



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

**Towards the Elimination of the Worst
Forms of Child Labour (TECL), Phase II
with a focus on HIV/AIDs: Supporting and
monitoring the implementation of
National Plans of Action in three core
countries in Southern Africa
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An independent final evaluation by a team of external consultants

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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 by a team of external consultants. The field mission took place in April-May 2012. 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

AP/APSO	Action Programme/Summary Outline
APEC	Action Plan for the Elimination of Child Labour (title of NAP in Botswana and Namibia)
BFTU	Botswana Federation of Trade Unions
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
CB	Capacity building
CL	Child Labour
CLC	Child Labour Committees
CLPA	Child Labour Programme of Action (title of NAP in South Africa)
CRM	Child Rights Monitors
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Advisor
CUBAC	Children used by adults to commit crime
DBE	Department of Basic Education (South Africa)
DBMR	Direct Beneficiaries Monitoring and Reporting
DOH	Department of Health
DOL	Department of Labour
DSD	Department of Social Development
DWCP	Decent Work Country Programme
GAP	Global Action Plan
HCBC	Home and Community Based Care
HIV/AIDS	Human Immunodeficiency Virus infection / Acquired Immunodeficiency Syndrome
IA	Implementing Agency
IC	Intersectoral Committee (South Africa)
ILO	International Labour Organization
IPEC	International Programme for the Elimination of Child Labour
KH	Kids Haven
LAC	Legal Assistance Centre (Namibia)
M&E	Monitoring and evaluation

NACTU	National Council of Trade Unions (South Africa)
NAP	National Plan of Action (against child labour)
NDP	National Development Plan
NGO	Non-government Organization
NLC	New Life Centre (South Africa)
NLC	New Life Centre
NPC	National Programme Coordinator (for TECL II)
NPO	National Programme Officer
OVC	Orphans and vulnerable children
PACC	Programme Advisory Committee on Child Labour
PMP	Project Monitoring Plan
SCREAM	Supporting Children Rights through Education, Arts and the Media
SMS	Short message service (using through mobile phones)
TBP	Time Bound Programme
TECL	Towards the Elimination of the worst forms of Child Labour
TPR	Technical Progress Report
USDOL	United States Department of Labour
VDC	Village Development Committee
WDCL	Worlds Day against Child Labour
WFCL	Worst Forms of Child Labour

Executive Summary

TECL II

TECL II builds on the achievements of TECL I that supported the implementation of the Child Labour Programme of Action (CLPA) in South Africa and laid the basis for concerted action against child labour in Botswana, Lesotho, Namibia and Swaziland, by putting into place National Action Plans (NAPs) on the elimination of child labour. South Africa, Botswana and Namibia have been chosen as the main target countries for TECL II because (a) they had drafted and endorsed NAPs, (b) had concluded memoranda of understanding with the ILO on steps to eliminate child labour; and (c) had therefore good chances of success for the TECL II interventions. The three countries are all qualified as “medium development”.

Evaluation methodology

The evaluation consisted of three phases; first phase was five day preparation and desk review of key background and project documents. Second phase was a field visit to the project countries, Namibia, Botswana and South Africa. The field visit was limited to one week in each country and included interviews with project staff, key national stakeholders like government officials, then one to three days of field visit to assess direct interventions. The last day, was reserved for a stakeholder workshop. After returning from field visit in the three countries a draft report was prepared. Each national consultant prepared a country report as input to the main draft report.

Findings

Objective 1 Capacity of the key partners will have been strengthened to more effectively mainstream child labour issues into legislative and policy frameworks and take action against the worst forms of child labour, and awareness will have been raised among the general public and among key stakeholders:

Policy on child labour has been significantly moved forward in both Namibia and Botswana. TECL II has made contributions in terms of putting child labour on the agenda and pushed the governmental processes forward. TECL II could not influence the speed of the progress in national legal framework and its implementation, however it could affect focus areas (CL) and to some extent direction. Both these two effects are important.

For South Africa TECL II has supported the already on-going policy and implementation, but it is likely that TECL II has strengthened the child labour part of the South African policy on child welfare.

Objective 2 Model of intervention:

Models of interventions are found mainly on the direct interventions. Humana and Childline in Botswana are both good examples. In South Africa New Life Centre gave good impression.

Country conclusions

South Africa: TECL II managed to get a good collaboration with government agencies after some tension during start-up. Child labour worked organised through IC and the CLPA. Good promotion of child right through Football World Championship. Targets for direct interventions reached only 62%.

Namibia: Child labour poverty related. TECL II succeeded in putting CL on the agenda and assisted with preparing legislation and policy. Government moves slowly and implementation remains for List of Hazardous Work and key bills. Direct implementation has meet challenges and number of cases only 22% of target.

Botswana: Child labour still to some extent structural. Key industries and branches remains as high risk for violation groups. TECL II has contributed to put CL on the agenda. Key legislation has been revised during the project period, but government moves slowly. Government officials have made strong statements in favour of fighting CL. Direct implementation has been the best in TECL II, by 91%. Direct intervention in Botswana is good practice.

Design: TECL II was costly in terms of long set-up time, and in this respect ended up with a very short implementation time. The duration for the direct interventions was therefore short. Short interventions are likely to create less effect and less sustainability than longer term projects. Design would have benefitted from quicker start-up and earlier implementation of the direct interventions.

ILO as a UN agency with a universal mandate and holder of the labour rights conventions, are playing a unique role towards governments. This role cannot be substituted with other agencies. This unique position is both a competitive advantage as well as a core responsibility for ILO. This unique role is not as strong when it comes to direct implementation. The direct implementation, however, is essential in terms of capacitating authorities downstream.

The total budget is of 4 750 000 US\$ from 2008 to 2012, where only 2009 to 2011 was fully operational years. The actual spending in percentage compared to budget revealed an under-spending in early parts of the programme and a subsequently additional spending late in the programme. The country offices had no overview of the annual allocated spending and this approach did reduce the efficiency. The spending on cars and drivers compare to alternative ways of handling transport was inefficient.

Overall the monitoring and reporting lacked oversight. IA had clear measurable targets to measure against; this was not the case for indicators for the other part of the programme. For most of them no meaningful measurement took place. For the work towards government, the reporting was made in words and with no consistent numbers to measure progress. The lack of oversight on policy level has had the effect that performance discussion had turned towards looking at the direct interventions. Combined with the budget issues, restricted communication channels, the lack of oversight has in the view of the evaluator reduced the performance of the programme.

Achievements: Successful network building by the national offices took place and was related to good relationship between the stakeholders as well as committed stakeholders, according to findings during field mission. The network building done by the IA's has been more intense, less formalized and more practical oriented. Network building seems to be important in Namibia and Botswana as building consensus, better coordination and agreeing on actions is more relevant here, with governments that still have a way to go to get policy and particularly implementation in proper place. In South Africa the network building seems to be of less importance, as there already is strong governmental ownership in place.

Capacity: Community awareness has been raised. Even though the general awareness has been raised, the participants at CL trainings are still essential to both community awareness as well as essential in solving cases. Schools, learners and communities that have undertaken training understands CL, CW and child abuse well.

We see little sign of involvement of new institutions and partners, not even commercial farmers in Botswana, a group that it would be relatively easy to access, if proper political backing were given. Alliances were created within community and key governmental bodies, for example school and police, the team learned during field visit. Still however key stakeholders on the violator side are missing, like commercial agriculture companies.

The lack of other supporting programmes has made the TECL II programme taken a larger space than originally intended.

Relevance: CL is a narrow issue, and all countries have a broader child welfare approach. TECL II comes in as a special interest actor bringing in and giving CL a stronger role in child welfare than would have been the case at policy level. Also for direct interventions this is the case. Policy level action responded to gaps and needs in policy which naturally differed between the countries.

There is still need for support. Awareness has been built and children saved but still many more children need help. The programme only reaches a portion of the affected families and children.

Sustainability: Among the national governments the progress and benefit will continue. The push given by TECL I and II to focus on CL has been positively taken into the processes going on for new and updated child welfare. This is the case for all three countries, even though the strength and the effect of the push are different in all the countries.

Community awareness is likely to be maintained and useful for future benefits. Outcomes and benefits continue to evolve as community has taken on-board the commitment after project terminated.

The sustainability for direct interventions is reduced by the short duration of the interventions. The children now counted as success cases are still young and may drop out again as the monitoring period was only 3 months. Sustainability would have improved if the cases (kids) have been following through one or more milestone.

Crosscutting issues: The answers whether there were a difference between boys and girls in terms of child labour varied. There were differences in what type of child labour boys and girls were affected by. CSEC and CUBAC are both gender selective/specific. Gender plays a key role in this selectivity in terms of home and community socialisation and social identity for boys and girls.

For HIV/AIDS, the IAs, schools and most other organisations and institutions are better in HIV/AIDS in the local context than TECL II. In South Africa, upstream and downstream, prevention and mitigating of the effect of HIV/AIDS is at the heart of government's programme of action. With the high prevalence of HIV/AIDS in South Africa, this is important as well as there is considerable competence in the country.

Recommendations

1. Needs still exist and support would still be beneficial. As all countries are getting stronger and with strong ownership of own policy, a process with participation from the countries will be essential before a decision is being made. This is particular important for South Africa. Responsibility: IPEC.
2. For Botswana and Namibia, ILO/IPEC should utilise its competitive advantage. Responsibility: IPEC.

3. A coming programme should have a well structure budget and follow good financial management also regarding oversight, with monthly/quarterly status reports. Communication, including between the HQ, CTA and NPCs, must be strengthened. Responsibility: IPEC.
4. Secure that both upstream and downstream interventions are supporting the implementation. Responsibility: IPEC and PACC.

Namibia

5. Child labour should be part of the school curricula. Responsible: Ministry of Education
6. Headman, councillors, social workers and caregivers are still stakeholders that could be utilised more to train, inform and educate children, parents and community. They could be particularly important in changing negative culture and identify cases as they have good network and influence at community level. Responsibility: IPEC and NPC.
7. ILO could help with facilitating better coordination between Namibian authorities, like linking the desperate need for accommodation for kids with the Ministry for Youth and Sports hostel capacity. The hostel capacity was not known among local stakeholders according to interviews in the field. Responsibility: PACC.

Botswana

8. Commitment from agribusiness sector (large farms) to change their use of child labour. Responsibility: National government.
9. Make high risk of violation groups target groups and implement interventions. Responsibility: National government.

South Africa

10. Let national government lead. Important to identify correct ministry as counterpart. Responsibility: IPEC and National ministry with responsibility (Ministry of Labour).

Lessons Learned and Good Practices

Lesson 1: Programmes are costly in terms of long set-up time. It is important that activities like sub-projects, in TECL II the direct interventions, are allocated as much time as possible.

Lesson 2: Communication between the different project levels should be smooth, including those national partners, CTA and HQ.

Good Practice 1 Network building done by the IA's in TECL II has been more intense, less formalized and more practical oriented than the governments ones.

Good Practice 2 Using national organizations, like the IAs, to deliver both services as well as for building capacity among local government and other local stakeholders.

1. Background and Project Description

1.1 IPEC and Child Labour

The aim of the International Programme on the Elimination of Child labour (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.

The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes, such as National plans, Strategic frameworks, have provided such focus.

Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (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. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (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 the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.

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. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.

The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that specific strategic

initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016.

Africa is a very relevant region for IPEC. The GAP 2006 stressed the need for “a special emphasis on Africa” by both the ILO and its international partners in the fight against child labour. In this regard, IPEC committed to devote a larger proportion of its efforts to Africa and has sought to strengthen activities in the region through the Focus on Africa programme. A regional strategy was adopted in 2011.

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 of ILO cooperation and it is within this framework that the activities developed by the Programme should be analysed.

ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context.

The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries’ planning and implementing frameworks.

1.2 Programme TECL II Background

The project builds on the achievements of TECL I that supported the implementation of the Child Labour Programme of Action (CLPA) in South Africa and laid the basis for concerted action against child labour in Botswana, Lesotho, Namibia and Swaziland, by putting into place NAPs on the elimination of child labour. South Africa, Botswana and Namibia have been chosen as the main target countries for TECL II because (a) they had drafted and endorsed NAPs, (b) had concluded memoranda of understanding with the ILO on steps to eliminate child labour; and (c) had therefore good chances of success for the TECL II interventions. The three countries are all qualified as “medium development”.

