thinking. In this way TECL will die but local understanding and ownership will ensure sustainability."

Key informant, Swaziland

"The PACCs still need to be more engaged in the BLNS countries. They remain a bit remote and wake up when Pretoria pushes the button. They do not arrange meetings out of their own volition, so are still externally driven. The secretariat also feels remotely controlled. There should be a more organic link between them…..The committees have not internalised the concept of what they are dealing with. They (the committees) are critical to sustainability, so we must work harder to make sure they fulfil the right role to take this forward in the long term."

Key informant, Swaziland

"A focus on mainstreaming is important but does not take away the need for a driver that can motivate and stimulate matters of child labour, otherwise this issue will disappear among all the 'mainstreaming'. A specialised unit for advice and best practice will still be needed even if everything is mainstreamed…. We need something to be government's 'conscience' in the field."

Key informant, South Africa

Table 6: Stakeholders' perceptions of elements needed to ensure sustainability of TECL interventions and results

Stakeholders' Perceptions of Elements Needed For Sustainability	
• Government and other stakeholders committed to initiatives, each taking responsibility for its own interventions and allocation or mobilisation of resources • Relevant capacities developed in government and among NGOs / service providers • Institutional arrangements, resources, information and capacities in place for project roll-out / up-scaling • Institutional memory retained	• Protection / safeguarding during institutional planning of what has been done and achieved • Critical data and information available to support evidence base for action • Systems thinking and approaches to planning and coordination • Continuous agitation w.r.t. child labour issues by champions, alliances and networks at all levels; pressure group(s)

Finally, a recent study by the Office of the Presidency[41] in South Africa highlights several interesting trends: a decline in nuclear-type households, an increase in extended family households and less contact through community networks in their neighbourhoods among Africans than other population groups. The report recommends that society should "encourage forms of social organisation at the basic level that promote social cohesion, especially better household environments and communities for the upbringing of children" and "The outlook of social partnership to achieve national objectives should permeate all of government's work, and should be encouraged across society."[42]

[41] A nation in the making: A discussion document on macro-social trends in South Africa (The Macro-Social Report - MSR). Policy Co-ordination and Advisory Services (PCAS), Social Sector, The Presidency, 2006, pa 71-74
[42] Ibid p 99

Whether this indicates that the honoured concept of *ubuntu* may be breaking down in African society needs more careful analysis. The point here has been made by a number of informants: that child labour will be eliminated in a sustainable manner only if the **value of "community" as well as community-based structures are effectively mobilised** – not new structures created – in the fight. According to one BLNS informant: "Village committees should be the first line of defence to prevent children from becoming involved in child labour, and for public education".

TECL has not followed this "bottom-up" approach. It would have been too much to expect more to be added to their mandate, but it could be a major focus for a national programme on the elimination of child labour. The starting point may be awareness creation, but even this may have to be targeted for the underlying purpose of "giving the protection of children back to the community". The implications of this approach need to be considered in the light of other initiatives, for example the Child Care Forums in South Africa or the ORC mandate to establish provincial and local structures to assist in the implementation of the NPA.

> "Whoever designs the programme should have a very good understanding of traditional contexts.… Traditionally there is no such thing as an 'orphan'.… Government should work to allow communities to take control, without establishing new structures. Don't try a new model. Use traditional structures – even if the social fabric is damaged."
>
> *Service provider and researcher, Swaziland*

6. Findings

TECL as TBP support programme

1. In the absence of formal adoption of the CLPA in South Africa, the funding provided through TECL has been a main driver for the implementation of a number of its most urgent action steps. In the absence of a clear delineation of the amount of government funding allocated to combat child labour, it has been critical in 'getting the ball rolling' before the momentum built up from the CLPA development process could dissipate.

2. Out of the 131 proposed CLPA action steps spanning 29 government and other actors or categories of actors, TECL activities are contributing to around 30 and has the potential to influence another 50.

3. Stakeholders represented on the TECL steering committees share a common and clear understanding of the purpose, approach, strategies and terminology of the programme. This understanding has been created through extensive consultative processes during the programme design phase before and during programme implementation, the coordination by a central team across five countries and the drawing together of stakeholders in steering committees and project reference groups.

4. Although the key stakeholders in South Africa understand in principle the difference between the national TBP and its support programme, in practice they are becoming one as TECL continues to be the implementation instrument for the CLPA.

5. Although they recognise the urgent need for interventions on the ground in the region, the vast majority of stakeholders interviewed prefer TECL to focus on creating an enabling environment and preparing the ground for sustainable action in the long term. They support the mainstreaming approach on which TECL is based as well as the prominence given to upstream work.

6. TECL is well in line with the ILO-IPEC requirements for TBP support programmes, but differ from the norm in several aspects that are providing useful opportunities for testing innovative approaches.

7. The innovative elements in TECL provide ILO-IPEC and the donor with opportunities to experiment with new approaches, but uncertainty about the number of direct beneficiaries in South Africa who can be reached in the lifetime of the programme has led to tension between ILO-IPEC, the TECL team and the local stakeholders.

8. The cross-cutting issues of gender and HIV/Aids have not had the necessary profile in the either the design or implementation of TECL.

9. One of its key strengths is that stakeholders see TECL as locally owned and driven due to the processes of stakeholder consultation and involvement during the design and implementation phases as well as the continuous engagement of stakeholders through steering committees and project reference groups.

10. With the complexities and approaches of this sub-region, the period of three years is too short for a locally owned, evidence-based programme that emphasises upstream work and the mainstreaming of child labour issues across sectors.

The programme design

11. ILO-IPEC's insistence on sound planning has led to a programme that is logical and coherent and based on a sound theory of change.

12. The rationale for inclusion of each of the projects in TECL is sound when judged against the programme objectives, local stakeholder opinion and priorities, available information at the time of design and the CLPA content. This does not mean all priorities could be included or that some controversies do not exist.

13. The programme logic demands stakeholder buy-in and trust in TECL results and products over a large front, justifying to a great extent the emphasis TECL has placed on bringing key organisations on board, consulting and managing processes in a manner that builds confidence in their work and products.

14. The rationale for the TECL (and even more so the CLPA) logic could have been strengthened by a clearer articulation of, and integration with the macroeconomic and institutional frameworks within which it is located in each country and in the sub-region, the factors influencing supply and demand and the relationship with interventions addressing the root causes of child labour.

15. Better identification of assumptions and risk factors in the beginning of the programme would have improved risk management during the initial stages of programme implementation.

Monitoring and evaluation

16. The Project Monitoring Plan is in general well designed, clearly formulated and manageable, but its usefulness is questionable as the indicators (i) do not make adequate provision for tracking key aspects of programme and project performance during implementation; (ii) do not deal sufficiently with issues of attribution[43]. The Means of Verification may also benefit from some refinement.

17. The CLPA M&E system is still under development, but TECL's monitoring system reflects its grounding in the CLPA.

18. Although the TECL team is using the Project Monitoring Plan for accountability purposes, neither they nor the steering committees have used it effectively to engage strategically with programme progress and performance.

Achievements

19. Due to the upstream and mainstreaming nature of TECL, patience is required as results take longer but are more sustainable. Achievements to date are qualitative rather than quantitative, hard to define and slow to appear, but are set to accelerate as implementation proceeds and some projects are concluded over the next year. At the moment stakeholder perceptions are the main measure of success.

20. In spite of serious implementation delays, TECL activities are executed in line with the action plans (except for the timeframe), through careful programme management within the parameters established in these plans.

[43] The scope of this report does not allow for the detailed analysis to be documented here.

21. There is very good agreement among stakeholders in all five countries on the main achievements of TECL, which are generally in line with the expected deliverables and outcomes but reflect the slow progress in implementing the pilot projects in South Africa. According to latest reports only 134 children have been reached to date as direct beneficiaries due to the late implementation of pilot projects and the strong initial emphasis on mainstreaming across government policies and action plans.

22. Stakeholders regard the expansion in each country and SACU of (i) the knowledge base through research, and (ii) inter-sectoral child labour networks (through interaction on steering committees and reference groups), as both the most significant programme achievements to date and the most needed contributions in strategies combating child labour – even though the networks have not yet achieved their potential as effective champions and alliances for advocacy and action.

23. TECL's second most acknowledged contribution is the extent to which it has helped stakeholders in each of the countries to join forces around a common strategy and use that to determine how best to move forward in their own institutions.

24. The PMP indicator data does not provide adequate useful information that can help ascertain TECL's contributions or help improve programme implementation and performance, due in part to insufficient definition of the means of verification and chance of attribution.

Implementation

25. The choice to focus significant effort on upstream work and on mainstreaming child labour across sectors (instead of on direct interventions in a few specific areas of work), has dramatically increased the workload on the implementing team, yet is recognised as providing the sub-region with a kick-start towards an enabling environment and sustainable action in combatting child labour.

26. In spite of a three month extension already granted, implementation delays of up to a year (from the initially approved schedule) makes it highly unlikely that the majority of the expected results will be achieved before the programme ends.

27. The delays are seriously affecting the chances of successful programme delivery. This is not due to a lack of commitment and performance by the TECL team, but rather the nature of the programme and the environment within which it is being executed.

28. At least 11 reasons for the delays have been identified, seven *external* and beyond the control of ILO-IPEC or the programme management. Four are *internal*, including the ambitious scope of the programme coupled to a short programme timeframe and inadequate human resources for implementation; counter-productive management approaches; slow recruitment and procurement processes; and weak administrative support.

29. The external factors influencing programme progress and performance relate mainly to insufficient evidence for action, competing priorities and inertia in governments, capacity constraints, and inadequate understanding of or hesitance to acknowledge the nature, extent and consequences of child labour in the region.

30. In the BLNS countries it is likely that the work in streams 1 and 2 will be completed, but there may not be enough time to establish national action plans. This will severely weaken TECL's impact.

31. The pilot projects are far behind schedule and with the exception of CUBAC are unlikely to be completed before the programme ends. This will significantly diminish their utility unless systems are established and time allowed for rigorous compilation of lessons and good practices.

Institutional model for implementation and management of TECL

32. The institutional arrangements and the roles and responsibilities of the key role players were clearly defined in the programme document, and implemented according to plan - with the exception of country-based focal points for project implementation which were envisaged in the initial project document, but not instituted.

33. The stakeholders in the BLNS countries show strong support for the current model based on central coordination from South Africa, but with the caveat that implementation should be decentralised once an action plan for each country has been devised.

34. The stakeholders' support for the model is based on (i) its resource-efficiency; (ii) the opportunities it creates for comparative implementation and knowledge sharing; (iii) the drive, competency and empathy of the TECL team; (iv) the fact that there are local structures towards full country ownership; and (v) the availability of technology that facilitates communication.

35. Those stakeholders who felt that country ownership was lacking were concerned about (i) too much dependency on "external" coordination; and (ii) the increased potential for blind transfer of theories and practices to local contexts.

Positioning, performance and role of the TECL team

36. Although the TECL team is officially an ILO-IPEC team, they are mostly local appointees who have taken pains to represent the local stakeholders' opinion and operate close to the South African Department of Labour, acting as facilitators, catalysts and implementers. This has been one of the key reasons for their success but has also led difficulties when having to manage divergent views between the local and international stakeholders (for example in setting targets for numbers of direct beneficiaries).

37. The TECL team's insistence on a stakeholder-owned and -driven programme has been instrumental in the goodwill towards the programme and will be essential for long-term sustainability, but has contributed to delays and to tensions around target setting for direct interventions.

38. The TECL team is known for their hard work, commitment and tenacity, but appear understaffed when the complexity and diversity of their work, the ambitious nature of the programme timelines and their insistence on quality processes and outputs are taken into account. In South Africa this situation is exacerbated by the lack of a dedicated child labour specialist in the Department of Labour.

39. Some key weaknesses in the TECL team need to be addressed to improve programme delivery: (i) inadequate administrative skills and systems; (ii) management approaches that yield too little benefit for too much time and effort, especially in preparation of plans and documents; and (iii) at times insufficient diplomacy when confronted by sensitive situations.

40. Using consultants to strengthen the TECL team has been an effective instrument in overcoming the human resource constraints in a programme of this nature.

Service providers

41. The service providers are generally satisfied with the interaction and support from the TECL team, but are frustrated with the complicated reporting demands, the frequently changing templates and "rules", and the time delays at various stages right from the start of their engagement.

42. The practice of competitive recruiting of NGOs, CBOs and consulting companies to implement the projects is in this context a sound mechanism to mobilise the best expertise and build local capacity. The TECL team's recruiting processes have proven to be effective and based on sound management and ethical approaches.

43. The mechanism of using NGOs or consulting companies as implementing agencies that coordinate service providers in a specific multi-site project (for example the Water Project) is more effective than when the coordination has to be done directly by an (often overloaded) TECL staff member (for example CSEC / CT) – (finding from an analysis of pilot project implementation; refer to Annex 7).

Role of ILO-IPEC

44. The ILO-IPEC / donor demand for rigorous planning and monitoring and reporting against such plans has laid the foundation for a well designed and generally well executed programme.

45. The ILO procedures for procurement of service providers are not agile enough for programmes such as TECL that have innovations in approach and processes, and neither party has done enough at a very early stage to work together to resolve bottlenecks and inefficiencies. This has caused major frustration and has contributed significantly to the delays in programme implementation.

46. Similarly, ILO-IPEC / donor procedures for approval of (changes to) plans and budgets are cumbersome and time-consuming, often with too little value added in terms of feedback to the programme compared to the time taken for the process. These aspects have had a detrimental effect on staff motivation and performance and if TBP support programmes are to be effective, they have to be improved.

47. TECL receives far less administrative support from the ILO Area Office than originally planned. The technical support provided by the AO is more substantial. Technical assistance is occasionally also requested and provided by other ILO offices, but it is not clear whether TECL is capitalising effectively on the vertical and horizontal organisational strengths of the ILO. The evaluation team did not investigate the level of *political* support that the AO is providing and can provide, but in view of its importance this aspect should be a critical point of discussion with the AO to ensure that this is done effectively.

Safeguarding quality

48. The TECL team has a number of quality safeguards which add to their workload but with few exceptions gives them credibility and a reputation for quality. However in some instances they need to find a better balance between quality and efficiency.

49. Threats to quality safeguards are starting to appear, among others cumbersome processes that demotivate service providers and the need for fast project implementation that is tempting implementers to bypass sound buy-in processes in communities.

The role of government

50. The officials working with child labour in the government departments are committed to their cause, but hamstrung by competing priorities and responsibilities, insufficient decision-making authority, inadequate resources and ineffective mechanisms for working across departments, especially where a lead department has no authority over others.

51. Measured against stakeholders' judgment of what constitutes 'government commitment', key areas that need attention are (i) getting senior decision-makers actively engaged, (ii) ensuring adoption of the CLPA in South Africa in order to mobilise human and financial resources, and (iii) ensuring a 'government door' for child labour when TECL ends (a unit located in an appropriate place in line with cross-sectoral approaches and an appropriate level of authority).

Culture and tradition

52. Stakeholders' perceptions are that more progress could have been made if people in key leadership positions were better informed of the nature and extent of child labour and perceptions dispelled that efforts to address these are in conflict with culture and tradition.

53. Stakeholders' perceptions are that the steering committees and reference groups have the (as yet unexploited) potential to act together as active networks of champions against child labour. At present the committees are activated only when meetings are held.

Partnerships and synergies

54. One of the points of departure in TECL is to create or make use of synergies with potential partners to facilitate collaboration. Its focus on government has meant relatively little engagement with other donor interventions, NGOs or the UN system although it has made attempts to pursue certain opportunities – more so in the BLNS countries with UNICEF and to a lesser extent with UNDP.

55. TECL's engagement with NGOs may be too limited, focused only on recruiting service providers for project execution and on engaging NGO networks on steering committees and reference groups where their experiences inform TECL activities. NGO representatives consider TECL's main contribution to their capacity as research information, analysis of good practices (only to appear towards the end of the programme) and formal opportunities to interact with government.

56. RECLISA and TECL have different yet complementary approaches which have led to some alignment and collaboration, especially in the BLNS countries, but this can be extended through a stronger emphasis on the policy-practice link as well as joint planning for comparative work in evaluating and documenting experiences and results.

57. With child labour taking place mostly in the informal and subsistence sectors, the traditional ILO tripartite concept has had to be adjusted, with the engagement of NGOs, CBOs and other community structures more essential for success in concert with government.

58. The potential contributions of employer and labour organisations were not addressed in the initial conceptualisation of the programme and they continue to struggle to find an active role other than giving advice on steering committees.

59. The trade unions struggle with inadequate capacities and resources to contribute to TECL, but are well positioned to empower their members to act as 'watchdogs and whistleblowers'.

Monitoring child labour

60. Work is progressing with the establishment of a CLMS in South Africa and several departments are collecting relevant data, but this ambitious initiative faces real challenges in terms of integration of existing and new systems, cross-sectoral coordination and systematic and reliable data capture.

Organisational learning and knowledge sharing

61. Although the TECL team is keen to improve their work, monitoring, attributing and analysing progress and achievements, compiling lessons, and learning from self-evaluation have not yet been integrated into their or the steering committees' operations.

62. Stakeholders find the draft documents – terms of reference, reports, research results - regularly shared among the steering committees, service providers and reference groups to be useful but at times 'overwhelming' in terms of volume.

63. Documents take too long to be finalised (according to anecdote at least one has been through eleven drafts!) and their accessibility has been hindered by the lack of a dedicated website (or at least dedicated web pages) for TECL.

64. Stakeholders found the opportunities to share experiences in regional workshops very useful and would like to see an increase in these activities as the programme progresses.

Gender mainstreaming

65. Gender mainstreaming in TECL has not received sufficient attention and has consisted mainly of disaggregated data collection without engagement with other strategic issues and research recommendations.

Pilot projects

66. The rationale for the selection of each of the pilot projects in TECL is sound, including the 'Water project' aimed at the most prevalent form of child labour in South Africa.

67. Some of the pilot projects have been well planned (e.g. CUBAC) with appropriate monitoring systems, while others (e.g. CSEC) need some improvement (refer to analyses in Annex 7).

68. TECL's emphasis on ownership and partnerships for sustainability is reflected in its efforts to establish alliances with government at various levels, service providers and communities. Success to date has been uneven and this may affect the sustainability of the initiatives and their results.

Relevance

69. TECL is regarded by the majority of stakeholders in each of the participating countries as a timely, credible and relevant intervention.

70. TECL's relevance stems from the following:
    i. The strong stakeholder-and evidence-driven approach to its development (in South Africa in tandem with that of the CLPA), which meant that it was designed using the best available information and experience of key stakeholders.
    ii. The continued close connection to a diverse set of stakeholders who act as advisors in the steering committees and reference groups. Their knowledge contributes to keeping TECL relevant.
    iii. The fairly consistent use of research results to inform implementation, although in some cases this could not be done due to delays in completing the research. and
    iv. Its emphasis on local interests and contexts which ensures that external experiences are considered but not blindly adopted.

71. The external environment has been changing as research results become apparent and policies and interventions are established or completed, but not to the extent that TECL activities have become irrelevant. A careful balance has to be kept between change and instability, and new priorities may best be considered for the BLNS national action plans and CLPA revision.

72. The TECL team is in general responsive to change, although the three mechanisms established to monitor contextual change can be mobilised more effectively: (i) steering committees and reference groups; (ii) research and policy screening as built-in elements of the programme; and (iii) monitoring and reporting coupled to self-evaluation as well as the mid-term review.

73. The relevance of TECL and the national action plans to development needs to be analysed and articulated more strongly in the context of national, regional and continent-wide frameworks to address the underlying causes of child labour and the factors that determine supply and demand.

Sustainability

74. The sustainability of interventions and results was considered from the start and is the basis for the mainstreaming approach in the programme design. It is fundamental to the approach taken in TECL and while this brings more risk and more complex and slower work, it is essential for long-term success.

75. Stakeholders' perspectives on what should be in place for TECL's efforts to lead to sustainable action 'over time and space' are clearly aligned with the programme strategy.

76. An exit strategy is to be defined only during the next few months, but many of its components are already in place as it largely depends on the transfer of commitment and capacity to government actors over the life of the programme.

77. The TECL approach has laid the groundwork towards sustainability and given it the best chance of long-term success, but it is difficult to predict the extent to which this may happen, as much depends on external factors, in particular the commitment of the governments. This is not clear in view of competing priorities and other factors impeding governments' capacity to deliver.

78. There are a number of strengths that increase the chance of sustainability:
- The results that are starting to show through TECL's work;
- Some governments' growing focus on children as a cross-cutting priority;
- The commitment already shown in South Africa by certain government departments to continue the work of TECL;
- The BLNS governments' undertaking to developing national plans of action;
- The multi-sector networks that have started to collaborate under one national framework.

79. There are also critical threats to sustainability:
- Insufficient focus on ensuring an active cross-sectoral network of powerful champions and alliances for advocacy and concerted action;
- Too much dependency on the TECL team for action;
- Conflicting political interests and priorities;
- Insufficient understanding of the nature of and interaction between child labour, tradition and the root causes of child labour.
- The challenging nature of cross-sector and inter-departmental work in government;
- Further delays in the adoption of the CLPA;

- Failure to find the best way to use existing community and traditional structures and the values embedded in the fabric of society to guide action on the ground.

7. Lessons

These lessons have been drawn from what has taken place as well as from what did *not* happen. The latter may be more controversial but still useful to consider.

1. If sustainable action is desired after a TBP support programme ends, the following interconnected challenges should be considered and accommodated during programme planning and execution:
   - (Relevant) children's voices give programming aimed at combating child labour credibility (lesson from CLPA design process).
   - Creating understanding and acceptance among decision-makers and the community of the nature, extent and implications of child labour requires convincing arguments based on solid evidence in order to counter perceptions that it is in conflict with tradition and culture, and inevitable when considering the desperation caused by poverty. It takes time to generate the evidence and educate the various role players.
   - Ownership is created when issues are understood and local stakeholders are properly consulted during the process of programme design and implementation. Getting buy-in across sectors and interests can be very time-consuming depending on the number of role-players who need to be consulted.
   - Commitment among key role players flows from understanding and ownership, but also requires the authority and resources to act and to hold implementers accountable for action. Without all these elements in place, it is unlikely that TBP support programmes will yield long-term results.
   - Ownership is also dependent on stakeholders' trust in the local relevance of proposed and implemented actions. This requires the capacity to draw from other experiences while ensuring that local contexts determine what should be done. This requires processes that provide international experience as well as evidence and understanding of local contexts.
   - Without an enabling environment that cuts across sectors, action on the ground cannot be sustainable. This entails close engagement with time-consuming government processes. Time should be allowed for this right from the planning phase if this element is emphasised rather than direct interventions in a few areas.

2. It is hard to implement support programmes if the national TBP framework has not been costed and approved. Delayed government resource allocation and subsequent dependence on external funding threaten sustained action. Ideally the TBP should officially be adopted as national strategy before supporting resources are allocated. If the choice is made not to wait, the complications that arise should be accepted and accommodated.

3. One of the best contributions that can be made in countries developing their first national strategies is to get a solid base of evidence that can inform local strategies and action, convince role players to commit resources and educate those who are ignorant or sceptical. However then the information and knowledge produced should be packaged and disseminated using different strategies for different target audiences. It should be done deliberately and with an understanding of the needs of the audience.

4. In the type of strategy embodied by TECL (consisting of a locally owned, four-pronged, mainstreaming approach to combating WFCL) and to be executed in three years, the numbers of direct beneficiaries have to be regarded as less important in the short term than (qualitative) changes in capacities, attitudes, priorities, approaches and methods within government. Targets for direct beneficiaries have to be set, yet in this case the goal cannot be to reach the largest possible numbers within the programme timeframe, but to understand those factors that determine how many can best be reached under what circumstances within the enabling environment that is being created.

5. Setting targets for numbers of direct beneficiaries in pilot projects must be done in a realistic manner based on the best available evidence and assessment of capacity.

6. TECL type programmes are ideally placed to explore the nature of the policy-practice link and how this can best be established in a country and region for relevant, sustainable and continuously improving policies and strategies. This requires among others an emphasis on learning lessons from the field and establishing models for good practice in local contexts.

7. The philosophy underpinning this type of programme (with a similar four-pronged strategy) demands a strong focus on credible products that will increase the chance that they will be used by decision- and policy makers. Mechanisms that ensure quality and relevance, as well as close and trusting relationships with key role players are essential. The time-consuming nature of this work, especially when a large number of diverse products are involved, should be considered and accommodated during the planning phase.

8. For programmes with the scope and resources of TECL, three years could be a realistic implementation timeframe for an effective implementing team, but only if (i) a national strategy has been formally adopted and government has committed significant human and financial resources to the effort; (ii) similarly close linkages are established with key role players; (iii) mainstreaming is done with the clear understanding of who would take over what functions, when and how. In other words, adequate resources, commitment and an exit strategy should be in place early on – even if these evolve over time. Under any other circumstances it is likely that three years will be too short to get results that will justify the investment.

9. TECL type programmes cannot be compared in terms of expected results with programmes that have a strong focus on downstream work and reach large numbers of direct beneficiaries.

10. Cross-cutting issues like HIV/Aids and gender should be clearly articulated and accommodated in programme plans, and indicators established to track progress of these elements during implementation – otherwise they are not adequately addressed during implementation.

11. A coherent and logical programme theory greatly contributes to effective and consistent implementation and management of a complex programme.

12. Significant attention should be paid to risk management strategies, starting with identifying and monitoring assumptions and how they are played out, as well as other risk factors. A balance between ‘executing to plan’ and ‘learning while doing’ is needed, coupled with enough donor flexibility to accommodate justified (or even intuitive) changes.

13. Developing a Project Monitoring Plan and reporting against it is not enough. It must be internalised and used by managers, implementers, advisors and facilitators / donors, each for their own benefit.

14. Indicators should reflect not just some processes, outputs and long-term impact, but also intermediate milestones and changes that can help indicate whether key implementation aspects are on track. These can be particularly helpful during self-evaluation. The latter and the PMP should be connected - at least in some respects.

15. Quantitative indicators and means of verification must be carefully defined to make provision for challenges around attribution.

16. The regional coordination model employed in TECL is proving to be a very good model to start TBP development in countries with a common base, especially when action can be built on the experience of a country that is further advanced. Its success is highly dependent on (i) the central

management team's empathy and ability to work in a non-prescriptive, non-threatening way, effectively guiding and advising and transferring information, managing processes that ensure buy-in as well as sensitivity to local context; (ii) local structures that are in place to move forward once their capacities have been built and strategies developed; (iii) good use of technology for communication, information sharing and collaboration; (iv) a good exit strategy that guards against too much dependence on the central management team; (v) adequate resources to ensure sufficient attention to all countries' interests.

17. A management team working under time constraints is extremely dependent on effective and efficient administrative support and systems, including tools that facilitate coordination. This can be critical for delivery within given timeframes.

18. Where an ILO office is used to provide support to a management team, efforts should be made beforehand to ensure that the necessary capacities are available and the nature and demands of the programme are well understood (and not regarded as an 'add-on' to core ILO business).

19. Programmes are not necessarily clear on how best to use the available mechanisms to help them to capitalise on the horizontal (across similar programmes in different geographic regions) and vertical (headquarters to regional to area offices to individual programmes) strengths of the organisation.

20. Establishing mechanisms that ensure good quality processes and products should receive concerted attention from the planning phase, and should not be (entirely) dependent on quality control from ILO-IPEC headquarters and donors.

21. If a programme team is proven to be capable and reliable, the need for external approval of (relatively insignificant) operational changes can be frustrating and contribute significantly to implementation delays.

22. In certain contexts a special effort needs to be made to identify and educate key leaders and decision-makers from national to local level to counter perceptions that efforts to eliminate WFCL are in conflict with tradition, culture and the desperation born out of poverty.

23. Where child labour and WFCL are mostly found in the informal or subsistence sectors and in family environments, the traditional ILO tripartite arrangement for action has to shift to include a stronger emphasis on civil society (NGOs, CBOs and other community-based structures). The roles of each should be elucidated as early as possible in the programme.

24. Information and knowledge sharing require distinct strategies that should be articulated and implemented as part of the programme and project plans. The strategies should be tailor-made for different audiences and adequate resources allocated for this often-neglected function.

25. Multi-sector and inter-departmental groups (such as the steering committees and reference groups) are critical instruments for (i) developing a common vision among key stakeholders, and working within one framework; (ii) continued relevance of the programme; (iii) sustained ownership of the programme; (iv) mobilising champions to work together for a common purpose. However they have to be managed in a manner that bring these to the fore.