TECL I consisted of 34 projects concentrated in three interconnected programme strategies in the countries:

- a) 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 labour; and analysis of good practices) among others for policy and programme planning, including at national level;
- b) 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
- c) 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.

South Africa has been included in TECL II to ensure that government-driven action under the NAP – developed under TECL I – is effective and sustainable. The project aims to ensure that the South Africa experience becomes also a source of learning and good practice in the sub-region and beyond.

Botswana and Namibia have a relatively well-developed system of social services, and are close to achieving the MDG objective on education.

The three countries have ratified the ILO Convention No. 182 on the Worst Forms of Child Labour.

In July 2010 it was agreed a 3 months no-cost extension of TECL II (from March to June 2012). This decision had basically budget implications. Few programmatic adjustments were decided. One of the few adjustments was that in the program strategy in South Africa direct action responsibilities shifted from the Government of South Africa to two implementing agencies - New Life Centre and Kids Haven.

1.3 General Programme approach and strategy

The programme has the following immediate objectives:

- a) By the end of the project, capacity of the key partners will have been strengthened to more effectively mainstream child labour issues into legislative and policy frameworks and take action against the worst forms of child labour, and awareness will have been raised among the general public and among key stakeholders (8 outputs)
- b) By the end of the project, models of interventions (focusing on education and HIV/AIDS) for addressing selected worst forms of child labour and prioritized forms of child labour in Botswana, Namibia and South Africa will have been developed, tested and – in South Africa - further mainstreamed through pilot interventions involving direct action programmes. (3 outputs)

The overall purpose of the direct action is to test methodologies which, if successful, can be replicated and mainstreamed into government's policies and programmes targeted children.

The direct interventions aim at withdrawing child labourers from the WFCL in urban settings (i.e. CSEC, including child trafficking if applicable, and CUBAC) and in rural areas (work in agriculture, excessive chores interfering with education, and hazardous work), and preventing children in vulnerable situations from falling victim to child labour and its worst forms.

In the direct action, a special focus is on obtaining access to education, on children affected by HIV/AIDS, and children from marginalized communities. This includes testing how government grants (including cash transfer grants) and other social services provided by law become accessible to poor households including households in need of assistance due to impact of HIV/AIDS. Within this framework, TECL II works towards strengthening the link between the NAPs and existing HIV/AIDS prevention and impact mitigation strategies in the countries.

2. Purpose of Evaluation

The main purposes of the final evaluation are:

1. Determine if the Project has achieved its stated objectives and how and why have been/have not been achieved (i.e. achievements and shortfalls in project implementation)
2. Identify unintended positive and negative changes at outcome and impact levels
3. Determine the implementation effectiveness and efficiency of the Project
4. Establish the relevance of the project implementation strategy and outcomes and the level of sustainability attained.
5. Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting NAPs or other institutional framework at local, country and sub-regional levels toward the sustainability of the project outcomes.
6. Identify lessons learned and potential good practice, especially regarding models of interventions developed that can be applied in the target countries, the African region (at national and regional/sub regional levels) and beyond.

The final evaluation should provide all stakeholders with information to assess as it is needed, work plans, monitoring 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.

3. Evaluation Methodology

The evaluation consisted of three phases; first phase was five day preparation and desk review of key background and project documents. Second phase was a field visit to the project countries, Namibia, Botswana and South Africa. The field visit was limited to one week in each country and included interviews with project staff, key national stakeholders like government officials, Director of ILO Pretoria office, and then one to three days of field visit to assess direct interventions. The last day, was reserved for a stakeholder workshop. After returning from field visit in the three countries a draft report was prepared. Each national consultant prepared a country case study as input to the main draft report. These three country case studies are put as annex of this report.

3.1 Methodological principles used

The overarching principle is participation of stakeholders.

Six basic approaches were used. A) Reviewing existing documentation mainly from the project itself; B) Semi-structured interviews in the field and on phone-interviews with other relevant key staff; C) Observations during field visits to selected sites; D) Data collection assisted by the national coordinators and local consultants, based on availability of data. E) Participatory with “the whole system in the room” workshops, in the end of each country visit. F) Triangulate data sources and methodologies. Several data sources and methodologies will be used for cross examination of our findings.

Based on the received information and findings in the Mid-Term Evaluation, the team leader does not expect to find available ready made data for the logical framework. There is certainly information and data in log-frames and other documents and systems (like DBMR (project based) and CLM (national system)), but not comprehensive and easily available format. Therefore the Evaluation Team will use the data that is possible to access in each country to make best possible. PMP will be used as a key element.

Key data on the evaluation process: Field visit where in principle for five days in each country (Monday - Friday) which was the case in Namibia and Botswana but in South Africa the field visit was interrupted by 1 May and a long weekend, therefore reducing the effective working time to 3.5 days. In all countries, but particularly in Namibia and Botswana the evaluation team travelled extensively to see direct implementation activities.

The evaluation report has been asked for a limit of 30 pages; and the TOR has requested included to respond to evaluation 75 questions. To cover this ground within the limit the report will only do limited explanations of programmes and aspects. The available public programme documents can provide in-depth explanation of programme details. A condensed set of the 75 questions will be responded to and the report is structured to a large extent around these required questions.

To provide more detailed information related to each country a country case study for each of the three countries are enclosed in Annex 1.

3.2 Limitations

The field visit was short and in addition the evaluation team travelled extensively by car, which reduced the effective time, even more. The time frame for the field visit was therefore tight, and the report must be read with this limitation in mind.

3.3 Glossary

There are some terms in TECL I and II that differs from the most frequent uses.

The term mainstreaming is used different in TECL I and also in TECL II compared to some other contexts. In other contexts, mainstreaming is often used to refer to efforts to ensure that the issues in question, cross-cutting issues, are incorporated into national development plan. Already in TECL I mainstreaming was a bit different. TECL considered each type of child labour and each child-labour problem separately, determined which particular existing law, policies and programmes affected, or might affect, children involved in this type of child labour, and then tried to have the law, policy or programme changes accordingly. This approach has been, more or less, sustained in TECL II.

The correct term for TECL II is project in ILO terminology. As TECL II consists of three countries with deviating project plans, we will also use the term programme for TECL II. These terms may be used interchangeably.

4. Country achievements and challenges

TECL II has been three individual country programmes. In addition South Africa deviated in approach and even more in implementation. Below is a summary of key country achievements and challenges. The log-frame is used to structure the summary for the achievements.

4.1 South Africa

4.1.1 Approach pursued South Africa

In South Africa, the project approach and strategy for TECL II built on the work done by the TECL I programme. At the most fundamental level, the strategy was to mainstream child labour issues and concerns into key government policies and programme, where relevant. Then, the objectives for TECL II were to further strengthen the mainstreaming process. It was important to maintain the assistance to South Africa to ensure a deepening of the mainstreaming efforts, though the assistance was obvious 'lighter', as a result of the work already done.

Child labour in South Africa relates to poverty. The government system is relatively good, but lack capacity to reach out to all. The project implementation approach and strategy was aimed at building and strengthening the work done by the TECL I programme. Further efforts would be dedicated to strengthening the legislative framework, law enforcement, building capacity to further mainstream the national action, technical advice in the monitoring of the operation of the NAP, and building capacity in the education sector.

Achievements

The TECL II in South Africa has been mainly to provide technical support to the various government departments under the coordination of the Department of Labour (DOL) within the framework of the Intersectoral Committee (IC) chaired by DOL. The leadership at DOL has had a determined sense of ownership and commitment, particularly following the Labour Minister's visit to The Hague and some decisive leadership by the Department of Labour (DOL). The other departments that support the implementation of the CLPA are supportive and they have responsibility to report their progress to IC on a regular basis. DOL took a clear role and ownership regarding CL as a part of the wider labour policy.

A key milestone has been the adoption of their NAP (known as CLPA) in 2009. Following an initiative by DOL to mobilize all the key stakeholders especially towards the reporting of the achievements against the action steps in the CLPA the departments became much more seriously engaged, and have worked on setting about mainstreaming the action steps outlined in the CLPA.

The Department of Basic Education has been active; other supportive partners include the Police and the Department of Social Development. Also the implementation levels that attend the IC meetings like the labour inspectors or members of the provincial child labour implementation committees (CLICs) have been active.

The monitoring and evaluation (M&E) framework developed with TECL assistance is in place and with stakeholders providing regular reports on their progress. DOL has embarked on producing the first ever report on the State of Child Labour to cabinet. Once finalized it will be a major achievement towards the implementation of the CLPA.

Other key milestones include the amendment of the Basic Conditions of Employment Act so that it covers child labour in the informal sector, and the promulgation of the List of Hazardous Work and its regulations to accompany this Act. Other relevant pieces of legislation passed during TECL II include the Child Justice Act (2010). Apart from the Human Trafficking Bill which is still in process, all the necessary legislation is in place to combat child labour. The attention is now on the training of law enforcers and the production of popular versions in local languages. Training of law enforcers is an on-going process.

The opportunity offered by the Football World Championship was exploited to spread awareness about child labour and a national task force chaired by social development was established to ensure that children are protected from exploitation. This campaign was highly successful, according to feedback during field interviews, and there were no recorded incidents. All the TECL II partners in the field commemorated the World Day against Child Labour (WDCL) with a focus on the theme “Go for the Goal end child Labour.”

Working with Social Partners: The National Council of Trade Unions (NACTU) developed their own Child Labour Policy and celebrated Women's Day with a child labour theme. NACTU has on own initiative and with inspiration and learning from TECL II brought the issue of CL into own organisation and among own members.

TECL supported sensitization efforts by the South Africa Human Rights Commission and by Fair Trade in Tourism. The latter developed a Code of Conduct with action obligations to control sex tourism. To date nearly 40 high-profile travel/tourism companies are signatories.

Direct implementations

Two IAs has operated in South Africa, Kids Haven (KH) and New Life Council (NLC)

Number of Children	CUBAC-Male	CSEC-Female	Total direct beneficiaries	Target	Performance
	Achieved	Achieved	Achieved		
Withdrawn	40	51	91	200	46 %
Prevented	143	139	282	400	71 %
Total	183	190	373	600	62 %

Challenges

TECL II came about with a bit of tension between ILO and South African government from the start. IPECs approach was interpreted as invasive and South African government protested against what they perceived as a donor decided strategy that took away and to some extent was in conflict with their own strategy. This later was resolved and South Africa maintained their strategy and work, but with a focus on CL through the CLPA.

4.2 Botswana

4.2.1 Approach pursued in Botswana and Namibia

In Botswana and Namibia, the aim of the project is to support, ‘kick-start’, expand or promote actions and initiatives aimed at the elimination of child labour including the worst forms of child labour and other prioritized forms of child labour. TECL II focuses on once-off activities that lay the groundwork for on-going sustainable action by government and other stakeholders, including employers’ and workers’

organizations. This is done within the framework of the NAP in each country, which provides the context for programming.

Child labour in Botswana is structural in the sense that still commercial agriculture farms do use children, although to a low degree. Agriculture stands for more than half of the estimated child labour in Botswana.

Achievements

All the laws that have a bearing on the welfare of children were reviewed and gaps have been identified. Hitherto, the proposals for the amendment of the employment act have been drafted and finalized. Ministry of labour has not yet determine the next course of action.

Drafting and approval of the list on hazardous work: Hazardous list of occupations and the accompanying regulations for children in Botswana have been finalized. Ministry of Labour is yet to determine the next course of action.

Promotional materials have been developed: Botswana has adapted the regional child labour manual to suit the local context and so far the manual has been used to train labour movements, the police and health education assistants.

Capacity Building: Strategic planning workshop for stakeholders, training of police officers, social workers and labour inspectors, IA's and CLC, BOCCIM members. Child labour was mainstreamed into BOCCIM's code of conduct. Labour inspectorate form has now a component on child labour. BFTU was trained in CL. Capacity of the education sector strengthened to combat child labour through the adaptation of the SCREAM. Ministry of education has trained about 200 teachers in the Kweneng District. The Ministry has mobilized its own resources to cascade the training to other districts.

The adoption process of APEC by cabinet is facilitated, however taking long time. Ministry of labour has written a position letter.

Studies on child labour have been done, like impacts of HIV/AIDS and Child labour and child labour in the agricultural sector. National awareness raising campaigns on child labour are done, and it was started with PACC members. Radio and TV, print media and Kgotla meetings¹ by the Minister have taken place. So far 10 kgotla meetings have been conducted. Special days such as WDCL; promotional material such as brochures, rulers and pens have been distributed.

Mainstreaming: Child labour in NDP 10; DWCP; Primary and secondary school curriculum are some mainstreaming outputs. Moral values have been fronted like in the Department of labour reports on child labour. Police integrated child labour module into the curriculum of recruits and in-service training.

A review of legislation was carried out. The List of Hazardous Regulation has been drafted and approved, but next actions has not been determined or implemented. Therefore it is not implemented. A strong and comprehensive Children's Act came into force in 2009 and laws are now being amended to reflect this marker. TECL has supported a variety of capacity building workshops with key stakeholders, including a joint training of labour inspectors, social workers, and police in two districts, and the development of a training manual.

The Minister of Labour has made several very strong statements regarding CL on the radio and TV, and the issue received good coverage during the WDCL. A variety of awareness raising and sensitisation

¹ A *kgotla* is a public meeting, community council or [traditional law](#) court of a [Botswana](#) village.

activities have been carried out, some of them by the SPs, as well as the training of two business councils in Palapye and Francistown.

Direct Action Programs are implemented: The NGOs Humana and Childline are implementers

Number of Children	Humana	Childline	Total direct beneficiaries	Target	Performance
	Achieved	Achieved	Achieved		
Withdrawn	500	200	700	340	206%
Prevented	1000	400	1400	1960	71%
Total	1500	600	2100	2300	91%

Botswana is the country that has been closest to reaching targets.

Challenges

Government is moving slowly. The rhetoric has not yet materialised in implementation.

Child labour violators are in easily identified groups, like commercial agriculture. Also CSEC this is the case where taxi drivers, mining, construction, etc. are groups that have high risk for violation. Commercial agriculture companies are typically owned by key government and political persons.

4.3 Namibia

Child labour in Namibia is poverty related. Child labour in manufacturing and formal sector appear not to exist according to feedback in interviews. The occurrence relates mostly to rural areas and in agriculture where the poverty also is worst.

Momentum is building rapidly on their NAP and it is hoped that this will be emerging Good Practice. The decisive factor has been strong support from the President who has made a series of powerful statements backed by action. The TECL II Project and ILO Turin Training Centre workshop on Policy & Legislative Responses to CL was influential in bringing more stakeholders on board. The list of committed partners now includes Labour, Education, Police, Justice, Youth, and Child Welfare. All of them stress the value which they have gained from networking together. All of them have embarked on the process of mainstreaming NAP and the introduction of the monitoring and evaluation framework has assisted them in understanding how to set about this process. Ministry of Education is a particularly vocal advocate against CL and with actions to mainstream CL. They have issued numerous directives to schools to implement policies that should have an impact on improving access and attendance and thus on reducing child labour.

TECL II assisted with a joint training of law enforcers including police, social workers, and labour inspectors. This was followed by a joint mission (acting under a Cabinet directive) to investigate and report on cases of child labour in the regions. This is not yet a regular event or routine instead it stands out as an example or pilot case.

Direct interventions: Namibia ended up with only one IA, the Legal Assistance Centre (LAC). Another IA had to close the operation and LAC then had to take over the cases and targets.

Number of Children	LAC	Target	Performance
	Achieved		
Withdrawn	54	700	8%
Prevented	416	1400	30%
Total	470	2100	22%

Challenges

Namibia's NAP is not yet adopted, nor is the List of Hazardous Work. The Child Care and Protection Bill and the Child Justice Bill are moving very slowly through the necessary processes.

School uniforms and school fees are compulsory in Namibia. This is a challenge to vulnerable kids and families. Therefore the first and often only major intervention is to exempt the vulnerable or CL affected kids from school fees and support them with uniforms.

5. Main findings

Below is shorter summary of the main findings. These are more substantiated in the main text.

Objective 1 Capacity of the key partners will have been strengthened to more effectively mainstream child labour issues into legislative and policy frameworks and take action against the worst forms of child labour, and awareness will have been raised among the general public and among key stakeholders:

Policy on child labour has been significantly moved forward in both Namibia and Botswana. TECL II has made contributions in terms of putting child labour on the agenda and pushed the governmental processes forward. Both countries have had child welfare processes going on (new laws and regulations) and TECL II have made child labour a more prominent part of these processes and the final legislative documents. Government machinery works slowly in these two countries and it was no convincing evidence that TECL II has speeded up the processes.

For South Africa TECL II has supported the already on-going policy and implementation, but it is likely that TECL II has strengthened the child labour part of the South African policy on child welfare.

Objective 2 Model of intervention:

Models of interventions are found mainly on the direct interventions. Humana and Childline in Botswana are both good examples. In South Africa New Life Centre gave good impression. The evaluation team had very short time to visit Kids Haven, the other IA in South Africa.

Some good practice reports has been made in Botswana and Namibia, however the definition of what was good practice was so broad that this evaluation has found that it could not use the cases as model of intervention even if a Good Practice report has mentioned the intervention.

6. Design

6.1 Validity of design

Programmes, including TECL II, are costly in terms of long set-up time, and in this respect very short implementation time. The Programme started in 2008 and but staff was not hired before mid-2009. The direct interventions did not start before May 2010 as the NPC and CTA need to do planning and preparation before implementation. Also a key delaying factor was the setting of the project countries. In the middle of a recession and a time in which the priorities were focused on employment creation, job retention and alleviation of poverty, it took a lot of effort on the part of the project managers to get governments to focus on child labour. This gave the direct implementations only 18 months in total. As this was a new projects the IAs need about 3 months preparation and start-up, then only about 10 months of operation before the remaining five months needed to be focused around closing. During the last five months the organisations need to prepare for closing, like securing all project staff contracts ending, project activities that would overstep the project period could not be undertaken, cases needed to be closed and less new cases taken on-board, as well as preparing final reports.

The duration for the direct interventions was therefore short. Short interventions also likely create less effect and less sustainability than longer term projects. Slow start-up and waiting for direct interventions have therefore been costly, according to the evaluators view. Design would have benefitted from quicker start-up and earlier implementation of the direct interventions.

6.2 ILO role as UN agency

ILO as a UN agency with a universal mandate and holder of the labour rights conventions, are playing a unique role towards governments. This role cannot be substituted with other agencies. There are therefore aspects with the support towards particularly the governmental level that makes governments listen more to what ILO are saying, what opinions and learning ILO are putting forward than to what donors and other supporting agencies are saying. This unique position is both a competitive advantage as well as a core responsibility for ILO. This came across during interviews with government officials.

This unique role is not as strong when it comes to direct implementation through subcontracting. Even though that ILO/IPEC do have good competence on DBMR and child labour it is less suited at doing direct implementation, as it does not have staff and organisation with this expertise. The direct implementation, however, is essential in terms of capacitating authorities downstream, like local authorities supporting children. Several examples were found during field visit where monitors and IAs are making local government systems aware and responsive through practical handling of child labour and child welfare cases. The feedback from IAs was that local government still was not good at taking care of the child's right. Particularly difficult and time consuming was paperless kids. Also CSEC cases were difficult where such cases were brought forward as it was an area of taboo and cultural barriers. It is important that such a demand for child right services from local authorities are maintained over time (authorities need time to change) as well as being taken into account when support to central government are assessed. The same donor does not have to support policy changes and direct implementation, but both aspects need to be properly assessed, according to the evaluator's findings during field visit.

6.3 Budget

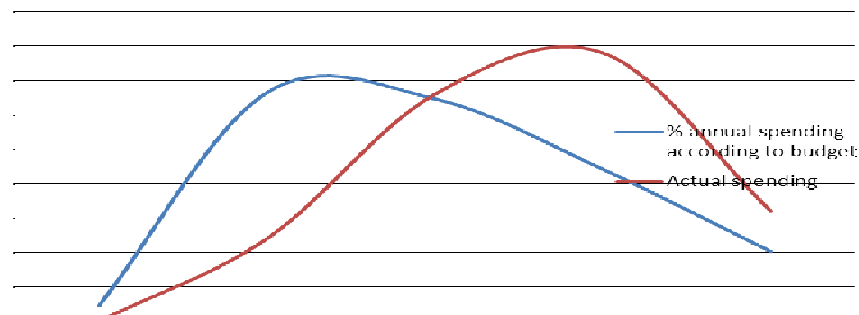
The total budget is of 4 750 000 US\$ from 2008 to 2012, where only the period 2009 to 2011 was fully operational years.

Table 1 TECL II budget 2008 to 2012 (USD)

Budget item	2008 (3 months)	2009	2010	2011	2012 (9 months)	Total	% pr item
Total management and technical support costs	57 500	485 909	608 464	577 649	172 465	1 901 987	40%
Total direct costs	31 654	737 659	579 113	235 063	199 653	1 783 142	38%
Programme support cost (13%)	11 590	159 064	154 385	105 653	48 375	479 067	10%
HQ technical advisory services (9.9%)	6 896	121 579	119 055	80 458	36 840	364 828	8%
Provision for cost increase		74 256	73 903	49 946	22 870	220 975	5%
Total	107 640	1 578 467	1 534 920	1 048 769	480 203	4 749 999	100%

The actual spending in percentage compared to budgeted see an under-spending in early parts of the programme and a subsequently additional spending late in the programme.

Figure 1 Actual spending compared to budgeted spending



The budget was activity based, not according to financial period according to the financial programme staff. Therefore a more detailed analysis of the spending was not possible. The budget spending is of interest as the programme experienced that there was a substantial amount left late in the programme. The budget appeared tight in the most part of the project, actually so tight that efforts to reduce cost on offices etc. were done from the Pretoria office. Then apparently as a surprise, a budget under-spending of 700 000USD was revealed right after the CTA left the position. This is the reason why the actual spending is high late in the programme period.

The budget was managed by the CTA, and the country offices had no overview of the annual allocated spending. Each new activity was therefore applied for and approved by the CTA, if the CTA agreed. This approach did reduce the efficiency of the country offices, as no planning was possible at national level.

End of month reports were not made and shared, as normally should be the case. First time the budget was shared was in September 2011. Then in January 2012, near the end of the programme, there was the first meeting to involve the countries in the budget and finances. This reduced the effectiveness and efficiency

as it reduced the planning possibilities for countries, as well as ended in a sub-optimal spending, with more than expected funds to spend late.

The budget has 38% direct costs; the rest is management and technical support as well as overhead etc. There are some cost items that need comments.

Spending on drivers and cars: Even though the national offices have only one NPC and one admin assistance, the offices were allocated a new car and a separate driver each. In South Africa the admin assistance to the NPC was instead turned into a driver. The NPC are mostly based in their offices, and field missions are limited. Therefore the spending on cars and drivers seems excessive. Most meetings attended by the NPC is in the same city and there seems hardly a need for a separate car and driver for day to day transport. While we do see the status, comfort and to some extent time saving effect for the NPC of a personal car and driver, the evaluator assess the spending compare to alternative ways of handling transport as inefficient. How much this has cost the programme is not known to the evaluator, as a) the budget is spreading these cost on several budget items, b) there has been budget reallocations, one of them being that the NPC was denied an office assistant which was instead funding a driver; c) the costs for drivers is not an identified item in the budget.

6.4 Monitoring and reporting

Initially the monitoring and reporting was set up for a structured monitoring apparently to a large extent by measurable indicators, in numbers or at least categories. The two objectives have allocated a set of outputs and indicators. There have been discussions and apparently revisions of indicators and a revised PMP was at some stage made, according to undated documents. While the IA had clear measurable targets to measure against, this was not the case for indicators for the other part of the programme. The following indicators were set up in the PMP:

Objective 1:

1. Number of key partners whose capacity has been strengthened through training and other means and have effectively mainstreamed child labour in policies, legislations and programmes.
2. Number of stakeholders and public requesting materials on child labour to inform policies, legislation, guidelines and work plan.
3. Changes in the level of awareness on WFCL in communities, including stakeholders or % increase in knowledge levels.
4. Number of article uploaded on the website, number of radio programs, TV shows and drama show on child labour in the community, print and electronic media.
5. Number of key partners who have developed and actively implemented their institutional work plans.
6. Enrolment rates of children affected by HIV/AIDs in target regions
7. SCREAM model mainstreamed into the school curriculum and the number of schools implementing the SCREAM model

Objective 2:

1. Number of implementing agencies whose capacity has been developed to deliver quality services and replicate them and sustain them beyond the project duration.