8. Recommendations

Normally no more than 8-10 recommendations should be made during a single evaluation. In this case we have increased the list so that the role players can consider only those that they believe will be most useful. We also believe that with evaluation findings in hand, the stakeholders are often best positioned to determine what should be done. We believe that the first four are the most critical for success. We therefore leave the others up to the consideration of all who are interested in ensuring that TECL moves forward in the best possible way:

1. **Extend the programme to 2008**
   It is **imperative** that this programme should be **extended by one year** to April 2008. We believe that the value added through the resulting outputs in each of the participating countries will completely justify this recommendation. We motivate this recommendation as follows:
   - Throughout the report we have made the case that many of the delays had been caused by factors beyond the control of the TECL team.
   - In spite of certain weaknesses the TECL team is highly competent and their steering and advisory bodies committed to making TECL succeed. With their experience to date it is highly likely that implementation will proceed much more efficiently and effectively during the last phases. A very large amount of groundwork has been done during the challenging first two years of implementation. This should soon start to bear fruit.
   - We therefore expect that the results of the programme will increase significantly if one more year can be added to the time of implementation.
   - Some critical initiatives need to be launched and will need one additional year to be truly effective (refer for detail to Annex 5 – many are planned only for the latter part of the TECL project period). Of particular importance are: (i) a variety of awareness raising and (ii) capacity building initiatives, (iii) key initiatives that will significantly enhance the mainstreaming results, (iv) the education pilot project in South Africa; (v) a main component of the Water pilot project; (vi) cross-programme analysis and synthesis of lessons, good practice and potential models for the future; and (v) the stream 3 process in the BLNS countries.
   - The pilot projects that have already been implemented need to be concluded without undue haste in order to ensure that they do provide opportunities for credible lessons and lead to the expected results.
   - According to some of the informants, it is likely that with all the background work done to date *and* with an extra year at their disposal, the establishment of national action plans and concrete government commitments in BLNS countries will be quite feasible. This will be an extremely important output of the programme.
   - The programme contains a number of innovative elements that will be very useful to consider during improvements to ILO-IPEC programming. It will be a great pity if the experiences, lessons and emerging good practices and models cannot be documented and transferred as part of the TECL exit strategy.
   - With a new costing process under way, it could mean that the CLPA may be adopted in 2007. This will greatly facilitate effective transfer of responsibilities to local role players.

2. **Mobilise additional funding to support the extension to 2008**
   Currency fluctuations have decreased the budget allocated by the US Department of Labour by nearly 25%. With this in mind, the TECL team has managed its budget very tightly, recognising that much of the budget will be spend as the pilot projects are implemented on the ground. Thus although around two thirds of the TECL budget are still available, this is mostly for project implementation and may be completely utilised. We therefore strongly recommend that *if necessary*, an additional amount be mobilised and allocated to **cover all staff** (even limited *additional* administrative or

technical staff) **and office costs, as well as costs required to improve administrative, coordination and communication systems.** This should increase the efficiency of TECL operations and accelerate implementation. The TECL team is known to handle its budget with prudence and together with its steering committees should be trusted to provide reasonable estimates of the increased costs. We believe that the results will more than justify the relatively small additional investment.

Should funding from the donor not be accessible, all efforts should be made to **mobilise a percentage of the funding needed for the extension period from the South African as well as other governments**. The South African Department of Labour has indicated that this may be possible during the upcoming financial year.

Conditions for an extension should include that:

i. The responsible role players in TECL, ILO Area and Regional Offices, ILO-IPEC Geneva and the donor work together **as a team with a common goal**, and as a matter of urgency, to find ways to **minimise any further delays and inefficiencies** in terms of administrative, procurement, reporting and other processes. This can be used as an opportunity to determine how systems can be adjusted or made more flexible to accommodate the requirements of demanding and in some respects unique programmes managed by competent teams.

ii. The TECL team provides clear indications that the management, service providers and steering committees are **using more effectively the results** of the PMP, self-evaluations and the mid-term review in order to move forward faster and strategically. At the same time the content of the PMP and structure of the self-evaluation exercise should be revised to be more useful and to offer more reliable information.

iii. The TECL team focuses as a priority on **establishing realistic targets for numbers of direct beneficiaries** and making the pilot projects work as well as possible.

iv. The TECL team plans and launches as a matter of priority initiatives that will ensure that **key developments, lessons and good practices are systematically documented** by role players using flexible frameworks that will allow comparison and ensure that institutional memory is not lost and that the best information is available for synthesis papers towards the end of the programme. This should include a focus on **compiling sub-regional lessons** that can move the sub-regional agenda forward once TECL ends.

v. The TECL team develops a management style that **accelerates processes of planning and implementation, including drafting and finalising documents**. This includes ensuring that roles and lines of responsibility and accountability within the team are clear, agreed upon and structured for optimal *management* effectiveness.

vi. An **exit strategy** agreed upon by all the key stakeholders in each of the participating countries is a priority for 2006.

3. Establish a second phase of TECL or a new programme that build on TECL experiences

The evaluator was initially not in favour of a second phase of TECL, or of a new programme that build on TECL experiences. In order to avoid long-term dependency a TBP support programme should have a limited lifetime and local role players should be in a position to take over responsibilities for TBP implementation within a reasonable timeframe. Ideally all actors should work vigorously towards this result. However, upon further consideration of the nature of the effort and the arguments for and against a second phase (of 2-3 years), this option has become more appealing and even essential if the TECL efforts are to come to fruition towards maximum results. Modalities of support and priorities will have to change, but the following are some of the considerations supporting the concept of a second phase of external support:

(i) It will significantly increase the chance for sustained success of the mainstreaming efforts in South Africa if more time is available to accept and internalise these efforts in government. Only once this is achieved, can mainstreaming be successful in the long term. Even an extended TECL timeframe until 2008 may not be adequate in view of the generally slow nature of policy change, the Medium Term Expenditure Framework (MTEF) budgeting process over three year periods, the ongoing efforts by the South African government to establish coordinating structures across sectors, and the unforeseen obstacles mentioned in this report.

(ii) Capacity building among South African government officials will be required in earnest after adoption of the CLPA – foreseen to take place at the earliest towards the end of 2007. The experiences and capacities developed during TECL design and implementation should be actively transferred during this period.

(iii) Further external support in the BLNS countries will be essential to assist with the implementation of the APECs. These action plans will be formulated during the TECL lifetime, but not implemented. While national ownership must be ensured and responsibilities as soon as possible devolved to structures in each of the BLNS countries, it will be cost-effective to continue drawing from the South African TECL experiences in a coordinated manner *and* to avoid any break in action between the creation of the APECs and their implementation.

(iv) In view of the pressure on the TECL team it is unlikely that the formation of knowledge networks as well as active and sustainable networks of champions at political and civil society level will be done in the remaining programme period. This will require time well beyond 2007, yet will be essential for a sustained and effective focus on efforts to child labour. It is unlikely that the government will take on these tasks as high priority in spite of their important role.

4. **Increase the focus on cross-cutting issues**
The TECL team should spend time assessing to what extent the focus on gender and HIV/Aids in projects can be improved and how lessons in this regard can best be pulled together as part of the good practices synthesis at the end of the programme.

5. **Use African and international experiences to inform key aspects of implementation and planning for the future**
Interesting and relevant programmes are being conducted in SADC as well as across the rest of Africa and elsewhere. The TECL team, ILO-IPEC Geneva and the ILO-IPEC child labour specialists should work together as a team to determine how best international experiences can feed into the remaining work, as well as into future work by other role players as TECL comes to an end. Some important aspects to consider are what factors have enhanced sustainability and under what contexts and conditions; where child labour issues are best located in governments; how networks of champions are developed and utilised; and how cross-sectoral, inter-departmental work is facilitated.

6. **Improve the functioning of steering committees**
This includes (i) strengthening their strategic function to ensure that programme activities remain relevant; (ii) analysing PMP information and self-evaluation results to assess performance; (iii) appointing alternates (or find another strategy) to get more consistency in meeting attendance; and (iv) using international experiences to determine how best the networks of business and labour can be used to support TECL objectives; what capacities need to be built and resources allocated for this purpose, and how this will be achieved.

7. **Focus on capitalising on synergies and common goals to develop networks of champions who can move the child labour agenda forward**
The TECL team and steering committees' experiences can be combined with African and international experiences to determine the best strategy to increase collaboration between organisations, including within the UN system, and create networks of champions who can become stronger pressure groups, and educate and influence the 'key power points' in government and other

influential organisations at national and later also at provincial and local levels. A high profile champion from within or outside governments could provide an important focal point. Parliamentarians could be a specific focus.

8. **Develop knowledge networks on child labour**
Active national and sub-regional knowledge networks should be created based on the TECL stakeholders as well as other experts and organisations with an interest in child labour. Their purpose will be the generation (through research) and sharing of information and knowledge on child labour issues within each country and/or within the (SACU or SADC) region.

9. **If possible, strengthen the alignment between RECLISA and TECL as well as other relevant organisations and programmes to better understand the policy-practice link**
Develop methods in each country and across TECL as a whole through which the complementarity of RECLISA (or of other programmes and organisations) can be used to the advantage of both programmes through a greater emphasis on comparative work in planning, executing and evaluating the programmes (If there are practical obstacles, this type of collaboration should not be forced). In particular, an effort should be made to understand better how the policy-practice link can be strengthened for the benefit of both policy-making and implementation on the ground.

10. **In South Africa, work closely with ORC to determine the best institutional home for child labour in each department and in government as a whole**
The Department of Labour, the CLPA IC and the TECL team should work with ORC to determine how best to ensure that momentum is not lost when TECL ends and that a focus on child labour as a critical issue is retained within the larger government initiative on children. This is an issue that BLNS country steering committees may also want to start considering as national action plans develop. A multi-sector, inter-departmental committee is only one element; of similar importance is how to get synergy within departments and how to retain the drive, coordination and 'conscience' with respect to national child labour efforts that an unwieldy committee will not be able to do.

11. **Focus more attention on how to find better evidence to inform and influence, and establish better linkages with poverty reduction frameworks and other national development efforts as well as key organisations and 'power points'**
The TECL team should spearhead an effort to develop and synthesise the type of information that will convince sceptics of the need to include child labour issues high on the development agenda. This should be informed by international efforts in this regard and could include among others an analytical assessment of the cyclical nature of the relationship between child labour and poverty; the nature and implications of the factors that determine supply and demand; and so on.

12. **Structure awareness campaigns that do not only target the public, but very strategically also key decision-makers, Parliament and other organisations at national, provincial and local level**
The TECL team and its steering committees should (i) determine how best to develop and mobilise a network of champions with influence among key individuals and groups; and (ii) develop a sharper focus on how to identify and package information and key messages for audiences who are influential in different contexts. In most cases these individuals will not be interested in reading substantive documents, and alternative ways have to be found to ensure that the information and knowledge are trusted and used.

13. **Prepare the ground to shift the focus to community-based efforts to combat child labour**
The TECL team and the steering committees should consider how best to make use of – or revive - the values and existing structures in society that can be mobilised to be pivotal players in protecting children and eliminating child labour, creating at community level ownership of strategies to combat child labour. This focus cannot be implemented during TECL's lifetime, but should be part of deliberations on how its work can best be carried forward.

Annex 1: Terms of Reference

Terms of Reference for Independent Mid-term Evaluation
Supporting the Time-Bound Programme to eliminate the Worst Forms of Child Labour in South Africa's Child Labour Programme of Action and laying the basis for concerted action against Worst Forms of Child Labour in Botswana, Lesotho, Namibia and Swaziland
(TECL Programme)

ILO Project Code	RAF/03/P50/USA
ILO Project Number	P250.16.600.050
ILO Iris Code	12260
Country	South Africa, Botswana, Lesotho, Namibia, Swaziland
Duration	42 months
Starting Date	September 2003
Ending Date	December 2006
Project Locations	South Africa, Botswana, Lesotho, Namibia, Swaziland
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US $5,000,000

I. Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

2. A TBP is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.[44]

3. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic

[44] More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at http://www.ilo.org/childlabour.

of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Southern Africa is one of 19 programmes frameworks of such nature that are being supported by IPEC at the global level. [45]

5. The Southern Africa Customs Union (SACU) countries of South Africa, Botswana, Lesotho, Namibia and Swaziland have ratified ILO Convention No. 182 on the Worst Forms of Child Labour.

Project approach and strategy

6. Because the needs and circumstances of South Africa on the one hand and the BLNS countries on the other differ in many respects, the latter are being dealt with separately in this project. In South Africa, the aim of the project will be to 'kick-start', expand or promote actions and initiatives aimed at the elimination of WFCL. The TECL programme in South Africa will focus on one-off activities that lay the groundwork for ongoing sustainable action by government and others. This is being done in the framework of the Child Labour Programme of Action. In the BLNS countries, the aim of the TECL programme is mainly to increase knowledge on WFCL and design a national policy framework to address them.

Component	Immediate Objectives
A. South Africa	I/O 1: By the end of the project, there will be more effective policies and programmes for tackling child labour, especially in its worst forms in South Africa I/O 2: By the end of the project, models of intervention for dealing with selected WFCL in South Africa will have been developed to inform policy
B. BLNS Countries	I/0 3: By the end of the project, there will be an enabling environment for the elimination of WFCL in the BLNS countries, leading to effective national interventions against this problem.
C. Sub-regional	I/O 4: By the end of the project, there will be more effective policies and programmes for tackling sub-regional child labour issues, especially in its worst forms, in the SACU region.

South Africa

7. The South African government, in particular, has in collaboration with other stakeholders over the past 10 years been engaged in a process towards a comprehensive national Child Labour Programme of Action[46] (CLPA) which was provisionally adopted in 2003. This Programme serves

[45] The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process. For the support to South Africa and the BLNS countries, the TECL Programme is as such the ILO implemented project of support that provides funding and assistance to a range of national partners implementing various components of the broader national TBP framework such as the Child Labour Programme of Action in South Africa.

[46] Name changed by key South African stakeholders in 2006 from the Child Labour Action Programme (Child Labour Programme of Action).

as a national time-bound programme framework and identifies a wide range of action steps which needs to be taken to eliminate child labour.

8. In response to the commitment made the Government of South Africa, ILO/IPEC developed the programme Towards the Elimination of the Worst Forms of Child Labour (TECL) in September 2003 with a current project end date of December 2006. The TECL programme in South Africa assists, with respect to many of its programmes, with the effective embedding of child labour issues into mainstream policies and in the implementation of key elements of the Child Labour Programme of Action. The project effectively started in May 2004, when the CTA was appointed. Accordingly it has been recommended from them that the project period be extended at least until end April 2007. A formal proposal in this regard is presently with the donor, for consideration.

9. The TECL programme promotes policies and activities that assist with the prevention of child labour, the protection of children doing legal work, the withdrawal of children from work that harms them and the rehabilitation of such children. The funding for the TECL programme was initially obtained to assist the South African government departments to fulfil their most urgent obligations in terms of the South African Child Labour Programme of Action.

10. In South Africa, the TECL programme focuses on strengthening the Child Labour Programme of Action, in particular by leveraging resources, establishing linkages with other national policy and programme frameworks, and gathering information to support it. This will strengthen the enabling environment for the elimination of the WFCL at the macro level. The programme has also been designed to reduce the incidence of priority forms of child work [TO BE CLARIFIED], such as addressing the infrastructure needs where households are very far from sources of water, in some cases resulting in children spending excessive time to fetch water.

11. To strengthen the enabling environment, TECL is assisting with the implementation of pilot projects[47] to explore ways to target the rollout of government programmes and policies on poverty, employment, labour and social matters more effectively in areas where the work that children do has serious negative effects on them. Legislative measures to address WFCL (where required) will be drafted, always in close cooperation with the relevant line departments and social partners.