For most of them no meaningful measurement took place. Some like the one for objective 2 (number of implementing partners), obviously the involved IAs has developed there capacity and therefore this number should be equal to number of IAs. The reporting was a bit chaotic in the sense that typically was reported in words. The evaluator did not find that the indicators had been used as active monitoring and decision making tool.

For the work towards government, the reporting was made in words and with no consistent numbers to measure progress. There where attempt on counting number of key partners being capacitated, number of requests for material as well as number of initiatives where the model has been included. These numbers shows an increase. The reported numbers where typically number of media notices, where TECL II has been mentioned. There were therefore no measures to measure achievements against targets for the policy work.

The reporting ended up in grand TPR reports, the October 2011 TPR for the programme has 135 pages, where the remarks column where used as lengthy explanations about planned, initiated and done activities and initiatives. Overall the monitoring and reporting lacked oversight.

The lack of oversight on policy level has had the effect that performance discussion had turned towards looking at the direct interventions. This lack of clear common understanding also had the effect that the programme did not have a tool to monitor or guide programme decisions throughout the programme. Combined with the budget issues, the lack of oversight has, in the view of the evaluator, reduced the performance of the programme.

6.5 Programme management

6.5.1 Communication

The NPCs perceived and acted as the communication channels were restricted. The CTA was the only source and recipient for communication. This caused some delays when the CTA was busy and NPC described a relief when the CTA left and information flowed more freely, which increased efficiency.

6.6 Exit strategy

All the involved stakeholders did know that TECL II had an end-date. The government agencies particularly in Namibia and Botswana had some hope and expectations for a follow up or continuation. For South Africa the IA's understood very well that the project came to an end. However, the exit strategy was not adequate. Workshops were held in the three countries in October and November 2011 based on a recommendation by the Mid-Term Review and a discussion paper was drafted. The decisions lacked backing from country level and the strategy actions were general and vague with little practical effect. The discussion paper made recommendations according to main operational areas. Some examples are:

- Mainstreaming Child Labour concerns in policies and programs: "...identify areas at the policy level that need to be finalized and the concerns that need further implementation..."

- Operationalizing and Implementation of the NAPs: “...One of the exit strategies will be to leverage the necessary resources through mainstreaming of child labour issues as much as possible in existing programs and policies...”
- Mobilization of Resources & Leveraging existing resources: “...capitalize on synergies between sectors and partners, complementing existing interventions if necessary, and making particular efforts to provide target groups with access to existing programs, with new interventions developed to fill existing policy and program gaps obtaining access to complementary programs or projects funded and/or implemented by other partners for target groups will enlarge the pool of resources available...”

The reality for the stakeholders was that no real exit strategy was in place, just a cut of funding and end of project, even though the termination was known to key personnel it was not understood by operating partners.

For South Africa the CLPA does not require a phase-out strategy because the national strategy is owned and funded by the government. The training being cascaded by the CLPA and its nationwide network will also benefit the two implementing agencies thus progressively building their capacity to implement a comprehensive CL prevention and eradication programme.

Some of the IA's, communities and local stakeholders planned to continue the CL work. Some schools and communities, particularly in Botswana, wanted to continue with helping school drop-outs based on their experience with the TECL II activities, also some wanted to use the DBMR forms or adapted forms of the DBMR.

7. Achievements (Implementation and Effectiveness) of Objectives

7.1 Building networks

Typically TECL II build networks both at national policy level through PACC and other child labour work, but also very much through direct implementation.

At national level the networks was present at the start, where the most relevant stakeholders where in the PACC. Some stakeholders may have come on board later. At the national level building network was more related to strengthen and use existing networks. The PACC has been the key and are utilised to implement joint agreed actions and interventions. Successful network building was related to good relationship between the stakeholders as well as committed stakeholders, according to findings during field mission.

The network building done by the IA's, has been more intense, less formalized and more practical oriented. LAC, in Namibia, collaborate in a network with schools, in particular the Principal is important. Schools are the main access point for finding children. LAC also has collaboration with key persons at local government agencies, which helps in bringing cases in and through the government system. One of the Child Rights Monitors (CRM) interviewed had been elected to the SOS board where they discussed concrete interventions (buying school uniforms, school fees etc.) for learners in need. This is an example of network building locally in Namibia.

Also in Botswana there were good network linkages with community committee structures at community level. Linkages were typically with schools and health clinics. CSEC part in Francistown had networks that are targeted towards this special group and their respective institutional structures. Still there is a weak and ineffective system prevailing, as the push effect from the IA, Childline, is not there anymore. Strong community networks from headman, VDCs to schools and police was found in Botswana as well, with commitment from local stakeholders as well as momentum in terms of maintaining and moving interventions forward. The planned termination came as a surprise to many stakeholders, and was not according to expectations (lack of exit strategy and information, see above). Awareness, knowledge and CL related interventions are still on-going in Botswana some places, as there is a strong momentum and commitment in the community.

In South Africa, Kids Haven - one of the IAs - was already supported and known by government before being approved as IA. In 2010, NLC organised a community mobilisation event and invited organisations in the area including churches and government departments. The main aim of the event was to mobilise the decision makers to assist and support the programme during the implementation process and beyond. NLC have joined forums such as crime prevention forum based in Berea, NPA Johannesburg, and Rapid Response Action Plan on Human Trafficking in Johannesburg.

Network building seems to be important in Namibia and Botswana as building consensus, better coordination and agreeing on actions is more relevant here, while governments still have a way to go to get policy and particularly implementation in proper place. In South Africa the network building seems to be of less importance, as there already is strong governmental ownership in place.

8. Capacity

Community awareness has been raised. Even though the general awareness can be argued have been raised, the participants at CL trainings are key to both community awareness as well as essential in solving cases. Example of Tsumeb was that the awareness and capacity has increased, however where still weak. This is likely the case generally in both Namibia and Botswana. Reliable claims from field officers were that schools, learners and communities that have undertaken training have good capacity in the understanding of CL, CW and child abuse. Capacity used to facilitate better identification, differentiation and enforcement.

The general impression is that for Namibia and Botswana the general understanding of CL is still weak and understanding is linked to where interventions activities has taken place.

For LAC, the capacity has been strengthened in terms of a team of monitors, as well as key staff and institution that have been exposed to CL issues. Generally schools visited had had capacity enforced, whoever still weak. Enforcement was also hampered by the lack of interventions options. The option for free school fees and free uniforms was already an option (discussed elsewhere). Food issues and intervention within the family sphere was not often effective because of lack of options like alternative accommodations for children. This was particularly the case for Namibia.

In South Africa, the major town that benefitted from KH child labour monitoring systems is Benoni and surrounding townships and informal settlements as well as the schools where KH enrolls children and maintains child labour monitoring systems. The narratives in TPRs indicate that KH has raised awareness of partners on child labour. Apart from the training to staff of KH, there is no indication that KH trained partners on child labour monitoring. The greater Johannesburg district benefitted from NLC child monitoring systems because CL training was imparted to staff of NLC.

CL is in most countries a part of a broader child rights and welfare policy. The CL activities was considered both as strength but maybe even more as a drawback, as CL was only a narrower part of the broader child welfare policy. The direct interventions helped drop-out kids, but only to some extent where child labour was a concern. There where however severe child welfare concerns and the direct interventions helped the kids, even though the CL aspect was limited.

During field mission we see little sign of involvement of new institutions and partners, not even commercial farmers in Botswana, a group that it would be relatively easy to access if proper political backing where given. Alliances were created within community and key governmental bodies, for example school and police, the team learned during field visit. Still however key stakeholders on the violator side are missing, like commercial agriculture companies.

Mobilization of resources and partners seen from community level has not been present or only to a marginal degree. Overlapping programmes are programmes related to primary and secondary education, health and general child protection. The lack of other supporting programmes has made the TECL II programme taken a larger space than originally intended. All children that run away or stay away from school are targeted, even though CL is less likely.

9. Relevance of the project

Policy level action responded to gaps and needs in policy which needs naturally differed between the countries. Government in Namibia and Botswana moves slowly with the changes. TECL II has assisted them to make new legislation as the present legislation is old and needs renewal. The visibility and support in terms of speeches and public announcement in favour of fighting child labour is strong both in Namibia and Botswana; however approvals of policy and law still remains in both countries.

CL is a narrow issue, and all countries have a broader child welfare approach. TECL II comes in as a special interest actor bringing in and giving CL a stronger role in child welfare than would have been the case at policy level. Also for direct interventions this is the case. When kids drop-out from school, child labour is only one of many other options for a child. However, as TECL II is the IAs major tool to work with these kids the CL aspects becomes essential. Particularly the prevention cases consist of many cases where CL is likely not a significant issue. TECL II therefore works within a wider framework than CL, and in some cases work as a child welfare project.

There is still need, as the programme has only been effective a 2-3 of years. Awareness built and children saved but still many more need help. The programme still only reaches a portion of the affected families and children.

10. Sustainability

There are several aspects with sustainability, *“the continuation of benefits from a development intervention after major development assistance has been completed”* (OECD/DAC definition).

Government level: Among the national governments the progress and benefit will continue. We believe that the push given by TECL I and II to focus on CL, has been positively taken into the processes going on for new and updated child welfare. This is the case for all three countries, even though the strength and the effect of the push are different in all the countries.

Awareness: Community awareness is likely to be maintained and useful for future benefits. Outcomes and benefits continue to evolve as community has taken on-board the commitment after project terminated. Some community leaders explained that they will help kids in risk of CL through existing systems even though resources and capacity is limited.

Direct interventions: The sustainability is reduced by the short duration of the interventions. The cases now in the number of success cases are still young and may drop out again as the monitoring period was only 3 months and then monitored by 6 months. The programme chose to use a monitoring time independent of milestones in the kids' life. If the project had allowed using milestones – like graduation from one level to next – this would have secured that the kid would have got a paper and documentation.

Some of the IA's, communities and local stakeholders planned to continue the CL work. Some schools and communities, particularly in Botswana, wanted to continue with helping school drop-outs based on their experience with the TECL II activities. Some also wanted to use the DBMR forms or adapted forms of the DBMR.

Kids Haven (KH) recognizes that child labour is part of the issues that directly affect children living on the streets therefore it is essential that the organization remains focused on this issue and highlights the plight of affected children through reports to the Department of Social Development (and Department of Labour). The small groups on child labour ran consistently between the TECL I and TECL II implementation periods and are set to continue beyond TECL II. KH recognises that CL issues must therefore be addressed through the programmes that are offered in accordance with the new Children's act to meet the specific needs of children in care. Therefore, the organization plans to make funds available to sustain the outreach team, which is KH's team to reach out to potential CL cases, community work, awareness raising (particularly in schools). Also the family counselling through the Reunification Team, which is KH's team for reunification of kids, is planned to be funded.

11. Special Aspects to be addressed

The three countries were run as three separate country projects. There were held meetings between particularly Botswana and Namibia which was regarded as beneficial by involved stakeholders. However, we saw no attempt of synergies, systematic long-term learning, and utilisation of economic of scale. We did not see evidence that the South Africa experience was utilised as a source of learning and good practice in Botswana and Namibia.

Conceptually, there are many benefits to a sub-regional project. However, TECL II had numerous programme management and internal relationship challenges and management challenges that compromised many of the potential benefits envisaged in the design. Through the IC (South Africa), the ILO attempted to facilitate exchange visits but this did not generate enthusiastic action and no exchange visits between South Africa and either Namibia or Botswana took place. South Africa already assumes a mentorship role in areas where the country enjoys comparative advantage and is therefore well placed to initiate exchange visits and share country experiences within the region.

11.1 Building on previous USDOL-funded projects

Identifying specific donors and their contribution is often not practically feasible. People often don't remember the back donor, particularly for projects some time back. In addition it may be that donors contribute to complementary areas without registering this in nearby projects. For example in Namibia the US Embassy (with funding from different US stakeholders) also supported training of police authorities, including trafficking and other relevant TECL II areas. Advice and discussion on this and related areas were actually held between US Embassy and the TECL II NPC, however the theme of these meetings was not TECL and the US Embassy was unaware of the TECL II. Therefore measuring or assessing the additionality of other funding are often not practically feasible, both because of lack of awareness among stakeholders and that such an assessment becomes complex. However, we believe that all the individual support sounded sensible and beneficial.

The tracking of one specific donor's contribution should not be a key element, as it may divert attention from the main goals and objective and if that happens, this may contribute to sub-optimal performance.