12. The Child Labour Programme of Action also identified the need for an awareness raising campaign on child labour, and the TECL programme has been tasked with the conceptualisation and start-up of such a campaign. The campaign aims at raising the overall awareness of child labour in South Africa with a focus on the most prevalent forms occurred in the country.

13. The TECL programme in South Africa (Immediate Objective 1) has been grouped into 19 projects.[48] A list of projects is provided in the annex.

BLNS Countries

14. In Botswana, Lesotho, Namibia and Swaziland (BLNS countries) the governments with the assistance of TECL are all working towards developing and adopting their own national Action Programmes on the Elimination of Child Labour (APECs) by late 2006 / early 2007. Development of such national programme frameworks is called upon for ratifying states of ILO Convention 182. This is the focus of the programme in these countries, as set out in the approved Country Annexure for these countries, forming part of the Project Document.

[47] Referred to as Action Programmes in other IPEC projects. In the context of the TECL programme in the present TOR all reference to 'projects' refer to Action Programmes.
[48] See Country Annex for South Africa, August 2005.

15. All the BLNS countries have policies and programmes that should help to eliminate child labour, but none of them as yet has comprehensive strategies to address these issues specifically. The governments and social partners in the BLNS countries have requested the TECL programme to assist them with the above activities.

16. TECL is therefore assisting the BLNS countries, in terms of a planned process as set out in the Country Annexure for each country, with activities aimed at:

    - ✓ Increasing knowledge and information on the extent, nature and causes of worst forms of child labour;
    - ✓ Assessing the policy environment;
    - ✓ Formulating a programme of action to eliminate the worst forms of child labour and to address other forms of child labour as a national time bound programme framework;
    - ✓ Sharing experience and good practice in addressing the worst forms of child labour.

17. Activities at the national levels were to be defined in a stakeholder driven planning exercise which was to take place at the beginning of project implementation and which, using the Strategic Programme Impact Framework (SPIF) methodology, is to produce Area of Impact Framework (AOI) or other types of framework that would map the kind of outcomes and impact required to implement Convention 182. A detailed national assessment and planning exercise, based on the SPIF methodology but adapted to the circumstances, has taken place. As a strategic planning methodology focusing on identifying impact, the SPIF methodology allows stakeholders to jointly define the logic model including necessary outcomes for the progressive elimination of child labour and the urgent eradication of the worst forms of child labour in a given country. The SPIF is a participatory process that tries to clarify and create consensus on the 'theory of change' or 'logic model' leading to the elimination of the WFCL in a given context, e.g. a country.

Sub-regional activities

18. The objectives of the sub-regional aspects of the programme are:
    - ➢ To improve knowledge on the magnitude, characteristics, causes and consequences of child labour, including WFCL, of a sub-regional nature.
    - ➢ To render support and build capacity in the sub-region to enable concerted action against WFCL.

19. The TECL strategy in this regard is as follows, although most of these activities are scheduled to be conducted after the mid-term evaluation:
    - ➢ To conduct a rapid assessment that will investigate WFCL of a sub-regional nature, focusing mostly on child trafficking. This will involve consolidating information gathered through the studies on trafficking in South Africa and the BLNS countries. Further information will be gathered, as required. Where appropriate, it may involve not only the SACU countries but also other neighbouring countries such as Zimbabwe and Mozambique.
    - ➢ To support existing forums of a sub-regional nature, facilitate special meetings of existing forums, as required; draft a proposed agreement on trafficking and facilitate the adoption thereof by the governments of the sub-region.
    - ➢ To facilitate exchange visits to share lessons learnt and to exchange views with counterparts on WFCL.
    - ➢ To render technical support on household surveys and other research in the BLNS countries to collecting information on child labour or WFCL. To date this included:
        - o Assistance to the Botswana Central Statistical Office, to attach a module on children's work-related activities to the regular Labour Force Survey, to be conducted in 2005 and 2006.

- Assistance to the Lesotho Ministry of Labour and Employment to analyse and write-up rapid assessments on child domestic workers, child sex workers, herd boys and street children.
- Technical input in a project of UNICEF Lesotho to research child domestic work.

Evaluation Background

20. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The mid-term evaluation was originally scheduled for November 2005, but due to the timing, holiday periods and availability of key stakeholders, the stakeholders agreed to postpone the evaluation to late February 2006. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

21. Further to the programme level evaluations, the design of the programme made provisions for four self-evaluations in the BLNS countries. It was foreseen that at the end of each implementation stage, the Programme Coordinator, Country Secretariats and National Steering Committees would engage in self-evaluation workshops. These workshops would allow participants to review progress as well as their performance and commitment at national level against the targets set in the project framework at country level and plan for the subsequent implementation stages. The CTA will draw on the evaluation reports received from the Country Secretariats and the Programme Coordinator to prepare self-evaluation reports for the whole programme in accordance with ILO procedures.

    Upon consultation amongst key stakeholders it was decided to undertake a full fledged mid-term evaluation at this time. It was decided that the final evaluation would be a limited exercise incorporating elements of the self evaluation reports conducted by the Country Secretariats and the Programme Coordinators.

II. Scope and Purpose

Scope

22. The evaluation will cover the TECL programme in South Africa and the BLNS countries. This mid-term evaluation will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL and especially the national Child Labour Programme of Action framework in South Africa. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.

23. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes or 'projects' in this context. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future programmes and any specific recommendations for use in the project of support to the Child Labour Programme of Action in South Africa and towards the APECS in the BLNS countries.

24. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementaitng the national TBP strategic programme framework. In order toe access the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Child Labour Programme of Action.

Purpose

25. The mid-term evaluation should serve primarily as a learning tool for the project management team and IPEC. The main purpose of the mid-term evaluation is to i) review the ongoing progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the programme achieving its objectives and iii) to examine the delivery of the programme inputs/activities and iv) an investigation on nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the programme's success.

26. The mid-term evaluation should provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future. Specifically it should evaluate the mainstreaming strategy and structures in place and mechanisms to reach TECL programme's objectives, whether they are the most effective and how they could be improved. The evaluation should further explore and suggest ways to improve the extent of active involvement and support of government departments and other social partners to the TECL programme.

27. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support programme to the Child Labour Programme of Action and further recommendations in assisting the BLNS countries to create an enabling environment for the elimination of WFCL, for other existing or planned ILO/IPEC interventions as well as in broader terms of action against child labour in the SACU region. Finally the evaluation should aim to identify any emerging potential good practices.

28. The evaluation will also involve a review of the role of the TECL programme in promoting the Child Labour Programme of Action as an overall TBP framework in South Africa to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach was promoted, how it was used, how it was relevant, how it has contributed to mobilizing action on child labour, what is involved in the process of designing, managing and implementing a TBP process type of approach and what the TECL programme has done for the process. The focus however will be on TECL programme as key components of the Child Labour Programme of Action as a national TBP framework.

29. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.

30. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources

III. Suggested Aspects to be Addressed

31. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes* and Projects and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this

point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). The evaluation instrument prepared by the evaluator will indicate, upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.

32. The evaluation will be conducted following UN evaluation standards and norms.

33. In general, it is of key importance that the mid term evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and governmental organizations. In particular, the evaluation will review levels of complementarity and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA etc., as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation.

34. The suggested aspects in principle apply to both South Africa and BLNS as appropriate unless otherwise indicated, although it is clear that many of these aspects, particularly as regarding direct action, will be much less relevant to activities in BLNS countries. The suggested aspects are in Annex II.

IV. Expected Outputs of the Evaluation

35. The expected outputs to be delivered by the evaluator are:

- A desk review
- Evaluation instrument prepared by the evaluator reflecting the combination of tools and detailed instruments needed to address the range of selected aspects to address and considering the need for triangulation
- Field visits to South Africa by the team leader and field visits to one BLNS country (Swaziland) by the evaluator
- Stakeholder workshops facilitated by the evaluator in South Africa and in Swaziland including pre-workshop programme and briefing note
- Draft evaluation report including both South Africa component and Swaziland component. The evaluation report should include stakeholder workshop proceedings and findings from field visits by evaluator
- Final Report including:
  - ✓ Executive Summary with key findings, conclusions and recommendations
  - ✓ Clearly identified findings
  - ✓ Clearly identified conclusions and recommendations
  - ✓ Lessons learnt
  - ✓ Potential good practices and effective models of intervention.
  - ✓ Appropriate Annexes including present TORs
  - ✓ Standard evaluation instrument matrix

36. The total length of the report should be a maximum of 50 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

37. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows.

Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

38. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated**.**

V. Evaluation Methodology

39. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

40. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the projects (Action Programmes) to the programme.

41. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in South Africa (the Child Labour Programme of Action), and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction. A third component should look at the efforts conducted in the BLNS countries and lastly on the sub-regional level encompassing the SACU region.

42. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, results of any internal planning process in the relevant country and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission

43. The evaluation will be carried out using a desk review, field visits to project locations in South Africa and telephone interviews with service providers (10-15) in person or via telephone. Further a field visit to Swaziland for consultations with project staff and project partners, with beneficiary girls and boys and other key stakeholders. A workshop will be held in South Africa and in a specified location in Swaziland.

44. The evaluation in Swaziland should include a workshop with the PACC, in-depth interviews with stakeholders and the TECL service providers. Telephone interviews or questionnaires with the remaining BLNS countries should be conducted to solicit a wide range of inputs from stakeholders of all levels.

45. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.

46. The evaluation methodology includes a one day stakeholder workshop for South Africa with IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop.

Composition of the evaluation team

47. The evaluation will be carried out be an evaluation consultant that previously has not been involved in the project. The evaluator is responsible for drafting and finalizing the evaluation report which covers South Africa, Swaziland and the other BLNS countries as well as the work on the sub-regional level. The evaluator will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

48. The background of the evaluator (International Consultant) should include:
- Relevant background in social and/or economic development.
- Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
- Experience in evaluations in the UN system or other international context as team leader
- Relevant regional experience preferably prior working experience in South Africa.
- Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
- Experience at policy level and in the area of education and legal issues would also be appreciated.
- Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.
- Familiarity with and knowledge of specific thematic areas.
- Fluency in English.
- Experience facilitating workshops for evaluation findings.

49. The evaluator will be responsible for undertaking a desk review of the project files and documents, undertake field visits to the project locations, and facilitate the workshops.

50. The evaluator will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate.

51. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in South Africa and Swaziland with the administrative support of the ILO office in Pretoria. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

52. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Timetable and Workshop Schedule

53. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

54. The evaluator will be engaged for 8 workweeks of which two weeks will be in country in South Africa, three days in-country in Swaziland, and three days for telephone interviews with the other BLNS countries. The timetable is as follows.

Phase	Responsible Person	Tasks
I	Evaluator	o Telephone briefing with IPEC DED o Desk Review of project related documents o Evaluation instrument based on desk review
II	Evaluator with logistical support by project	o In-country to South Africa for consultations with project staff o Consultations with ILO Office in Pretoria o Consultations with project staff /management o Field visits o Consultations with girls and boys, parents and other beneficiaries o Workshop with key stakeholders
III	Evaluator	o In-country to Swaziland o Consultations with project partners/ staff/management o Field visits o Workshop with key stakeholders o Telephone interviews with other BLNS countries
IV	Evaluator	o Draft report based on consultations from field visits and desk review and workshop for South Africa and Swaziland &BLNS countries
V	DED	o Circulate draft report to key stakeholders o Consolidate comments of stakeholders and send to team leader
VI	Evaluator	o Finalize the report including explanations on why comments were not included

Schedule and Duration

Phase	Duration	Dates
I	5 work days	April 15-20
II	10 days	April 20-
III	8 days	May 10
IV	Two work weeks	May 12-21
V	Three work weeks	June 9
VI	5 work days	June 16

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	• Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	• Progress reports/Status reports • Technical and financial reports of partner agencies • Direct beneficiary record system • Good practices and Lessons learnt report (from TPR) • Other studies and research undertaken • Action Programme Summary Outlines Project files • National workshop proceedings or summaries

	• Child Labour Programme of Action • Country Annexure • TECL Implementation Strategy Documents

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL
- National Partners in the Child Labour Programme of Action and in the BLNS countries involved in the further development, enhancement and implementation of national processes.

Final Report Submission Procedure

55. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to IPEC DED in Geneva
- IPEC DED will forward a copy to key stakeholders for comments on factual issues and for clarifications
- IPEC DED will consolidate the comments and send these to the evaluator by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

56. The resources required for this evaluation are:

- For the evaluator:
  - Fees for an international consultant for 40 work days
  - Fees for local DSA in project locations in South Africa and in Swaziland.
  - Travel from consultant's home residence to Swaziland
  - Local airfare within South Africa to project locations.
  - Travel from consultant's home to South Africa in line with ILO regulations and rules

- For the evaluation exercise as a whole:
  - Fees for local travel in-country including car rental.
  - Stakeholder workshop expenditures in South Africa and Swaziland.
  - Any other miscellaneous costs.

A detailed budget is available separately.

Management

57. The evaluator team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials (TECL) and the ILO Office in Pretoria will provide administrative and logistical support during the evaluation mission.

ANNEX I: List of TECL Projects

TECL pilot projects in South Africa:

- Commercial sexual exploitation of children (CSEC) and child trafficking (CT) including a focus on prevention and educational rehabilitation
- Children used by adults to commit crime (CUBAC)
- Prioritisation of water service delivery to households far from sources of safe water (Water)
- Educational projects on rehabilitating withdrawn child labourers (out-of-school children and youth), including integration of children of school-going age into schooling / appropriate educational intervention for out-of-school children (conceptualisation only, done by end 2005).

TECL research projects in South Africa:

- Research Project 1: National survey on child labour
- Research Project 2: Good practice study on work being done on child labour
- Research Project 3: Rapid assessment on scavenging and waste recycling work by children. (only to be conducted if sufficient financial resources are available)
- Research Project 4: Rapid assessment on WFCL in commercial agriculture
- Research Project 5: Rapid assessment on subsistence agriculture, child domestic work and excessive chores at home – Rural (only to be conducted if sufficient financial resources are available).

TECL policy projects in South Africa:

- Policy Project 1: Regulating hazards regarding work of children 15-17 years olds

- Policy Project 2: Research and policy paper on a follow-the-child system and monitoring of action taken on child labour
- Policy Project 3: Policy paper on a monitoring and evaluation system for Child Labour Programme of Action
- Policy Project 4: Project scoping for appropriate educational intervention for out-of-school children
- Policy Project 5: Regulations widening the definition of employment to cover all forms of child labour to be prohibited (linked to Policy Project 1)
- Policy Project 6: Policy on remuneration of children lawfully performing the same work as adults
- Policy Project 7: Policy paper on children working in liquor outlets and liquor manufacturing operations
- Policy Project 8: Policy paper on immigrant and refugee children and WFCL

TECL awareness raising projects in South Africa: Conceptualisation of an awareness raising campaign, including branding and publication guidelines, and a webpage.

TECL capacity building projects in South Africa: Developing training materials for police and judicial officers; Home Affairs and other key government officials; helpline operators and teachers; and presenting limited training, to three target groups.

ANNEX II: List of Suggested Aspects to Address

Design

- Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic of the programme and the external logic of the programme (degree to which the programme fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation in South Africa was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the programme design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for programme implementation and the sequencing of programme activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of impact defined clearly at the design stage of the programme?
- How relevant are programme indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the projects designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
    - Programme strategies:

- Policy, programme planning, research and documentation;
- Capacity building
- Target social partners (direct action)
- Programme Component of Intervention:
  - Capacity building;
  - Policy development and legislation;
  - Monitoring and enforcement;
  - Awareness raising;
  - Social mobilization; and
  - Education

Achievements (Implementation and Effectiveness)

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs at this time in project implementation and whether it will be possible to achieve its objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project?
- Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units was adequate.
- Examine the National Steering Committee (NSC) mechanism (Programme Advisory Committees on Child Labour in the BLNS countries and the Implementation Committee of the Child Labour Programme of Action in South Africa). How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
- Assess the results of the relationship between the NSC and the implementing agencies, between partners (including tripartite partners) and between the implementing agencies and programme staff. Does the programme provide adequate support to its implementing agencies and partners?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Do the IPEC programme and programme partners understand the definitions and their use (i.e. withdrawal and prevented, in the South African pilot projects) and do the partners have similar understanding of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- Assess the level of government involvement and support in the project and for the future programmes aimed to eliminate the worst forms of child labour in South Africa.
- How effective has the programme been at stimulated interest and participation in the programme at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed projects.
- Assess the effectiveness of the different projects (action programmes) implemented and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations in South Africa been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- How effective is the process by which project approvals are reviewed and approved and resources ultimately allocated?
- Which are the mechanisms in place for programme monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.

- Evaluate the progress of the programme's data collection strategies specifically its plans to collect information on the number of child workers in major industry sectors and integrate the findings into government policy.
- How did factors outside of the control of the programme affect programme implementation and programme objectives and how did the project deal with these external factors?
- Assess the progress of the programme's gender mainstreaming activities.
- What kinds of benefits have the target beneficiaries gained so far?
- How effective are the strategies being implemented for child labour monitoring? Are initiatives on child labour monitoring likely to be sustainable?
- Analyse how IPEC activities to the Child Labour Programme of Action and other IPEC programmes in the programme countries coordinate with each other and with sub-regional initiatives? Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the Child Labour Programme of Action) thus far?
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the programme in terms of affecting the national debates on education and child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Examine how the ILO/IPEC programme have interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use at the level of Child Labour Programme of Action and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process.
- Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the Child Labour Programme of Action.
- To what extent are rapid appraisals, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to project activities?

Relevance of the Programme

- Examine whether the programme responded to the real needs of the beneficiaries.
- Validity of the programme approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme based on the finding of baseline surveys.
- How is this programme supporting and contributing to the Child Labour Programme of Action? Do local stakeholders perceive the country's CLPA as different broader than the IPEC programme of support to the CLPA?
- How does the strategy used in this project fit in with the Child Labour Programme of Action, national education and anti-poverty efforts, and interventions carried out by other organizations? Does the programme remain consistent with and supportive of the Child Labour Programme of Action?
- Does the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess programme success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the Child Labour Programme of Action. Analyse the level of private sector / employers' organizations support to the Child Labour Programme of Action, paying specific attention to how these groups participate in project activities.

Specific Aspects for BLNS Countries (and Swaziland in particular as an example of such a country):

- Analyse whether available information on the socio-economic, cultural and political situation in the BLNS countries were taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the programme.
- Assess the role of the TECL programme in furthering government involvement and support to the programme and for the future programmes aimed to eliminate the worst forms of child labour in the BLNS countries.

The Specific Aspects on the SACU sub-regional component level:

- Assess the methodology and approach to identify and share good practices, to replicate and upscale such practices between the SACU countries.
- How have experiences with the Child Labour Programme of Action and action against WFCL in South Africa and in limited extent the BLNS countries been shared amongst the SACU countries?

Special Aspects to be Addressed:

- Examine the extent and nature to which the TECL programmes as a ILO/IPEC programme of support has provided key technical and facilitation support to the further development, enhancement and implementation of the Child Labour Programme of Action.
- To what extent did the introduction of the RECLISA programme (sub-regional USDOL child labour education initiative operating in the same five countries) after the approval of the TECL programme document have affected the original programme strategy? Were any adjustments made by the programme?
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the programme into planning processes and implementation for the Child Labour Programme of Action as a TBP approach in South Africa, particularly focusing on identifying elements of emerging effective models of interventions.
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?

Annex 2: Evaluation Matrix

Issue	Sub Issue	Evaluation Questions	Information Sources
The programme design	Relationship between CLPA and TECL	• Do the key stakeholders have a shared vision and understanding of the programme, the terminology used, the expected achievements and the accompanying strategies? • Do they understand the difference between the CLPA and TECL? • Do effective coordination and harmonisation mechanisms exist between TECL and the CLPA?	Programme and project documents Progress reports (TPRs) Self-evaluation reports Key informant interviews – experts, CLPA designers and stakeholders; TECL team; IAs and SPs
	Fit with ILO-IPEC	• Is the programme design in line with the ILO-IPEC vision and requirements for interventions supporting TBPs? • To what extent were gender and HIV/Aids considerations adequately and appropriately included in the programme framework?	TBP and other ILO background documents Programme and project documents Progress reports (TPRs) Self-assessment reports Informant interviews – TECL team; IPEC and donor staff
	Programme logic	• Is the programme design logical and coherent? Has the programme theory been clearly defined with logical linkages between objectives, inputs, activities and results? • Are the projects clearly linked to the strategies and intervention components? • Were the projects designed in a manner that will support the achievement of objectives and lead to the desired outcomes and impact?	Programme and project documents Informant interviews – designers and stakeholders
	Managing risk	• To what extent were external and internal threats to success and sustainability identified and addressed in the programme design? To what extent were assumptions identified during the design phase? • Are the timeframes for programme implementation and the sequencing of activities logical and realistic?	Programme and project documents Progress reports (TPRs) Self-evaluation reports Key informants – TECL team
	Monitoring and evaluation	• Is an effective monitoring and self-evaluation system in place that provides high quality data and information for programme improvement and for informing government policies and strategies? • How relevant and useful are the programme indicators and means of verification for monitoring and measuring results and impact? • Is the system 'owned' and used by the IC/PACCs, programme team and IAs/SPs? • Have the M&E systems of TECL and CLPA, and of these with the projects been harmonised? Is there evidence of harmonisation with the systems of other similar initiatives by other donors and agencies?	Programme and project documents PMP Progress reports (TPRs) Self-evaluation reports Informant interviews – TECL team; IC / PACCs; IAs / SPs
Programme performance	Progress	• What progress has been made to date? To what extent has this been in line with expectations?	ILO IPEC planning documents Programme and project documents Progress reports (TPRs) PACC / IC meeting minutes Informant interviews IAs / SPs
	Factors influencing programme delivery	• Are management approaches and processes conducive to the effective and efficient implementation of the programme and its projects? • To what extent, and how did the external factors influence programme implementation? How well did the	Programme documents Technical and progress reports Programme and project documents

Issue	Sub Issue	Evaluation Questions	Information Sources
		programme deal with these? • What obstacles were encountered during implementation? Were they addressed effectively and timely?	Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, IC / PACCs
	Institutional arrangements	• Were the institutional arrangements, roles, responsibilities and expected commitment of the various role players clearly defined and reflected in the programme design? Were they realistic and practical? • Is the institutional model for coordination of five countries in one programme working as expected? Is this the best arrangements for this type of programme? • Has the technical and administrative assistance provided by the ILO units been adequate to facilitate and support programme implementation? • How effective have the national steering committees been in supporting and guiding the programme? How well do they link with the other critical role players?	Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, IC / PACCs
	Programme management	• Are management approaches and processes conducive to the effective and efficient implementation of the programme and its projects? • Does the programme team provide adequate technical support to its service providers? • Were credible processes used to identify implementing agencies and service providers? • Has the technical and	Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, IC / PACCs
	Partnerships	• What is the level of commitment to the programme displayed by the key role players, in particular the government? Is this adequate to advance and sustain the programme? • Do the working relationships between the role players support effective and efficient implementation of the programme? Is there adequate coordination between the key role players? • Were effective networks built between organisations and government agencies working to address child labour at national, provincial and local levels? If so, how well do these networks support and influence the programme? • How well does the tripartite arrangement work in support of the TECL programme? • What is the extent of collaboration between TECL and RECLISA? Are they making use of possible synergies between them?	Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, IC / PACCs; partner and donor representatives; RECLISA
	Organisational learning and knowledge sharing	• Does the programme maximise opportunities for information and knowledge sharing among the programme / project stakeholders, including documenting and sharing lessons and good practice for replicability and scaling up of pilot projects? • To what extent are rapid appraisals, policy papers, discussion documents, reports and other programme outputs shared with stakeholders? • To what extent have such documents informed project design and activities?	Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, IC / PACCs; partner and donor representatives
	Gender	• Have gender considerations been mainstreamed across programme implementation approaches and activities? Has the programme where appropriate adopted approaches and mechanisms to ensure its relevance to women/girls as well as men/boys? • Have the programme implementation approaches and activities been gender-sensitive?	Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes ILO-IPEC gender guidelines

Issue	Sub Issue	Evaluation Questions	Information Sources
		• Does the programme clearly spell out areas of need and constraint where gender differences and interests should be taken into account?	Informant interviews – TECL team, IAs / SPs, IC / PACCs; gender experts
P	Effectiveness	• Have adequate data and information been collected on the indicators of success? Do they provide adequate evidence on the effects and impact of the programme? • To what extent has the programme achieved its immediate objectives within the given timeframes? Is it on track? • How effective has TECL been in facilitating, supporting and contributing to the CLPA? • How effective have the commissioned studies and other programme activities been in influencing national level policies, debates and institutions working on child labour? • To what extent are quality processes and delivery promoted in the programme? What mechanisms are being used to ensure credible results? • How effective are the strategies for monitoring child labour? Is the Child Labour Monitoring System (CLMS) likely to be sustainable?	Programme and project documents PMP and other programme / project M&E framework documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, CL experts, IC / PACCs
	Relevance	• To what extent did information on the socio-economic, cultural and political situation informed the programme design? • How well did the programme design take into account local efforts already underway to address child labour? • How well does the programme strategy fit in with and support the CLPA, national education and anti-poverty efforts, and interventions of other organisations? • Were credible processes used to identify the projects included in the programme? • Do the needs and challenges that gave rise to the programme still exist? To what extent have original activities changed in partner priorities? Are there new challenges that should be addressed? • Is TECL responsive to change? Are there signs of evidence-based adaptation of the programme design and implementation strategy?	Background documents on context Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, CL experts, IC / PACCs
	Sustainability	• Was a strategy for sustainability of impact included and clearly defined in the design? If so, is it on track? • What is the likelihood that the programme benefits will be sustained after withdrawal of external support? • Are there signs that child labour issues have been mainstreamed into existing policies and programmes due to the efforts of TECL in conjunction with the CLPA, thus increasing potential for sustainability? • How effectively has the programme leveraged additional domestic and donor resources, partners and initiatives to be part of the CLPA and to ensure continued efforts in eliminating WFCL after withdrawal of its support? • Have there been attempts to create and capitalise on synergies between sectors and partners that can enhance opportunities for sustainability of efforts and impacts? • Is an appropriate exit strategy in place? • Do socio-economic, political and cultural conditions exist to ensure that the programme will have lasting effects and impact? • Do adequate systemic, technical and financial capacities and commitments exist within participating organisations and target groups to continue with the work?	Programme and project documents Progress reports (TPRs) IC / PACC meeting minutes Self-evaluation reports Informant interviews – TECL team, secretariats, IAs / SPs, ILO-IPEC staff, CL experts, IC / PACCs
Focus on the	Lessons	• What lessons can be learnt from what has been done (and what has not been done) that can inform future	Analysis and synthesis of evaluation report

Issue	Sub Issue	Evaluation Questions	Information Sources
future		programming by TECL and by ILO-IPEC, as well as the steering committees and other stakeholders? • Are good practices emerging that can assist TECL, ILO-IPEC and other stakeholders in the region in their future interventions?	
	Recommendations	• What recommendations can be made to assist TECL, ILO-IPEC, steering committees and other stakeholders in the region to improve future programming and implementation of interventions?	Analysis and synthesis of evaluation report

Annex 3: List of Informants

INDIVIDUAL INTERVIEWS

Judica Amri-Makhetha
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Thulie Dlamini
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Mandisa Pamla
TECL Project Secretary

Thomas Verryn
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Annex 4: List of TECL Projects

Project	Project Title	planned dates		actual dates [49]		Achievements
		start	completion	start	completion	
Capacity Building						
South Africa capacity building projects	Developing training materials for police and judicial officers; Home Affairs and other key government officials; helpline operators and teachers; and presenting limited training, to three target groups.	Jul-06	Mar-07			Manual and training materials for CL inspectors not started. Manual on immigrant and refugee children not started. Manual and training materials for helpline operators not started. manual and training materials for use by teachers on CL issues and pressures that children face incorporated under SA pilot project 4. Training programmes not started. Initial training material for police, judicial officers & prosecutors produced; Justice College agreed to the inclusion of a CUBAC chapter in Child Law Manual for Magistrate's and Prosecutors. Unlikely that project can be completed by Feb-06; must rely on lessons learnt during pilot projects; i.e. delayed due to delays in start-up of pilot projects.
South Africa awareness raising projects	Conceptualisation of an awareness raising campaign, including branding and publication guidelines, and a website.	Apr-05	Mar-07	Jun-05		Main design and strategy (conceptualisation) for all awareness raising activities on CL completed, excluding website. TOR for appointments completed, excluding website designer. Awareness raising activities on the national school fee policy not started (overlap with RECLISA activity).
Direct Action						
South Africa pilot project 1	Commercial sexual exploitation of children (CSEC) and child trafficking (CT) including a focus on prevention and educational rehabilitation	Dec-04	Feb-07	Dec-04		National level and Gauteng RAs completed. RAs for Western Cape, Limpopo, Mpumalanga and KwaZulu-Natal drafted. Baseline survey not started. Pilot design completed. Some activities delayed, but project design and implemented at 6 sites completed. 1st phase of the training has been competed. Research leading to an educational and skills development strategy specifically for CSEC / CT not started. Evaluation ands documentation not started.
South Africa pilot project 2	Children used by adults to commit crime (CUBAC)	Dec-04	Feb-07	Dec-04		RA and baseline survey completed. Delays in start-up, but design of project interventions finalised. SPs and IAs contracted and project implemented at two sites.