TECL I was a basis for TECL II. The work done by TECL II was clearly based and benefited from TECL I, this is however obvious and will therefore not be discussed further.

12. Crosscutting issues

12.1 Socio-cultural and gender aspects

Several stakeholders were asked if there were more boys than girls in terms of child labour. Their answers varied. Most stakeholders said that "it is the same", boys and girls are equally affected. However, there were differences in what type of child labour boys and girls were affected by. Girls were more vulnerable to domestic work. Girls were also obviously main target for the CSEC activities. This is a growing concern in the visited areas in Botswana because of influx of male workers (construction, truck drivers, etc.). Complementary support programme existed but appears to be weak and insufficient. Still a redefinition of target groups towards high frequent violator groups, like taxi drivers, soldiers (military) and mining could improve sustainability and effectiveness. There are relatively well defined male dominated high risks of encroachment groups.

It is noteworthy that in South Africa all parents interviewed were women, they highlighting the importance of including gender in CL programmes and projects. Most girls appear to take responsibility for younger siblings when parents fail to do this, including OVCs. CSEC and CUBAC are both gender selective/specific. Gender plays a key role in this selectivity in terms of home and community socialisation and social identity for boys and girls.

12.2 HIV/AIDS

HIV/AIDS was a part of LAC's (Namibia) holistic approach. HIV/AIDS was an important aspect when assessing children at risk. Having parents that were ill from HIV/AIDS was one important risk factor that was taken into account. Similar assessments were present in Botswana and South Africa. HIV/AIDS was important in terms of that when parents or child were sick as HIV/AIDS increased vulnerability for staying away from school. One example was a child that did not come to school because of illness, but she was brought back to good condition after intervention. It was HIV/AIDS that made her unwell and she had to rest, but did not want to unveil her condition to the school and her friends. Generally HIV/AIDS is omnipresent and therefore children and families affected by HIV/AIDS are a specific target group in direct interventions. HIV/AIDS is now an "integrated" part of the work. HIV is being emphasised all over, like in primary schools. In Botswana teachers have expressed "HIV/AIDS information fatigue" (documentation from teacher workshop at school). The impression from interviews and visits in the field is that the IAs, schools and most other organisations and institutions are better in HIV/AIDS in the local context than TECL II.

In South Africa, upstream and downstream, prevention and mitigating of the effect of HIV/AIDS is at the heart of government's programme of action. With the high prevalence of HIV/AIDS in South Africa a substantial number of children are left to look after ill or dying parents or caregivers and as a result of this children are unable to attend school or receive proper care themselves. CLPA specifically targets children and families affected by HIV/AIDS. The Department of Health (DOH) is the lead department and the Department of Social Development (DSD) is the secondary department with regard to HIV/AIDS interventions. The government runs a massive treatment programme for people infected with HIV who meet requirement for entry into the programme. By early 2011, more than 1.3 million people living with HIV and AIDS had been put on treatment. The treatment is run holistically and offers referrals to the home and community based care (HCBC) and support programme. HCBC provides comprehensive care and support to orphans and other children made vulnerable by HIV and AIDS and their families. At local level, the HCBC and support programme is implemented through about registered NPOs. The CLPA is progressively cascading their training on CL to NGOs and overtime all HCBC and support programmes will be trained to identify and address CL cases directly or through referral. In the APSO, Kid's Haven

mentioned that i) they offer referral services to the public local clinics; ii) of the nine children on the HIV/AIDS register, five were receiving treatment, there is no compulsory HIV testing at Kids Haven and such testing will be undertaken at the child's request or if the child should become ill and counselling and support is offered at the clinics. It was mentioned that KH will not discriminate against orphans or HIV+ children and will be accessible to all the children on the street regardless of their background. In the APSO, KH indicated that they will include the SCREAM methodology developed around HIV/AIDS. Children affected by HIV/AIDS were not directly targeted by Kid's Haven in their CL interventions. In their APSO NLC targeted families and children affected by HIV/AIDS as the main beneficiaries of the project. The APSO acknowledged that children affected by HIV/AIDS are at risk of CL and that children involved in CSEC are at higher risk of contracting HIV. Some parts of the NLC catchment area are densely populated, with high unemployment rate, high prevalence of illicit and illegal activities including drug use, widespread poverty: all these factors are inextricably linked with HIV/AIDS and Child Labour. This is also evident in the profile of parents that were interviewed. The parents were either living with HIV/AIDS, indigent and unemployed, illegal immigrants or a combination of these factors.

13. Conclusions

13.1 Overall conclusions

Objective 1 Capacity of the key partners will have been strengthened to more effectively mainstream child labour issues into legislative and policy frameworks and take action against the worst forms of child labour, and awareness will have been raised among the general public and among key stakeholders:

Policy on child labour has been significantly moved forward in both Namibia and Botswana. TECL II has made contributions in terms of putting child labour on the agenda and pushed the governmental processes forward. TECL II could not influence the speed of the progress in national legal framework and its implementation, however it could affect and improve the possibilities that CL became a focus areas and to some extent the direction of the work. Both these two effects are important.

For South Africa TECL II has supported the already on-going policy and implementation, but it is likely that TECL II has strengthened the child labour part of the South African policy on child welfare.

Objective 2 Model of intervention:

Models of interventions are found mainly on the direct interventions. Humana and Childline in Botswana are both good examples because of good performance, also in terms of high number of cases reached. In South Africa New Life Centre gave good impression by the way assisted children was brought back to school, supported mentally, physically and materially, as well as how the DBMR system was used wisely, by integrating DBMR into own monitoring system.

13.2 Country conclusions

13.2.1 South Africa

TECL II managed to get a good collaboration with government agencies after some tension during start-up. Child labour worked organised through IC and the CLPA. Good promotion of child right through Football World Championship. Targets for direct interventions reached only 62% due to challenging working environment in the targeted areas.

13.2.2 Namibia

Child labour poverty related. TECL II succeeded in putting CL on the agenda and assisted with preparing legislation and policy. Government moves slowly and implementation remains for List of Hazardous Work and key bills. Direct implementation has meet challenges and number of cases only 22% of target due to a failed IA, as well as difficulties with the implementation.

13.2.3 Botswana

Child labour still to some extent structural. Key industries and branches remains as high risk for violation groups. TECL II has contributed to put CL on the agenda. Key legislation has been revised during the project period, but government moves slowly. Government officials have made strong statements in favour of fighting CL. Direct implementation has been the best in TECL II, by 91% due to good IAs. Direct intervention in Botswana is good practice.

13.3 Design and Management

TECL II was costly in terms of long set-up time, and in this respect very short implementation time. The duration for the direct interventions was therefore short. Short interventions also likely create less effect and less sustainability than longer term projects. TECL II would have benefitted from quicker start-up and earlier implementation of the direct interventions.

ILO as a UN agency with a universal mandate and holder of the labour rights conventions, are playing a unique role towards governments. This role cannot be substituted with other agencies. This unique position is both a competitive advantage as well as a core responsibility for ILO. This unique role is not as strong when it comes to direct implementation. The direct implementation, however, is essential in terms of capacitating authorities downstream.

The total budget is of 4 750 000 US\$ from 2008 to 2012, where only the period 2009 to 2011 was fully operational years. The actual spending in percentage compared to budgeted see an under-spending in early parts of the programme and a subsequently additional spending late in the programme. The country offices had no overview of the annual allocated spending and this approach did reduce the efficiency. The spending on cars and drivers compare to alternative ways of handling transport as inefficient.

Overall the monitoring and reporting lacked oversight. IA had clear measurable targets to measure against; this was not the case for indicators for the other part of the programme. For most of them no meaningful measurement took place. For the work towards government, the reporting was made in words and with no consistent numbers to measure progress. The lack of oversight on policy level has had the effect that performance discussion had turned towards looking at the direct interventions. Combined with the budget issues, restricted communication channels, the lack of oversight has in the view of the evaluator reduced the performance of the programme.

13.4 Achievements

Successful network building by the national offices took place and was related to good relationship between the stakeholders as well as committed stakeholders, according to findings during field mission. The network building done by the IA's has been more intense, less formalized and more practical oriented. Network building seems to be important in Namibia and Botswana as building consensus, better coordination and agreeing on actions is more relevant here, with governments that still have a way to go to get policy and particularly implementation in proper place. In South Africa the network building seems to be of less importance, as there already is strong governmental ownership in place.

13.5 Capacity

Community awareness has been raised. Even though the general awareness can be argued have been raised, the participants at CL trainings are key to both community awareness as well as essential in solving cases. Schools, learners and communities that have undertaken training have good capacity in the understanding of CL, CW and child abuse.

We see little sign of involvement of new institutions and partners, not even commercial farmers in Botswana, a group that it would be relatively easy to access if proper political backing where given. Alliances were created within community and key governmental bodies, for example school and police, the team learned during field visit. Still however key stakeholders on the violator side are missing, like commercial agriculture companies.

The lack of other supporting programmes has made the TECL II programme taken a larger space than originally intended.

13.6 Relevance

CL is a narrow issue, and all countries have a broader child welfare approach. TECL II comes in as a special interest actor bringing in and giving CL a stronger role in child welfare than would have been the case at policy level. Also for direct interventions this is the case. Policy level action responded to gaps and needs in policy which needs naturally differed between the countries.

There is still need for support. Awareness built and children saved but still many more need help. The programme still only reaches a portion of the affected families and children.

13.7 Sustainability

Government level: Among the national governments the progress and benefit will continue. The push given by TECL I and II to focus on CL has been positively taken into the processes going on for new and updated child welfare. This is the case for all three countries, even though the strength and the effect of the push are different in all the countries.

Awareness: Community awareness is likely to be maintained and useful for future benefits. Outcomes and benefits continue to evolve as community has taken on board the commitment after project terminated.

Direct interventions: The sustainability is reduced by the short duration of the interventions. 18 months is likely too short to establish sustainability.

13.8 Crosscutting issues

The answers whether there were a difference (more boy than? girls, or opposite) between boys and girls in terms of child labour varied. There were differences in what type of child labour boys and girls were affected by. CSEC and CUBAC are both gender selective/specific. Gender plays a key role in this selectivity in terms of home and community socialisation and social identity for boys and girls.

For HIV/AIDS, the IAs, schools and most other organisations and institutions are better in HIV/AIDS in the local context than TECL II. In South Africa, upstream and downstream, prevention and mitigating of the effect of HIV/AIDS is at the heart of government's programme of action. With the high prevalence of HIV/AIDS in South Africa, this is important as well as there is considerable competence in the country.

14. Recommendations

As this is the final evaluation of the TECL II, the following recommendations regards possible coming projects to follow up on TECL II or to touch upon the same area, child labour.

14.1 Programme

1. Needs still exist and support would still be beneficial. As all countries are getting stronger and with strong ownership of own policy, a process with participation from the countries will be essential before a decision is being made. This is particular important for South Africa. Responsibility: IPEC.
2. For Botswana and Namibia, ILO/IPEC should utilise its competitive advantage. Responsibility: IPEC.
3. A coming programme should have a well structure budget and follow good financial management also regarding oversight, with monthly/quarterly status reports. Good communication, including between the HQ, CTA and NPCs, must be strengthened. Responsibility: IPEC.
4. Secure that both upstream and downstream interventions are supporting the implementation. Responsibility: IPEC and PACC.

14.2 Namibia

1. Child labour should be part of the school curricula. Responsible: Ministry of Education
2. Headman, councillors, social workers and caregivers are still stakeholders that could be utilised more to train, inform and educate children, parents and community. They could be particularly important in changing negative culture and identify cases as they have good network and influence at community level. Responsibility: IPEC and NPC.
3. ILO could help with facilitating better coordination between Namibian authorities, like linking the desperate need for accommodation for kids with the Ministry for Youth and Sports hostel capacity. The hostel capacity was not known among local stakeholders according to interviews in the field. Responsibility: PACC.

14.3 Botswana

1. Commitment from agribusiness sector (large farms) to change their use of child labour. Responsibility: National government.
2. Make high risk of violation groups target groups and implement interventions. Responsibility: National government.

14.4 South Africa

1. Let national government lead. Important to identify correct ministry as counterpart. Responsibility: IPEC and National ministry with responsibility (Ministry of Labour).