[49] as at March 2006

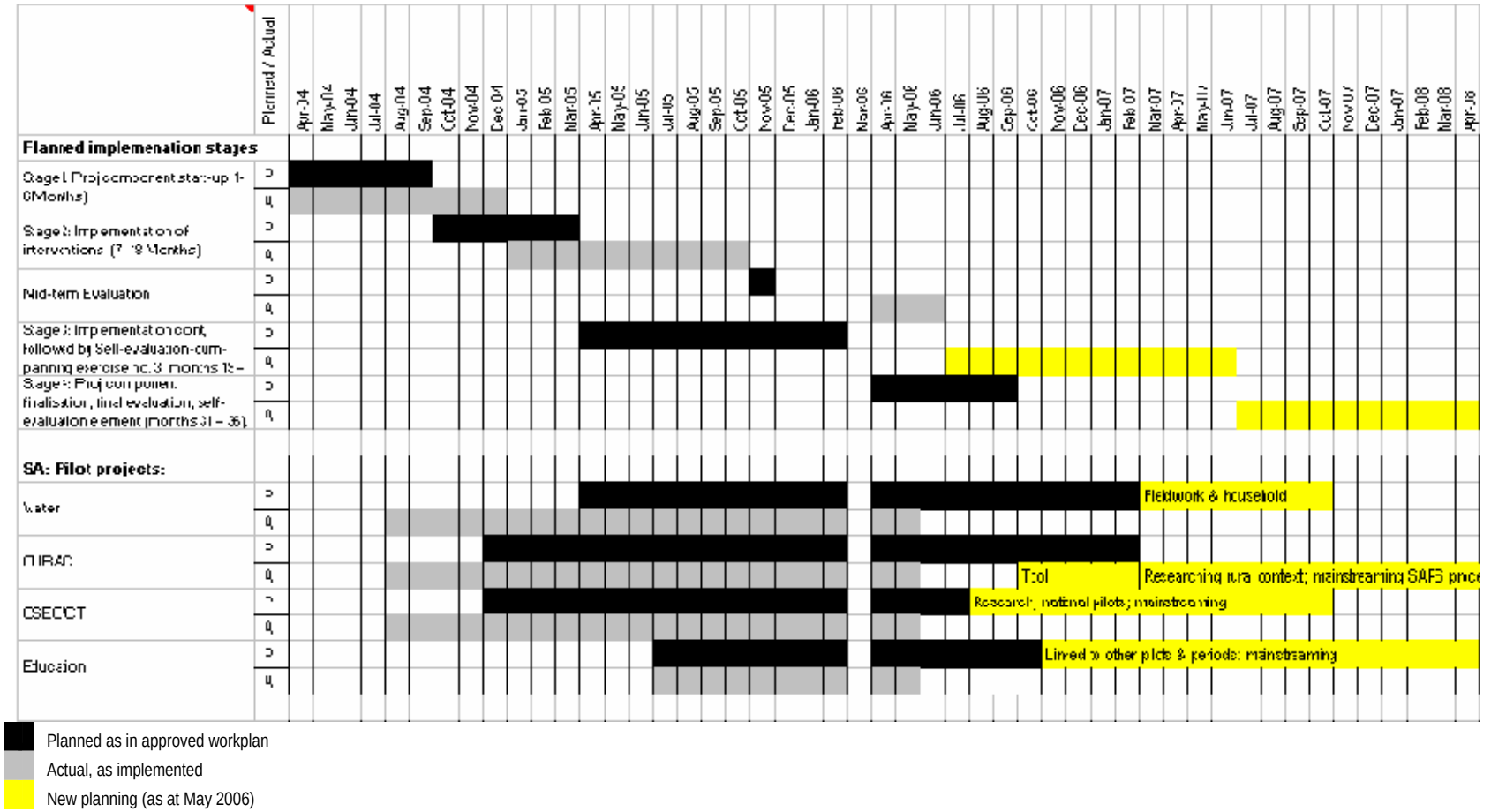
Project	Project Title	planned dates		actual dates [49]		Achievements
		start	completion	start	completion	
						Training designed. Various instructions/guidelines drafted. Policy proposals being discussed with relevant govt departments.
South Africa pilot project 3	Prioritisation of water service delivery to households far from sources of safe water (Water)	Dec-04	Feb-07	Dec-04		RA, literature review, local stakeholder situation analysis and household survey completed. Project design completed. Implementation delayed due to local govt changes, but started. Detailed design of direct services to children regarding school attendance etc. and design of full baseline studies started. Policy proposals being discussed with relevant govt departments.
South Africa pilot project 4	Educational projects on rehabilitating withdrawn child labourers (out-of-school children and youth), including integration of children of school-going age into schooling / appropriate educational intervention for out-of-school children.	Jul-05	Feb-07	Jul-05		Initial project design completed.
Policy						
BLNS project 2: Botswana	Drafting of national Action Programme on the Elimination of Child labour (APEC)	May-05	Mar-07	May-05		CSEC & CT Rapid Assessment Studies: Submitted draft literature review and stakeholder analysis and completed field work for rapid assessment study. First draft of discussion document on CL in Botswana submitted for comment as well as two expert reports on key policy areas identified. Proposal for national Action Programme on the Elimination of Child labour (APEC) submitted. Conceptualisation completed and approved. SP has been identified.
BLNS project 2: Lesotho	Drafting of national Action Programme on the Elimination of Child labour (APEC)	May-05	Dec-06	Aug-05		Draft discussion document, Literature Review and Further Tables on Labour Force Survey have been circulated for comment. In process of drafting revised workplan and programme for broader stakeholder and child participation workshops.
BLNS project 2: Namibia	Drafting of national Action Programme on the Elimination of Child labour (APEC)	May-05	Dec-06	May-05		Drafting of discussion document and literature review started. Conceptualisation of Action Programme on the Elimination of Child labour (APEC) completed and approved; proposal submitted. SP identified.
BLNS project 2: Swaziland	Drafting of national Action Programme on the Elimination of Child labour (APEC)	May-05	Dec-06	May-05		Experts to conduct studies on key policy areas identified. Drafting of discussion document and literature review started. Submission of reports delayed. Conceptualisation of Action Programme on the Elimination of Child labour (APEC) completed and approved; proposal submitted. SP identified.

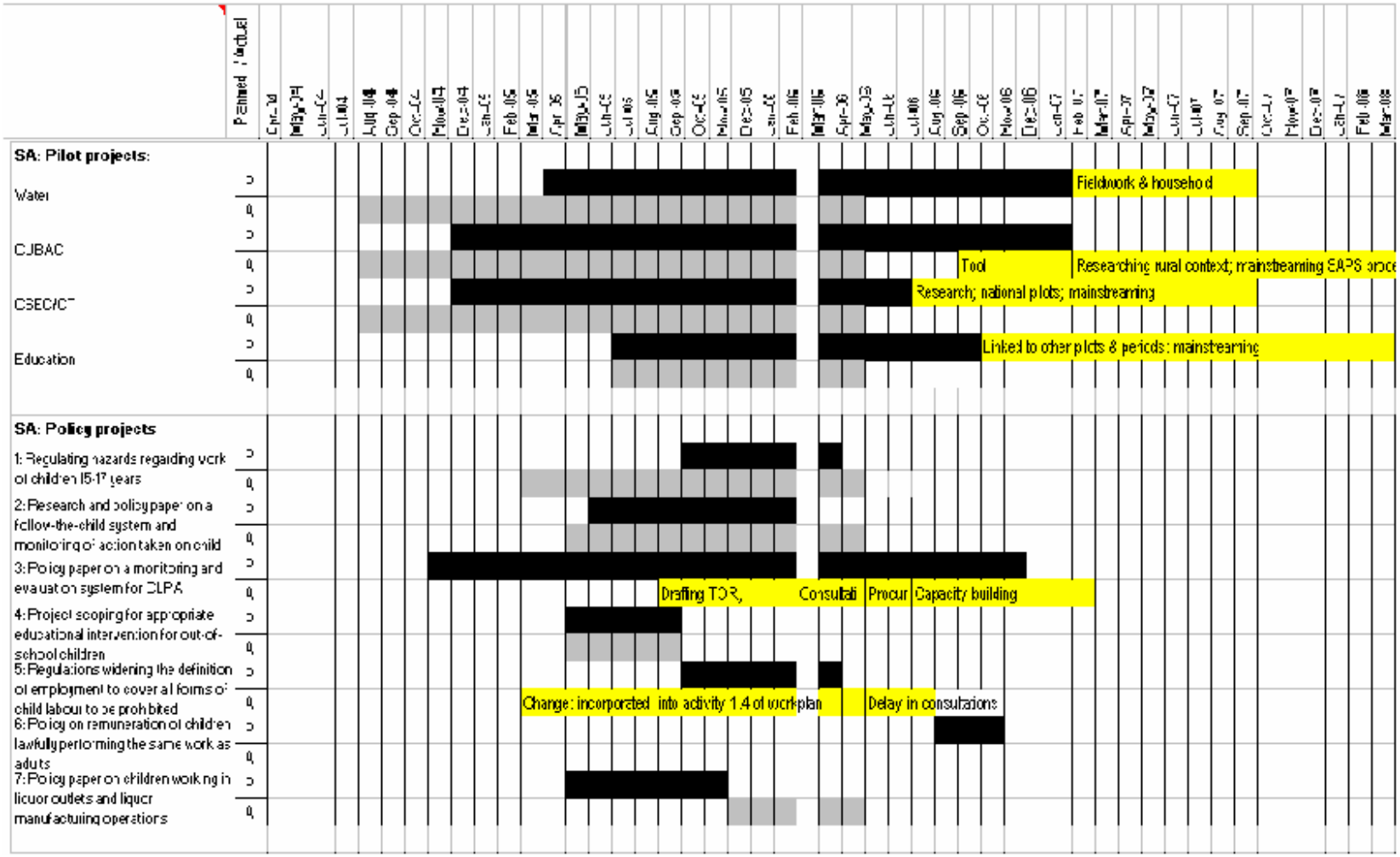
Project	Project Title	planned dates		actual dates [49]		Achievements
		start	completion	start	completion	
SACU region projects	Facilitation of concerted action against WFCL in the sub-region.	Sep-05	Mar-07	Jul-05		Two exchange visits (stakeholder sharing workshops) completed. Met with IOM and UNODC to devise a joint strategy, since all these organisations engage on this issue.
South Africa policy project 1	Regulating hazards regarding work of children 15-17 years olds	Oct-05	Apr-06	Mar-05		Literature survey on provisions to address workplace and worst forms hazards completed. Draft list produced. Literature review on regulating and reducing hazards at work for 15-17 years olds completed. Proposals for regulation of child work activities formulated. First legal draft completed; circulated for comment.
South Africa policy project 2	Research and policy paper on a follow-the-child system and monitoring of action taken on child labour	Jun-05	Dec-06	May-05		Draft request for proposals circulated. Project to be incorporated under SA policy project 3. Concept paper presented to CLPA IC. The combined set of projects has been delayed
South Africa policy project 3	Policy paper on a monitoring and evaluation system for Child Labour Programme of Action	Nov-04	Mar-07	Aug-04		The CLPA document has not been itself adopted by Sept 2005. Advocacy process pursued through IC. After repeated request of TECL, DOL sent letters to DGs and key DDGs to support TECL projects. Process of costing of CLPA is due for completion by end March 2006, although it appears unlikely that this target will be met. DOL agreed to submit the CLPA to Cabinet for noting, by October 2005. Draft request for proposals to develop indicators to measure effectiveness of the implementation of CLPA circulated. Pro forma for reporting on implementation of the CLPA used by members of CLPA IC, but not very successful. Format / strategy being redesigned in view of lessons learnt to date, to increase effectiveness
South Africa policy project 4	Project scoping for appropriate educational intervention for out-of-school children	May-05	Sep-05	May-05	Sep-05	Environmental scan and literature review completed. Policy paper also conceptualised SA pilot project 4.
South Africa policy project 5	Regulations widening the definition of employment to cover all forms of child labour to be prohibited (linked to Policy Project 1)	(incorporated under SA policy project 1)				Draft definition produced. Project incorporated under SA policy project 1.
South Africa policy project 6	Policy on remuneration of children lawfully performing the same work as adults	Aug-06	Nov-06	NS		Not started. Partially incorporated into SA policy project 1. (As a separate activity, the IC decided on Proposed to be abandoned since the CLPA IC on 21 Feb 2006 to withdraw support for this project. It expressed the view that it would be inappropriate to set minimum wages for children at a higher level than for adults, as stated in the CLPA.)
South Africa policy project 7	Policy paper on children working in liquor outlets and liquor manufacturing operations	May-05	Nov-05	Jan-06		Submitted inception report, planning fieldwork. Project expanded to include RA on children making and selling liquor.
South Africa policy project 8	Policy paper on immigrant and refugee children and WFCL					