15. Lessons Learned and Good Practices

Lesson 1: Programmes are costly in terms of long set-up time. It is important that activities like sub-projects, in TECL II the direct interventions, are allocated as much time as possible. Sub-projects should therefore be identified and initiated early. Sub-projects should be set-up at a forced rate when programme set-up takes substantial time. If the programme realise that there is less than two years left for a substantial sub-project to operate (including set-up, running and closing), then there should be an assessment whether the cost and risk, match the potential benefit and if the project can build sufficient sustainability.

Lesson 2: Communication between the different project levels should be smooth, including those national partners, CTA and HQ. HQ should secure that all project staff have channels to air necessary frustration and need for adjustments and changes, whilst blowing in extreme cases as well. A part of good communication is transparent and updated knowledge of budget.

Good Practice 1 Network building: The network building done by the IA's in TECL II has been more intense, less formalized and more practical oriented than the governments. Some IAs has collaborated in a network with schools; in particular the Principal is important for this collaboration. Schools are the main access point for finding children. The national IAs had also collaboration with key persons at local government agencies, which helps in bringing cases in and through the government system.

Good Practice 2 Direct interventions by IAs: Using national organizations like the IAs, to deliver both services as well as for building capacity among local government and other local stakeholders were successful and is a good practice. Most national IAs performed well and made good attempts to implement the DBMR as their own system for monitoring.

Annex 1: Country Case Studies

South Africa

1. Child labour in SA - Statistics

In South Africa the quantitative information on the nature and incidence of child labour derives primarily from three surveys conducted by Statistics South Africa, the Survey of Activities of Young People of 1999 (SAYP), the Labour Force Survey (LFS) of March 2006 and the Survey of Activities of Young People of 2011. Findings of the 1999 SAYP were used in the drafting of the first CLPA. In this report and in the CLPA report to cabinet, the LFS, 2006 and SAYP 2010 findings are utilised to assess the extent and to a limited extent the nature of Child Labour in South Africa. Both surveys included specific questions to establish the situation of child work / child labour, the LFS for children between the ages of 10-17 and the SAYP, 2010 among those aged 7-17 years. In its report to cabinet, the IC regarded any case reported as vulnerable in respect of any one of the indicators measured by the survey as being in child labour (DOL, 2011).

Overall, 784 000 children were revealed by the SAYP as being vulnerable on at least one of the indicators. This is slightly less than the 847 000 found in this position in 2006 despite the expanded age group covered by the SAYP from 10-17 years in 2006. Girls were more likely than boys to be affected in 2010. This is different to 2006 when there was little gender difference. As in 2006, children aged 10-15 were the most likely to be in child labour.

- 116 000 (93 000 in 2006) children appeared to be doing work prohibited by the BCEA
- 431 000 (383 000 in 2006) appeared to be working excessive hours for their age when all types of work were combined
- For 11 000 (108 000 in 2006) there were indications that school enrolment was affected by work
- 36 000 (57 000 in 2006) children appeared to have been absent from school because of work-related activities
- 290 000 reported having been injured at work or exposed to hazardous conditions. In 2006, 183 000 children reported having been injured while working, but there was not a question on hazardous conditions (ibid.)

The 2010 questionnaire did not include questions allowing assessment of whether children had difficulties at school beyond attendance that appeared to be related to work-related activities. The SAYP included a question on difficulties with schooling, but did not ask if these were the result of work-related activities. This was found to be the case for 268 000 children in 2006. The absence of this group of children could account for at least some of the difference between the findings in 2006 and 2010 (DOL, 2011).

2. The Child Labour Programme of Action (CLPA)

- The CLPA is South Africa's NAP or roadmap to the prevention, reduction and eventual elimination of child labour. The CLPA was first adopted in 2003 and aims to focus and guide the efforts of an array of government departments and civil society groups, including business organizations, labour federations and organizations serving the interests of children. During 2007, the CLPA was updated and revised and a new version, known as the CLPA-2, was endorsed and has guided implementation

in the period 2008-2012. In developing CLPA-2, the DOL determined that the action steps in the updated CLPA were already included in the work plans of the different government departments. These work plans therefore have been cost and a budget allocated.

- In terms of progress achieved, the CLPA aimed to ensure that Poverty alleviation initiatives, including the rollout of grants, identify and prioritise community hot-spots for child labour and target them for information campaigns, grant and birth registration. Access to grants by eligible beneficiaries in remote areas is facilitated by the Integrated Community Registration Outreach Programme. A serious challenge with the CSG and other grants is that birth certificates and ID documents are required to access the grant. The problem is exacerbated when children are orphaned or left without proper documentation. To address this, the provincial DSD and NGO social workers provide assistance to children to access documents from the Department of Home Affairs (DHA) and deal with them as children in need of care and protection in terms of the Children's Act. DSD engages in on-going discussions with the National DHA through different forums that ensure that problem areas are identified and addressed accordingly. Provision is now made for alternative documents to be submitted by applicants for the CSG where birth certificates or identity documents are not available. R89 billion was allocated for the phased extension of the CSG up to the child's 18th birthday.
- The Integrated Nutritional Programme, through the provinces, runs feeding schemes and NGOs are also subsidised by provincial DSD to run feeding schemes. NGOs are encouraged by Government Departments to run effective income-generating projects for adults and funds and assistance are donated by business Corporate Social Investments to build up communities. To ensure continued access to clean water by indigent families, municipalities nationwide provide a minimum of 6 kl per month free water **Error! Bookmark not defined.** per household.
- Early Childhood Development (ECD) is a priority for government and is supported by provinces to ensure that increasing numbers of children have access to ECD facilities. The provincial DSD subsidises children according to a means test at registered ECD facilities in communities. The Department of Public Works (DPW) coordinates with DSD in reducing the risks for and vulnerability of minors to be engaged in worst forms of child labour in their homes and community. The Gender Unit in DPW facilitates the identification of schools/crèches for ECD and home-based care centres for vulnerable children.
- By early 2011, more than 1,3 million people living with HIV and AIDS had been put on treatment (DSD, 2011). With the high prevalence of HIV/AIDS, a substantial number of children are still left to look after ill or dying parents or caregivers and are unable to attend school or receive proper care themselves. Research on child-headed households was finalised by DSD (DOL, 2011). During the fiscal year 2010/11, DSD trained 19 895 community caregivers on issues such as succession planning, child care forums, the children's Act, psychosocial support, and monitoring and evaluation. Over 1 000 community caregivers were trained in psychosocial wellbeing. A monitoring and evaluation system for HCBC (manual and computerised) was developed and implemented in 341 districts. The Department of Health (DoH) supported by DSD developed and rolled out a computerised HCBC data capturing system in North West, KwaZulu-Natal, Limpopo and Northern Cape. Guidelines for support groups and psychosocial support for children and adults with HIV and other chronic conditions were developed. An audit of HCBC organisations was completed, and the existence of 2 000 organisations was verified (DSD, 2011).
- For household chores, the CLPA-2 planned to draft guidelines on kinds of household chores that are acceptable. This will be implemented in 2012-2013 (DOL, 2011).

- Illegal Immigrant and refugee children: The Children's Act affords protection to all children in SA including local and foreign unaccompanied and refugee minors. The DSD International Social Service unit is responsible for Guidelines on separated, unaccompanied foreign children outside their country of origin. Children applying for the granting of refugee status are taken to apply at the Children's Court by a social worker. SAPS National Instruction 3/2010 provides clear guidelines on how SAPS should deal with children in need of care and protection, including unaccompanied and refugee children. At provincial level SAPS participate in inter-sectoral committees established to address unaccompanied and refugee children. All children who are in need of care and protection must be provided with the appropriate services in terms of the Children's Act. The DSD International Social Services Unit will assist in the repatriation of a child in terms of Sections 289 and 290 of the Children's Act. If a child is not repatriated, the child will be dealt with as a child in need of care and protection and be placed in alternative care and should have access to all services (health, education, etc.) (ibid).
- The CLPA-2 planned for the integration of street children in shelters and homes. Shelters are registered as child and youth care centres. DSD provides funding for some shelters as well as for some drop-in centres (DOL, 2011).

3. CLPA Information Management System

- The Employment Standards Directorate of the Department of labour (DOL) monitors the CLPA functions. Implementation Committee meetings are held bi-monthly. The DOL as lead Department ensures that there are sufficient human and other resources to fulfil its mandate to i) assist and advise other government and non-government institutions regarding their CLPA functions; ii) provide monitoring and reporting services to the CLPA process; and iii) service the Implementation Committee of the CLPA. Sufficient resources have also been allocated for enforcement and monitoring of the CLPA by inspectors who report to the provincial Child Labour Inter-sectoral Group (CLIG) structures in the nine provinces.
- A CLPA-2 monitoring tool was provided to all stakeholders and members for reporting purposes. On-going technical support on the monitoring tool is provided to all Departments and role players. The CLPA has improved existing information management systems to better record all steps taken in key areas of a child labour policy.
- Most government departments have an operational in-house, or cluster monitoring tool that they routinely utilise to report on service delivery programmes and projects within their mandate. For example, SAPS currently captures all cases in respect of child abuse, neglect, exploitation and trafficking on the CAS system. For crosscutting projects like the EPWP, which also have information management systems, the Departments extract information from their routine M&E systems and report. For the CLPA, departments report on primary and secondary steps taken as well as progress using the CLPA information management tools. Stakeholders also submit narrative reports to the CLPA IC meeting held bi-monthly.
- Other indicators are captured in other CLPA processes and updated on the CLPA monitoring tool. For example, to keep track of trends in work-related diseases and workplace factors causing illness and injury, the child labour enforcement policy, children who need health services must be reported to DOH. To track interventions through the Children's Act, DSD trains labour inspectors on the Children's Act especially on Section 110 on mandatory reporting and Section 150 on identifying a child in need of care and protection. Interventions to remove children from hazardous work are covered in Chapters 7 and 9 of the Children's Act ensure the protection of children, identification of children in need of care and protection and Children's Court processes. Chapter 3 on parental

responsibilities and rights provides for acquisition and loss of parental rights and responsibilities, co-exercise of parental responsibilities and rights and parenting plans for purposes of reintegration or placement of the child in alternative care. The Compensation of Occupational Injuries and Disease Act stipulate that all injuries on duty must be reported to DOL and statistics kept. Reporting to the Child Protection Register is done in terms of Form 22.

4. Relevant Legislation and Regulations

- The Children's Act, 2005 as amended in 2007, came into effect on 1 April 2010. The new Act aims to bring South Africa's law in line with the Bill of Rights and international law. It provides a new legal framework for the care and protection of children and promotes the rights, responsibilities and participation of the child, parents, care-givers and service providers. The Act outlines how children must be treated and the services that must be provided when they are in need of care and protection.
- Regulations to protect the health and safety of child workers at work under both the Basic Conditions of Employment Act, 1997 and the Occupational Health and Safety Act, 1993 were published on 15 January 2010 in Government Gazette 32862. The purpose of the regulations is to protect the health and safety of child workers who are lawfully entitled to work and prohibit categories of work which child workers may not perform. The regulations list prohibited work and work which constitutes worst forms of child labour as contemplated in the ILO convention.
- Job-creation policy complies with all South African legislation and prohibits employment of children under the age of 15 years of age. The minimum entry age for the Expanded Public Works Programme (EPWP) was reduced from 18 to 16 years to accommodate children leaving school at that age. The Department of Public Works has developed a system that automatically rejects the employment of children under the age of 16.
- Sectoral Determinations 7 (Domestic Workers); 9 (Wholesale and Retail sector); 11 (Taxi sector); 13 (Farm Workers in primary and secondary agriculture sector); 14 (Hospitality sector) prohibit the employment of children under the age of 15 years of age. Sectoral Determination 7; 9; 11; 13; 14 are enforced by labour inspectors who frequently conduct blitz inspections. Sectoral Determination 13 further stipulates that a farm worker who is under 18 years of age may not work more than 35 hours in any week. The DOL and provincial Departments of Transport are responsible for registering taxi owners. In 2010, during the investigation to review the wages and conditions of employment of Sectoral Determination 11, taxi associations were requested to urge their members not to employ children. Children of Labour tenants are protected by the Constitution and BCEA which prohibits forced labour.
- Sectoral Determination 10: Children in the performance of Advertisings, Artistic and Culture Activities was published in Government Gazette No 26608 on 29 July 2004 and makes provision for an employer that has been granted a permit in terms of this Determination to employ children under 15 years of age in advertising, artistic and cultural activities must comply with this Determination. An application for a permit must be done in a prescribed manner. The function of the granting permits has been decentralised after a system was put in place to capturing information on date of application; name of employer; number of employees affected; ages of employees affected; whether parents/guardians consented; whether the application was granted/refused; period granted for; conditions under which permission was granted.
- The National Liquor Act prohibits the employment of person who has not yet attained the age of 16 in any activity relating to the manufacture or distribution of liquor or methylated spirits. The South African Police Service (SAPS) plays a role in the enforcement of liquor legislation in terms of

national legislation falling under the DTI as well as provincial legislation. SAPS also provide inputs to both national and provincial legislative processes led by national and provincial Trade and Industry or Economic Affairs Departments.

- DSD has developed Guidelines on Prevention and Response to Child Exploitation, inclusive of Child Labour. The draft guidelines were developed at three inter-sectoral task team meetings with representatives from government departments and NGO's during 2010/2011 and outline the roles and responsibilities of government departments and NGOs.
- Child trafficking is regulated by the Children's Act. Section 150 of the Children's Act will identify a child as a child in need of care and protection. The International Social Services Unit assists with the repatriation process in terms of Section 18 of the Children's Act. Section 191 of Chapter 13 of the Children's Act ensures the provision of care and protection at a child and youth care centre. The Child Justice Act ensures that secure care centres provide appropriate services to children in conflict with the law. The Prevention and Combating of Trafficking in Persons Bill was tabled in Parliament in March 2010 for discussion. This Bill is currently being amended as decided by the Justice Portfolio Committee. The Bill deals comprehensively with human trafficking in all its various forms and in particular, provides for the protection of and assistance to victims of trafficking. The Sexual Offences Amendment Act includes transitional provision for trafficking for sexual purposes. The Children's Act is aligned to international instruments and the South African Constitution ensures that services are rendered to all children in South Africa. Unaccompanied minors receive services as a child in need of care and protection according to the Children's Act. National DSD is presently finalising a memorandum of understanding with Zimbabwe Social Services regarding children's issues.
- With regard to extradition of foreign traffickers for prosecution or prosecution according to SA law, South Africa has signed extradition (also mutual legal assistance) agreements with the following countries: Algeria, Argentina, Australia, Botswana Canada, Egypt (in force 2003), India (in force 2005), Iran, Israel, Lesotho (in force 2003), Malawi, Nigeria, and the People's Republic of China (in force 2004), Swaziland, and the United States of America. It is also a party to the EU Convention on Extradition. South Africa, being a party to the United Nations Convention against Transnational Organized Crime and its three protocols, has obligations in respect of cooperation. Furthermore, with its membership to Interpol, the Southern African Regional Police Chiefs Cooperation Organization (SARPPCO), and its formal police-to-police cooperation agreements, South Africa is able to comply with the majority of requests for international cooperation.
- Children used by adults to commit crime (CUBAC) have been included as an offence in section 29 of the Child Justice Act, which came into effect on 1 April 2010. The National Policy Framework on Child Justice was published in the Government Gazette in August 2010. The Framework aims at encouraging the provision of assistance for these children by the various agencies in terms of the provisions of the Child Justice Act and Children's Act. Children who are found to be victims of CUBAC must be referred to the Children's Court for a decision in terms of sections 156 and 46 of the Act. DSD developed Reception, Assessment and Referral Centres Guidelines in 2008 to ensure all children are assessed and that probation officers are accessible. Probation Practice Guidelines were developed in 2010. A blueprint and minimum norms and standards for secure care will be developed in 2011-2012. SAPS approved instructions in regard to children in need of care on 1 April 2010.
- When children commit crimes, in terms of section 52 of the Child Justice Act, diversion for children must be considered as an option before detention or imprisonment, which should happen only as a measure of last resort and only for the shortest period of time. A child justice matter may be adjourned at any point and referred to a Children's Court Inquiry in terms of section 155 of the Children's Act if the presiding officer is of the opinion that the child may be in need of care and protection. Diversion

programmes are developed, rendered and monitored by DSD's Social Crime Prevention Unit. A policy framework on an accreditation system for diversion services has been developed. Minimum norms and standards on diversion are in place.

- The child protection unit within DSD is responsible for coordinating all commercial sexual exploitation of children (CSEC) related activities. Certain sections of the Criminal Law (Sexual Offences and Related Matters) Amendment Act, No. 32 of 2007, came into effect on the 16 December 2007. Section 72 of the Act provides for the implementation of Chapters 1 to 4 and 7, which deals, among others, with the creation of statutory sexual offences and special protection measures for children and persons who are mentally disabled. The full Act came into effect in December 2008. Recommendations of the TECL I pilot programmes to address CSEC were incorporated in the development of the Children's Act and the Child Justice Act, both of which came into effect on 1 April 2010. DOJ&CD is supporting DSD with the Victim Empowerment Strategy to bring children found in CSEC circumstances before Children's Courts as children in need of care and protection. DOJ&CD has also commenced drafting a departmental Social Crime Prevention Strategy. Chapter 13 of the Children's Act deals with Child and Youth Care Centres. The Act states that provincial MECs "must provide" such services. Section 191(2)(f) of the Children's Act ensures that therapeutic programmes are designed for the reception and temporary safe care of trafficked or commercially sexually exploited children.
- The South African Council of Educators (SAC) Code of Professional Ethics for educators states categorically that educators should avoid any form of humiliation, and refrain from any form of abuse, physical or psychological on learners. The Quality Learning and Teaching Campaign has been introduced to ensure that there should be no abuse of learners by teachers and that the children should be in class, on time, learning.

5. Training and Capacity Building

- In 2008 labour inspectors were trained on child labour issues. In 2009, follow-up training sessions were conducted by officials from DOL national office. Child labour was part of the train the trainers programme rolled out in all provinces. Child labour enforcement is included in all Sectoral Determination training. In 2009-2010 labour inspectors were trained on trafficking by the International Organisation on Migration (IOM) and on enforcement of child labour. The enforcement policy was updated to include the reporting of children in need of care. DSD includes labour inspectors in provincial training and capacity building of stakeholders on the Children's Act and the Child Justice Act. The training focuses on Sections 110, 141 and 150, on identifying a child in need of care and protection.
- With regard to the domestic sector and other vulnerable and difficult sectors, child labour enforcement is included in all Sectoral Determination training. In order to strengthen the training of labour inspectors to adequately address child labour in difficult or vulnerable sectors, DSD training has been updated to include relevant sections of the Children's Act and the Child Justice Act. To ensure the training of law enforcement agencies, SAPS developed i) National Instruction 2/2010 in terms of the Child Justice Act, which provides clear guidelines on how to identify and deal with a complain of children suspect of being used by adults to commit crime; ii) a training module that incorporates CUBAC, CSEC, trafficking and regulations on WFCL. Training of trainers was held during July 2010. The Inter-sectoral Child Justice Steering Committee has developed and implemented an inter-sectoral training manual for child justice that includes CUBAC issues. DSD programmes that address problems of child and youth at risk will be adapted over the period 2011-2013 to incorporate the CLPA, CUBAC and CSEC.

- The CLPA recommends training officials and NGOs likely to come into contact with 15-17 year olds involved in hazardous work or other WFCL, on child labour programming including issues regarding occupational health and safety. Plans are in place to develop training materials in respect of skills development and vocational training under the Extended Public Works Programme over the period 2012-2014. To enable officials of provincial DSD, DOH, DOL, PDE and DHA to detect and intervene on potentially serious cases of child labour, training has been undertaken with inter-sectoral stakeholders in provinces on sections relating to identification of a child in need of care and protection. Representatives of nine provinces were trained during 2010/2011 on the respective sections of the Children's Act inclusive of issues of child labour. Government Departments are encouraged to attend additional training on WFCL.
- To ensure effective quality and content of training on the prevention of child trafficking: During 2010, the relevant cluster officials in all nine provinces were trained on the implication of the Trafficking Chapter 18 of the Children's Act and prohibition on trafficking for sexual purposes in the Criminal Law Amendment (Sexual Offences and Related Matters) Act. DSD provided inputs and comments to the National Prosecuting Authority (NPA) on the training manual and curriculum for training on issues of child trafficking. DSD also cooperated i) in inter-sectoral training undertaken with NPA on the Children's Act, on the identification of a child in need of care and protection; and ii) in training of customs and immigration officials during the 2010 FIFA Football World Championship. SAPS developed National Instruction 3/2010 in terms of the Children's Act. The instruction guides members on how to attend to a report of trafficking and how to deal with a child victim. The National Instruction is included in the training programme for SAPS members dealing with vulnerable children.
- Representatives of organisations with help lines e.g. Childline are members of the National Child Protection Committee and are updated on the implementation of the Children's Act once every quarter. DSD undertakes training and capacity building with representatives of organisations with help lines on the implementation of the Children's Act and on child protection issues. The IOM provided training on trafficking to these stakeholders.
- THE CLPA states that the DOL will support the DTI, provincial liquor authorities and SAPS to train labour and liquor inspectors on the employment provisions of the provincial liquor legislation and the BCEA, emphasising the restrictions on child labour. Training is provided to liquor inspectors to ensure that capacity is developed at all levels.
- The CLPA planned to integrate training on children used by adults to commit crime (CUBAC) in departmental training initiatives, including integrating a restorative justice approach. CUBAC matters have been included in the Inter-sectoral Child Justice Training Manual developed during 2009/10. Inter-sectoral training was conducted in all provinces during 2010/11. Departmental training is conducted annually, and includes SAPS, NPA, DSD, Legal Aid SA, and Magistrates and Clerks of the Child Justice Court. The Justice College has developed a training manual to assist with this training. A pilot training programme of NGOs in Gauteng for training of volunteers on child victim rights is in process.
- Training materials and programmes of law enforcement agencies will be adapted for effectiveness to better seek and prosecute adults using children or benefiting from children's illegal activities. SAPS developed National Instruction 2/2010 in terms of the Child Justice Act, which provides clear guidelines on how to identify and deal with a complaint of children suspect of being used by adults to commit crime (CUBAC). The Inter-sectoral Child Justice Steering Committee has developed and implemented an inter-sectoral training manual for child justice that includes CUBAC. SAPS developed a training module that incorporates CUBAC, CSEC, trafficking and regulations on the worst forms of child labour (WFCL). Trainers were trained in during July 2010. DSD programmes

that address problems of child and youth at risk will be adapted over the period 2011-2013 to incorporate the CLPA, CUBAC and CSEC. The Vulnerable Children Learning Programme of SAPS also covers child labour and is presented in three phases. From 2008-2012, 9 653 SAPS members attended one-day workshops at national, provincial and stations level; 5 070 members attended two-day workshops; and 1 168 members attended five-day workshops. SAPS also implement the Child and Youth at Risk and First Respondents to Sexual Offences training programmes for police officials.

6. Public Awareness and Information Sharing

- Public awareness-raising and information sharing is done by DOL on a National and Provincial level on a continuous basis. DOL has committed itself to commemorate National Day against Child Labour on an annual basis to highlight the problem of child labour and to highlight the Department's commitment towards the eradication of child labour in South Africa. Awareness raising programmes on children and the need to eradicate child labour are organised by DSD's provincial child protection coordinators in collaboration with the DOL. During Child Protection Week and the 16 days of no violence against women and children commemoration events, messages, pamphlets and posters are utilised to mobilise and inform children, families and communities for action.
- Where children are involved in making or selling liquor, or work in establishments where they are exposed to liquor or clients buying liquor, on-going awareness campaign by DOL and the DTI at the provincial level will facilitate the eradication of these child labour practices.
- Representatives of organisations with help lines CLPA and Regulations were summarised and provided to all stakeholders including organisations running help lines in order to inform them about child labour including trafficking and CSEC issues.
- The Department of Justice and Constitutional Development (DOJ&CD) assists DOL with awareness campaigns and prints and disseminates information to Regional Offices as well as Child Justice and Children's Courts. The Justice and correctional services (JCPS) Cluster is currently updating its communication strategy to include issues relating to vulnerability of children, including CUBAC.
- SAPS also raises awareness on its programmes during child protection week, youth month, women's month, and 16 days of no crime against women and children.