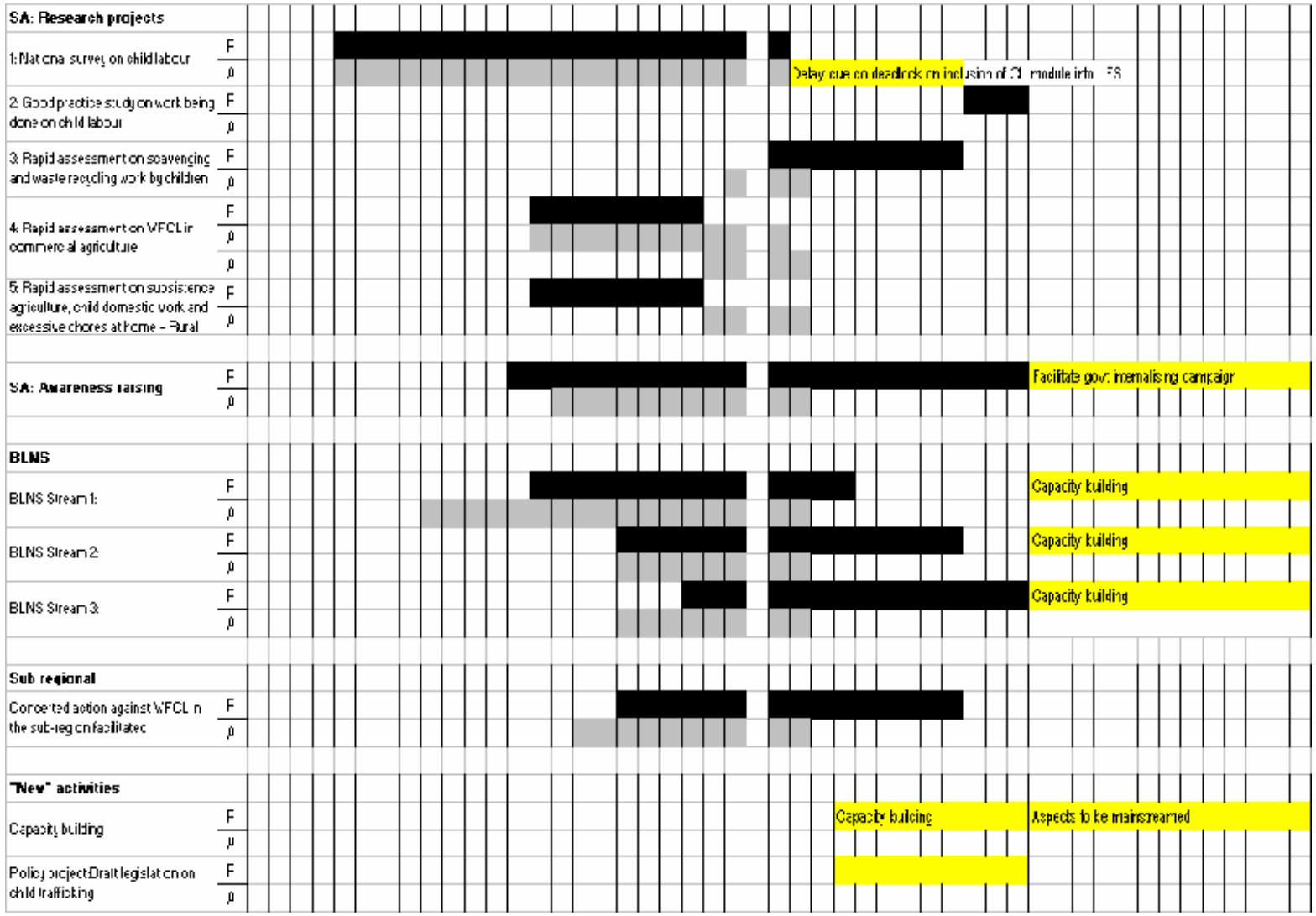
Project	Project Title	planned dates		actual dates [49]		Achievements
		start	completion	start	completion	
South Africa policy project 9	Engage in the process of drafting legislation on child trafficking	Sep-06	Jan-07	NS		Provided input to drafting of provisions on child trafficking Children's Act (Part 1); adopted by Parliament in Dec-05; not yet signed into law by President.
Programme Planning						
BLNS planning phase	Formulate range of possible projects per country.	Dec-04	Apr-05	Dec-04	Jun-05	Priority areas for possible interventions identified and outlined in Country Annexures and submitted to IPEC & USDOL.
TECL planning phase	Project set-up	May-04	May-06	May-04	May-05	Core TECL staff appointed Jun-04.
TECL planning phase	Assessment and revision of prodoc and budget	Jul-04	Apr-05	Jul-04		Prodoc submitted to IPEC Jan-05. Major budget revision postponed by IPEC until after mid-term evaluation. Limited budget revision linked to extension of project timeframe submitted for USDoL approval Jan-05. Budget revision re personnel matters approved Apr-05. Budget revision for project extension submitted for USDoL approval Jan-06.
TECL planning phase	Prepare country-specific annexures for BLNS countries and South Africa.	Nov-04	May-05	Nov-04	May-05	More ground work was required in BLNS countries than in SA. All BLNS PACCs approved the country annexures; approved by USDoL Mar-05. Draft SA country annexure was submitted to USDoL Jan-05, final to IPEC Aug-05, but final not submitted to USDoL by IPEC.
Research and Documentation						
BLNS project 1: Namibia	Assist with second child activities survey	May-05	Dec-06	May-05		Survey, funded from the national government budget, was conducted in Dec-05. Significant delays in capturing and cleaning data, compared to workplan. TECL provided technical support and advice. Literature review, stakeholder analysis and field work research on CT, CUBAC & Charcoal (Hazardous work) started.
BLNS project 1: Botswana	Child work activities module as add-on to labour force survey	Dec-04	Mar-07	Nov-04		Questionnaire finalised Mar-05. Fieldwork completed for first three quarters. Data capturing re first quarter due to be completed by May-06; 2nd quarter Jul-06.
BLNS project 1: Lesotho	Literature review on CSEC, street children, herd boys and CDW	Jan-05	Apr-05	Dec-04	Mar-05	Literature review on CSEC, street children, herd boys and CDW completed and published.
BLNS project 1: Swaziland	Qualitative research on 3 priority areas	May-05	Dec-06	May-05		Draft literature study & field work reports on CT, CUBAC and CSEC submitted (delayed by 3 weeks). Preliminary findings were presented to the PACC.
SACU region projects	Rapid Assessment of WFCL of a sub-regional nature.	Sep-05	Dec-06	Nov-04		Research underway as outlined under SA projects (e.g. cross-border trafficking). Studies on CT in BLNS countries also to inform this process and possible action to be taken. Outcome of studies still pending.
South Africa research project 1	National survey on child labour	Aug-04	Dec-06	Aug-04		Officials prepared to undertake survey on child labour; but activity not approved by Minister of Finance over past 2 years (deadlock on project). Labour Force Survey (LFS) of Mar -06 included limited module on child labour. Analysis of child labour not started. Data expected to be available Jul-06. Technical assistance provided to StatsSA in joint working group process of assessing methodologies and practical implementation.
South Africa	Good practice study on work being	Jan-07	Mar-07	NS		Not started

Project	Project Title	planned dates		actual dates [49]		Achievements
		start	completion	start	completion	
research project 2	done on child labour					
South Africa research project 3	Rapid assessment on scavenging and waste recycling work by children. (only to be conducted if sufficient financial resources are available)	Mar-06	Dec-06	Feb-06		Project not started; contracting process not completed; in planning phase.
South Africa research project 4	Rapid assessment on WFCL in commercial agriculture (note: incorporates SA research project 5 and consultation process on issues relevant to children performing domestic chores and subsistence agriculture)	May-05	Dec-06	May-05		Conceptualisation of research completed by SP, including stakeholder report, literature survey and overall combined report. Research not yet started. SP for research project management appointed, expected to start May-06.
South Africa research project 5	Rapid assessment on subsistence agriculture, child domestic work and excessive chores at home – Rural (only to be conducted if sufficient financial resources are available).	Feb-06	Dec-06			Incorporated under SA research project 4, as limited activity

Annex 5: TECL Programme Timeline

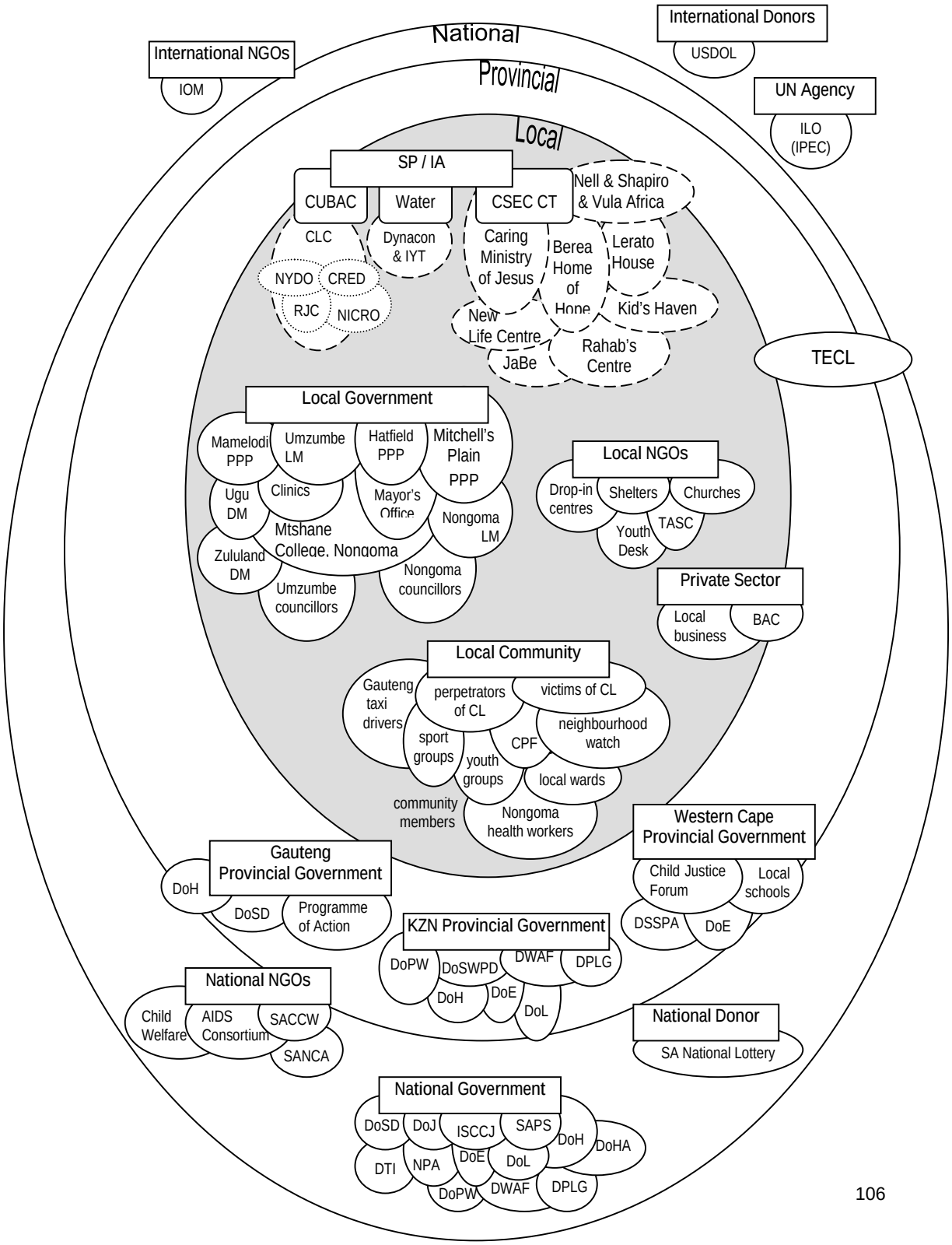



Planned / Actual
SA: Pilot projects:
Water
CJBAC
CSEC/CT
Education
SA: Policy projects
1: Regulating hazards regarding work of children 15-17 years
2: Research and policy paper on a follow-the-child system and monitoring of action taken on child
3: Policy paper on a monitoring and evaluation system for CLPA
4: Project scoping for appropriate educational intervention for out-of-school children
5: Regulations widening the definition of employment to cover all forms of child labour to be prohibited
6: Policy on remuneration of children lawfully performing the same work as adults
7: Policy paper on children working in liquor outlets and liquor manufacturing operations
Fieldwork & household
Tool
Researching rural context; mainstreaming EAPS proce
Research; national plots; mainstreaming
Linked to other plots & periods; mainstreaming
Drafting TOR,
Consultati
Procur
Capacity building
Change: incorporated into activity 1.4 of work-plan
Delay in consultations


SA: Research projects
1: National survey on child labour
F
P
Delay due to deadlock on inclusion of CL module into FS
2: Good practice study on work being done on child labour
3: Rapid assessment on scavenging and waste recycling work by children
4: Rapid assessment on WFCL in commercial agriculture
5: Rapid assessment on subsistence agriculture, child domestic work and excessive chores at home - Rural
SA: Awareness raising
Facilitate govt mainstreaming campaign
BLNS
BLNS Stream 1:
Capacity building
BLNS Stream 2:
Capacity building
BLNS Stream 3:
Capacity building
Sub regional
Concerted action against WFCL in the sub-region facilitated
"New" activities
Capacity building
Aspects to be mainstreamed
Policy project:Draft legislation on child trafficking

Annex 6: Stakeholder Map for Three Pilot Projects

The stakeholder map was complied using feedback received from five TECL programme service providers and implementing agencies participating in the CUBAC, CSEC/CT and Water pilot projects. Individual feedback was combined and expanded using programme documentation to provide an overall view of the TECL programme stakeholder environment, as perceived by programme participants.



Annex 7: TECL Pilot Projects

CUBAC

Lead government department:	Department of Justice & Constitutional Development (DoJ)
Support departments:	SAPS, NPA, DoCS. DSD
Coordinating structure:	ISCCJ (Inter-Sectoral Committee on Child Justice)
Service providers:	Four provincial NGOs subcontracted by the implementing agency: the University of the Western Cape Community Law Centre, Children's Rights Project.
Aim of the project:	To address children in trouble with the law, where they are used by adults or other children to commit crime; emphasis is on withdrawal based on the stage after the children had been arrested.

This project fits well within the TECL framework. It was selected as one of the worst forms of child labour on the basis of the CLPA prioritisation of the "use, procuring or offering of a child by others for illegal activities" as well as on the research finding[50] that bonded child labour, which was the original project focus in the programme design, is not a significant problem in SA.

The **project design** is detailed, logical and not overly ambitious. A number of well thought through assumptions underpin the plan, underscoring critical project risks. Its sound design was informed by stakeholder feedback and the CLPA and TECL programme documents, and rooted in solid research conducted by an implementing agency with a good track record in child rights research and policy work. It is one of the few TECL projects that have been implemented more or less according to plan and schedule. The inclusion of the design phase as part of the rapid assessment effectively circumvented delays.

CUBAC's impressive list of **stakeholders** is mapped in Annex 6. Ensuring their involvement has been one of the main challenges in the project, yet well executed. The background research included an extensive analysis of stakeholder groups and the 'entry points' into their systems. This helped to specify the stakeholders, intended beneficiaries and direct recipients in the APSO. The implementing agency identified relevant government departments and took care to establish relationships with them. It also has an ongoing positive engagement with the ISCCJ. The project now enjoys the active involvement of its provincial and local stakeholders**.**

The service providers seem experienced and are building on good existing relationships with the relevant government and community structures. However the level of engagement at national level seems unclear, casting some doubt on the long-term sustainability of the project. The national Department of Justice is an enthusiastic partner; less so the national Departments of Education and of Social Development, reportedly due to ongoing restructuring (in the former) and a lack of capacity. The DSD especially was regarded as instrumental; their limited engagement at national level is thus of particular concern.

The APSO includes a strong focus on institutional development. It emphasises the training of government officials and the joint development of information and guidelines for those who work directly with CUBAC children. Close cooperation is also envisaged with the TECL education pilot project in the same sites. This will enable the projects to capitalise on **possible synergies** between them, but the education project has yet to be operationalised.

Progress is good. At the rate of progress it is likely that the expected outputs will be delivered by February 2007. Stakeholders have been engaged and local committees established. Key reports are ready for publication, materials for prosecutors, probation officers and police have been developed or are being

[50] Extent and source of the research is not clear. Incidences of bonded child labour and servitude would be hidden and researchers would not have many avenues to investigate phenomenon. CLPA explicitly identifies bonded labour as a "WFCL that appear to occur in South Africa in significant numbers". (CLPA, pg 17.

finalised, and service providers are in place to provide diversion services. CUBAC will be included in the Child Law Manual for magistrates and prosecutors, and plans are in place for further research studies.

The child consultation study found that "further specific attention to [issues of gender, masculinity and sexuality] is warranted[51]", and **gender mainstreaming** is a specific requirement in the contract with the implementing agency. However, this does not seem part of the APSO or of project implementation. We did not investigate this aspect any further, but if correct should receive attention.

Almost all activities of the project include provisions for monitoring and evaluation. Processes for **gathering data and information** on CUBAC are also being developed within relevant government structures (e.g. SAPS and DoJ). This bodes well for the sustainability of such efforts. Plans for data collection and dissemination are included and clearly defined in logical framework, and include publication of information generated by project in various public forums. The integration of data collection and report-writing activities and the explicit development of information dissemination materials suitable to different stakeholder groups is one of the strengths of the project.

The potential for **sustainability** of the activities and after termination of the project is high. A variety of stakeholders are engaged and their capacities are being built. The service providers have long-term relationships with communities and relevant government and NGO structures. This suggests that once the programme is terminated, the CUBAC focus will continue within their extensive networks. One condition for effective mainstreaming and national roll-out is that national commitment should be strengthened.

Of all the pilot projects, CUBAC seems to be the most effective, implemented according to plan and on schedule. It will be useful to determine the reasons but they are likely to point to good design, good central management, an effective implementing agency, experienced service providers and good stakeholder engagement. **Extension** in this case may be required simply to do justice to the evaluation and documentation of outcomes and good practices.

CSEC AND CHILD TRAFFICKING

Lead government department:	Department of Social Development
Service Providers:	Situation analyses: CASE**;** Action Programmes: Rahab's Centre, Johannesburg; New Life Centre, Johannesburg; Kid's Haven, Benoni; Caring Ministry of Jesus, Winterveld / Pretoria; Berea Home of Hope, Johannesburg; Lerato House (Pretoria Community Ministries Trust)**;** Capacity building and training: Nell & Shapiro cc in collaboration with Vula Africa
Aim of the project:	Design and implement action programmes targeted at children involved in or at risk of CSEC / CT; Special focus on prevention and educational rehabilitation and developing of best practices for replication on all levels.
Developmental objective:	To contribute to the elimination of the worst forms of child labour in South Africa by supporting and expanding the services provided to children involved in or vulnerable to CSEC and CT and to increase the knowledge base on these issues.

CSEC and child trafficking have been clearly identified as worst forms of child labour. Trafficking does not seem to be sufficiently addressed in this project (We are not convinced that this reduced focus was entirely justified, but with little time available for implementation this may be the best practical solution).

In contrast to CUBAC, we have some questions about the initial **research** on which this project has been based. It contains some unusual practices: The literature review focuses mostly on secondary research and

[51] See *Child Consultation Research for Children Used By Adults to Commit Crime* Report by Cheryl Frank and Lukas Muntingh, pg 58

problems related to relevance and even integrity are noted for several of the sources of information[52]. Methodologically it is highly undesirable that the service provider documenting the environmental scan[53] (with input from the TECL team) was different to the one that gathered the data. In the content stakeholder perceptions are labelled 'correct' or 'incorrect'. It is also interesting that projects have been implemented while the background research is still available only in draft versions.

The **programme logic** is detailed but not consistent throughout the documents. The inconsistencies range from differing wording and numbering to incomplete tables. If the project logic is the base for further implementation by relatively inexperienced service providers (and for evaluation) it may need some clarification. There has been a strategy shift away from original plan outlined in the South African country annexure. The reasons for the shift, including an increased focus on research, seem reasonable (TECL internal report on projects, Apr 2006).

The initial strategy was abandoned as a baseline survey and research in eight pilot sites was not deemed feasible and able to provide reliable information. Now operating in six pilot sites, service providers will participate in research to develop more accurate profiles of CSEC/CT and education and skills development strategies; and provide research snapshots for clearer information on practices in CSEC and CT. These and other project challenges require ongoing monitoring and capacity building of the service providers - implementers failing due to lack of skills capacity in management is one of the more serious project risks. It is of some concern that explicit mention of project assumptions and risks is absent from all six pilot site APSOs. Some are implicit in the project designs, while mitigation strategies are 'hidden' in the sustainability section of each APSO.

There needs to be a strong focus on risk management. **Multiple challenges** have emerged, some of which may have serious implications for a project aiming to get children back to school. There is weak engagement from the national government (DoSocDev/NPA) and limited capacity at local level. We are not aware of strong efforts being made to address this important issue. The national education strategy does not cater for CSEC / CT and only a few local schools have been accommodating. The majority of children in CSEC are HIV positive and without treatment, and skills training strategies aimed at the long term may be unrealistic for many of them. NGO capacities are limited and little funding is available from national departments. There are also few service providers who can assist in capacity building, training and research activities.

All aspects of the project have already fallen behind schedule. It is therefore a major challenge to manage so many pilot sites with so many challenges without an overarching "umbrella" service provider as recommended in earlier planning documents. This places severe pressure on an already thinly stretched TECL team. This situation is exacerbated by the large number of stakeholders who need to be engaged (Annex 4).

The intended beneficiaries were identified as (i) children involved with, or at risk with respect to CSEC and CT in the geographical areas in which the service providers work; and (ii) service provider staff members. Capacities in CSEC (and CT) need to be built as NGOs were found to be generally weak in this field, yet it is not clear to what extent the service providers' work and expertise in CSEC are being enhanced by the project interventions. Most of the service providers do not focus exclusively on children and not all targeted children are necessarily involved in CSEC (only one of the service providers initially focussed on girls involved with CSEC, but now also includes sexual abuse cases). Children as a target group was not defined in detail in the project design and seem to be (by default) all children reached by the service providers in the course of their work. Much of the effort thus simply seems to support **existing (non-CSEC) activities**, but our understanding may be limited after only a short engagement with one of the service providers.

Progress has been slow and the project is at least six months behind schedule (the schedule in the revised, not original implementation plan). The rapid assessment and baseline studies started on time but have not

[52] Revised literature and policy review on CSEC and Child Trafficking [DRAFT], Jun 2005
[53] Environmental scan of stakeholders, policies and literature, on CSEC and Child Trafficking, with a focus on South Africa (National) and Gauteng province [DRAFT], May 2005

been completed, four months after the targeted date and four months after actual implementation of the project. Project implementation has started in four of the six sites only, three months behind schedule and yet three months before the design phase was completed. The project has thus been designed and implemented before completion of the background research. As in the rest of the programme, internal TECL staff capacity, slow service provider contracting processes, weak government engagement and inadequate service provider capacities are recurring themes. More unique are the inherent challenges in coordinating and ensuring transfer of experience between sites (some with differing ideologies about what they are doing), and effective work with the education system.

Data gathering systems, including indicators and target numbers are well described in each APSO, but apart from reporting requirements and a final synthesis of good practices we did not find evidence of a dissemination plan for information generated through the project. **Harmonisation and knowledge sharing** require effective relationships and good communication strategies. Harmonisation between the service providers, and between them and other initiatives still needs some work. For example the work of the national Department for Social Development on supporting and networking shelters should be linked to the work of the service providers. The project design proposes specific initiatives to stimulate cooperation and knowledge transfer between different sites, for example through collective training, and less experienced service providers are to learn from those with more experience.

Other than very limited mention of boys as opposed to girls as intended beneficiaries, there is no evidence that **gender dimensions** have been considered in the background research, in the project design or in implementation. Considering that the majority of CSEC (and CT) victims are girls and that its prevalence among boys is increasing (Environmental scan report, May 05), more work should be done to develop an understanding of gender in the context of CSEC projects.

The issue of **sustainability** is well addressed in the project design and in each APSO. Overall the strategy is clear and seems to (i) build the capacities of service provider staff through skills training; (ii) ensure transfer such skills to other staff members; and (iii) link the service providers with relevant government resources. It presupposes service providers who are committed to, and informed about CSEC (and CT). But the test comes with successful implementation and as described, some elements are somewhat dubious. For example, for effective mainstreaming and institutionalisation the national government department should ideally be engaged and committed from an early stage, which is not yet the case. Much depends on the extent to which service providers' skills will be developed to raise funding more effectively. The documentation of experiences is a mechanism for mainstreaming, but did not come across in plans for roll-out of the interventions (although it is part of the overall programme). We have also observed differences in ideology between service providers that may pose a threat to collaboration.

This project seems more disjointed than the others, with elements that do not seem well researched, systematically planned or strategically coordinated. The background research studies already provided a first hurdle to ensuring a sound project. The lack of certain key external connections and little communication between pilot sites are a concern.

This pilot is likely not to contribute adequately to TECL objectives unless it is allowed **significantly more time** for implementation and documentation of the pilot results[54]. A number of aspects need attention if the project is to have the credibility and results to inform future models.

[54] The environmental scan (report of May 05) states categorically that "The review of legislation reveals the fluidity of this area [CSEC/CT]. The project duration of the TECL pilots might be too short to intervene meaningfully in this area, except to comment on changes to the draft legislation in the parliamentary process, and feed into that process experiences from the projects supported by TECL, or more generally, from the field. Another option would be for TECL to record and fine-tune legal strategies on both CSEC and CT, based on existing law. The utility of this latter approach would be determined by (a) the extent to which the law changes and (b) how soon those changes occur."

THE WATER PROJECT

Lead government department: Department of Water Affairs and Forestry
Implementing agency: Dynacon (stage 1 & 2).
Service provider: Impi Yomkhosi Trust (stage 2)
Aim of intervention: To enable decisions regarding prioritisation of water delivery to households far from safe sources, and mainstreaming the approach into national guidelines.
Developmental objective: To reduce the extent of child work in South Africa by ensuring (i) a transparent and consistent approach to the allocation of funding for water services needs within the WSDP/IDP process and (ii) that households spending excessive time fetching water receive priority in service delivery taking into consideration other technical and financial aspects of project implementation.

The fetching of water as a form of child labour with serious consequences on the development of children is a **novel concept** in a TBP support programme. If local contexts and the opinion and expertise of local stakeholders are to be respected, its inclusion in TECL in spite of not being a WFCL is justified and highlights an interesting element for consideration in other countries. The pilot project focuses on testing an existing instrument for prioritising water delivery roll-out based on the household distance from water as a key element. This is likely to be the best possible long-term, sustainable approach to eliminating this damaging form of child labour - in line with the TBP focus on long-term solutions and more desirable than any short-term intervention. If it works in South Africa it could also be applicable in other developing contexts. This is why such a rather unique type of project may be justified in the TECL context.

A second element has just been added to increase the number of children who will be reached directly during the lifetime of the programme, while also adding a critical element of the **holistic approach** to combating child labour effectively. It focuses on providing assistance that will help ensure that children released from fetching water returns successfully to school and does not get trapped in other forms of abuse.

If the project succeeds as envisaged, it could be an important contribution to reducing child labour in southern Africa. But for this to happen, a lot of steps need to be taken and a lot of pieces have to fall into place at local and national level. For example, information on the location of the water source and its distance from households is currently not requested in the WSDP and may take significant time and resources to collect country-wide in a credible manner (unless technology makes this process very efficient). It is extremely unlikely that all that is intended will be executed within the next year. This project *has* to be seen as **the first but important step** in a much longer term initiative before national roll-out will be a reality. The **ownership** of the project intent by the national DWAF and their continuation with the initiative after the project has been terminated is therefore crucial to its success. It is therefore excellent that the project has focused on this element and that the national department is engaged and keen to assess the potential of the instrument that is being tested and collaborate on related aspects.

The project is well designed and linked to the programme framework, although results are measured at output rather than (contribution to) outcomes level. Assumptions are noted but not the key issues of (i) the need for recognition among all stakeholders that fetching water is an unhealthy practice for children; (ii) the ease of wide roll-out if the project is proven to be successful in one municipality only; (iii) the extent of community leadership support for such a transparent system; and (iv) the impact of a competitive system on the credibility of the information that will determine where the service is delivered.

Many stakeholders have been identified and roles clearly allocated in the APSOs. The stakeholder map indicates the challenge to implementers if ownership of such an intervention is to be established at all levels (map in Annex ….). Strong and enthusiastic **partnerships** with DWAF at both national and district level are a great strength. At community level, in Nongoma in particular, much work still needs to be done to ensure the **community leadership buy-in** into activities that will benefit them as part of the direct

assistance component of the project (even though extensive stakeholder consultation formed part of the background research). This component is still in the very early stage of planning and implementation and is the most unlikely to yield enough information before the end of the programme to inform future models.

The project is fully integrated with the Zululand DM processes, an essential element if it is to be successful. There are no similar initiatives with which the project can be harmonised, although it has links to other water-related NGO initiatives in the area through a committed service provider. Proposed **synergies** with other stakeholders' activities are also evident from the detailed institutional framework description in the APSO. In Nongoma, the site for implementation of the direct assistance component, plans are afoot to link with the TECL Education project once it is up and running.

Implementation has started slowly. The service provider for implementation of the education part of the project was only expected to be contracted in April 2006 even though implementation had to start in September 2005. Reasons for the **delays** again point to the type of problems encountered when initial timelines are tight within a development environment. As with the other pilot projects, the length of the process of identifying and contracting service providers was not taken into consideration during project planning. One element that should have been included earlier is that of direct assistance. As the TECL team was aware of the requirement to reach children directly in eaach of the pilot projects, efforts to do so – especially in view of the need for a holistic approach - could have been made much earlier in the project.

The background documents note the **gender dimension** of the problem. It is unclear whether this dimension has been considered in the planning and execution of the project other than the disaggregation of data.

It is unlikely that without TECL engagement this prioritisation instrument would have had the attention from the national department that it currently enjoys. If the project proves to be successful, **sustainability** is guaranteed through buy-in at government level. The implementing teams will "continue with or without ILO funding". Buy-in at community level is less certain and will be especially important for planning and implementation of those interventions related to the direct assistance component.

Monitoring and evaluation and **knowledge sharing** mechanisms are described in the APSO. Dissemination of results and lessons will target the national DWAF as well as other government agencies and international bodies. The government stakeholders are certainly keen to learn from the experience. It is a pity that the late start of the direct assistance component means that there almost certainly not be enough time for a 'post-intervention' survey and documentation of results.

The most impressive **achievement** of the project to date is that it has through reliable information brought a different dimension of the issue of water and children to the attention of DWAF and local government structures. If the project is successful in establishing an instrument for water delivery prioritisation that can be scaled up country-wide, the effect will be far-reaching and completely justified, especially given the relatively small investment. The ambitious nature and late start of the direct assistance component is problematic and a good reason for **extension of the programme** to 2008 if any benefits are to come from this part of the intervention.

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