7. Conclusion and Recommendations

- The first report on the CLPA-2 was submitted to Cabinet in 2012. It is cause for concern that the report was compiled with input of only six agencies (DOL, 2011).
- Another report, the State of Child Labour in South Africa was planned to assess all relevant public sector policies and programmes for their impact towards the elimination child labour. To decrease the reporting workload to stakeholders, the CLPA 2012-2016 plans to produce the report every four years instead of bi-annually as planned in CLPA-2.
- Overall, substantial achievements have been realised in raising awareness; training and development of materials; and enacting legislation and regulations. Evidence of improved services directly addressing the elimination of child labour cannot be gleaned from the report to cabinet. This is partially due to the low response rate by stakeholders in submitting reports to the DOL but also due to the nature of indicators captured by the CLPA information management tool or simply the way that the tool is being utilised (DOL, 2011).

- There is urgent need to integrate quantifiable outcome indicators (such as the number of child labour cases prevented specifying the type of child labour; the number of child labour cases identified again specifying the type of child labour; the number of other holistic interventions implemented (differentiating between referrals to networks i.e., leveraging and direct interventions, i.e., those implemented by stakeholder agents represented in the IC and CLIG). This is an area where ILO could provide continued technical assistance.
- In preparing this country summary of intervention on Child Labour, a cursory review of the DSD annual report confirms that since government departments are required to produce annual reports each year, these official reports contain a wealth of information that is pertinent to programmes such as the CLPA. In cases such as the CLPA where departments do not submit requested reports or submit incomplete reports, annual reports are a potent source of official indicators as demonstrated by the information extracted from the DSD Annual Report for 2010/11 (See Annex 1). A desktop review of annual reports and other official and approved documents may therefore provide a way forward for DOL to compile the first State of Child Labour in South Africa Report.
- Reviewing progress with implementation of the CLPA-2, there are a number of action steps for which agencies report no progress. There are many other action steps that were partially achieved. Instead of adding new steps, the main emphasis going forward with CLPA 2012-2016 will be determining the reasons for non-completion of existing steps; amendment of steps where there are good reasons for doing so; and improvement of monitoring to ensure that progress is made on the non-completed steps (DOL, 2011).
- Due to CLPA and other initiatives towards universal birth registration, provision is now made for alternative documents to be submitted by applicants for the CSG where birth certificates or identity documents are not available. However, findings from interviews with NPOs working with children who do not have legal documents and parents of caregivers to children in need or care during TECL II final evaluation suggest that there is still a serious gap between policy changes and their implementation at the local level. Lack of appropriate documentation remains a major constraint to realisation of the right of children to health care, protection, education, etc. The CLPA information systems and committees should be utilised to help DHA keep track of local areas where birth registration mobile outreaches are still needed.
- The growing number of home- and community-based care programmes could play a role in terms of children affected by HIV/AIDS. **Error! Bookmark not defined.** CLPA-2 planned to train fieldworkers for all home- and community-based care programmes to recognise the problems children face in HIV/AIDS-affected households, and link them up with the necessary assistance services. This action step has been partially achieved by DSD (DOL, 2011). The CLPA is correctly placed to leverage this potent community network by ensuring that all community caregivers and other community based development agents are trained to identify, prevent and address the different forms of child labour.
- HCBC funding is provided by the United States Agency for International Development (USAID) through the President's Emergency Plan for AIDS Relief (PEPFAR) will be discontinued in September 2012. The CLPA 2012-2016 will thus need to identify alternative funding to ensure that services continue OVC who need assistance (DOL, 2011).
- The SAYP follow-up surveys provide crucial effectiveness/impact assessment indicators for the CLPA. There is need to standardise the target age group for the SAYP and the survey questions asked from year to year so as to ensure comparability overtime. There is also a need to ensure that the

SAYP questions accurately measure the different forms of CL that can be measured through such a survey.

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Namibia

1. Child labour in Namibia & Statistics

Elimination of child labour remains a priority with an increased number of cases in areas outside by TECL II action programme targets. The ministry of labour intensified investigations and cases are discovered in Omaheke, Khomas and Kavango regions. The cases are mostly in the agriculture sector and employment by Chinese businesses.

In both Botswana and Namibia, national action plans on child labour have been finalized and endorsed by the Programme Advisory Committees on Child labour (PACC). In both countries, representatives of a wide range of ministries, organized labour and business, and NGOs gathered in early 2008 to endorse the National Programmes of Action for the Elimination of Child Labour.

The TECL II project in Namibia & Botswana has taken off starting with the reestablishment of the Project advisory committees in June 2009 and August 2009 respectively. As a result of the PACC committees meetings, the implementation of the Action Plan of Action for Namibia & Botswana with the support of the TECL II is underway. As a follow-up to the establishment of the PACC committees, TECL II organized strategic planning workshops mainly aimed at ensuring the set priorities in the APEC are still relevant and to also determine any emerging priorities and possible gaps that need to be addressed. The conclusions of the workshops were that child labour is still a problem in both countries and needs to be seriously addressed.

The full complement of TECL II project staff is now on board, country offices have been set up and are up and running. The project advisory committees for Botswana and Namibia have been re-established and their roles and responsibilities clarified.

The coordination committees in the three countries are in place, they have renewed their support to TECL II project. The National Project Coordinators are working closely with the committees to start off implementation of the National Plans of Action.

In all three countries, child labour is still a major problem which all three countries acknowledge and are committing to elimination.

The President of Namibia recently made a pronouncement during his visit to one of the regions that there is urgent need to investigate child labour cases found on commercial farms in Caprivi, Kavango, Omusati, Ohangwena, Kunene, Oshikoto and Oshana regions. He ordered the Ministry of Labour & Social Welfare to investigate the cases and compile a report to be sent to his office.

As the TECL II Project kicks off, the two countries Namibia and Botswana have integrated sustainability approaches in their work and a lot of these will be attained through leveraging of resources from on-going programs and ensuring that the respective National Action Plans are implemented fully.

An unemployment conference was held in November 2010, to address the 51, 2% unemployment rate in Namibia. As a result, the government availed N\$14, 6 billion towards employment of approximately 100 000 people.

A National Education Conference which hosted stakeholders from all sectors was conducted in June 2011. Officially opened by the president and attended by all cabinet members, Education for All (EFA) was made an agenda point for all areas of national development. Main issues addressed included the quality assurance in education, upgrading of teachers, increased investment in skills development and vocational training. Addressing the school dropout rate, the newly adopted learner pregnancy policy, the elimination of child labour and the need of orphans and vulnerable children in schools were welcomed. Education was also assessed against employment creation and poor pass rates of learners. Needs for marginalised children like the San, Ovahimba and Ovatua children have then centre stage.

In Namibia the strategy of inviting dignitaries to attend important Child Labour events so that the media automatically give coverage is a good practice worthy of replication.

Debates on the nationalization of a basic income grant continue. Several feasibility studies are currently conducted through different institutions.

International Youth Dialogue between China and African countries has been held in Namibia. This event focused on the involvement of young people in national growth and development and leadership. It also encouraged exchange programmes between China and Africa for youth particularly in the area of university education, business and technological development, which will indeed strengthen and add value to the TECL II program objectives.

At mid-term point (2011) the TECL II program was roughly 70% of the way towards achieving its upstream targets and the key was relationship building.

2. TECL I & TECL II Activities

Action against child labour as recorded in the IPEC Highlights 2008. A newsletter was sent by the Global Compact to its country networks. The theme of the 2009 World Day will be girls in child labour, with a focus on linking the World Day with the tenth anniversary of the adoption of Convention No. 182.

SCREAM – Supporting Children’s Rights through Education, the Arts and the Media – offers ILO the opportunity to access classrooms worldwide and to develop educational and social mobilization initiatives that have broadened the range of non-conventional partners of IPEC to embrace arts and youth groups in both developing and industrialized countries. During 2008, using the leverage of the 60th Anniversary of the Human Rights Declaration, SCREAM was instrumental in placing the issue of child labour in the broader context of children’s rights, education and the MDGs. Guided labour, whilst also helping to build national partnerships for action. World Day 2008 had as its theme “Education: the right response to child labour.”

A strategic planning workshop for Namibia was conducted between 12 – 13 August 2009, to develop ministerial work.

The review of the Child Care & Protection bill continues with the last consultation workshop taking place from August 17-19 in Windhoek. It is envisaged that the bill will be enacted as an Act of Parliament in 2010. The Ministry of Gender Equality and Child Welfare's task force on orphans and vulnerable children is in the process of reviewing the National Plan of Action on OVCs 2006 – 2010.

TECL II project is a member of the task force and has proposed to integrate SCREAM in the education thematic area as part of the school curriculum.

Capacity building exercises for key stakeholders conducted using developed training modules, tools and manuals. Capacity of the education sector strengthened to combat child labour through the adaptation of the SCREAM education pack.

National awareness raising campaigns on child labour designed and implemented and the lessons learned shared within the sub-region.

Sensitization workshops for IAs and local stakeholders

A study on the Impact of HIV/AIDS has been completed in Namibia and is underway in Botswana.

TECL II has a very strong team in the CTA and three NPCs. They are competent and strongly motivated and TECL is fortunate to have them.

A national workshop conducted by the ILO brought together social partners to provide inputs towards the review of the National Employment policy. This is part of a process towards the development of a new employment policy. The importance of reviewing the informal sector in Namibia alongside development of vocational training facilities has been prioritised.

A strong sense of ownership is emerging in South Africa and Namibia, and overall good progress has been made despite a number of challenges encountered during implementation.

ILO Namibia, together with the Implementing Agency and all relevant stakeholders has developed brochures and other marketing material.

Elimination of child labour remains a priority with an increased number of cases in areas outside by TECL II action programme targets. The ministry of labour through its labour inspectors intensified investigations and cases are discovered in Omaheke, Khomas and Kavango regions. The cases are mostly in the agriculture sector and employment by Chinese, Angolan and some Namibian nationals.

Participation on PACC has increased with Ministry of Justice and Office of the Ombudsman including the Chief Inspector of police joining their alternates on the PACC.

Ministry of gender and child welfare in collaboration with the Ministry of home affairs are working towards provision of birth certificates for all children to ease accessibility to grants and other benefits that will support them throughout their school years.

The Ministry of Education through EFA officials are conducting door-to-door surveys to register children that are not in schools. This is done with the support of the APSO on child labour in the targeted areas.

TECL II is currently incorporating information sessions on Domestic Workers convention and Child domestic workers in its trainings and as an agenda point on all national platforms. Activities are spearheaded by its Employers and government counterparts.

The UNDAF in Namibia is currently under review with the aim of an extension to 2013. This is done in line with the country's NDP4 and policy issues on child protection, poverty are taking top priority in all the discussions. *A situational analysis has been conducted and issues affecting child labour are mainstreamed throughout all MDG's. ILO Pretoria and Namibia played a significant role in the analysis workshops*

The employment policy is under review. A conference was held in November 2010, to address the 51, 2% unemployment rate in Namibia.

A National Child Activities Survey was conducted in October 2010 by the Ministry of Labour and Social Welfare in Namibia. This currently awaiting analysis and results will be available by June 2011. TECL II supported the finalisation of the data collection tools towards this survey. *A population census has been conducted in August 2011 and it is envisaged that information on poverty, **child labour**, school going children, unemployment will be obtained from such data.*

Prevention: 416 cases from 1400 (target)

Withdrawal: 54 cases from 700(target)

Resources developed:

Action programme on the Elimination of Child Labour. Namibia 2008 – 2012

Action programme on the Elimination of Child Labour, Popular Version 2010

Child labour Law Enforcement in Namibia – Training Manual.

3. Legal Assistance Center (LAC) results

Direct Interventions in Namibia

Progress to date (Midterm review 2011):

1. Direct interventions have got off to a troubled start in Namibia. The Caprivi APSO was withdrawn from New Caprivi Hope due to mismanagement of funds, and LAC is struggling to get traction in their communities. Floods have further delayed progress.
2. LAC is a strong NGO but legal education and advocacy is their field and they have limited experience in community mobilization and CL interventions. Apparently, there were no other suitable contenders. Given their good understanding at management level, and the right exposure - sharing of lessons learned and good practices from other countries, or exchange visit - they should learn fast. It is practical skills which their field workers are generally lacking. A further concern is the distance from their Head Office and the high cost of monitoring support. They really need to have a full-time Coordinator in the target area to support their inexperienced field team.
3. An additional challenge is the dearth in Namibia of village-level structures on which to construct their community support. VDCs do not appear to exist, and LAC has no plans in its AP to

establish CLCs. This makes it extremely hard for young inexperienced field workers to build trust and gain entry to a 'cold' community. LAC reports that some communities are resistant, even combative. This may be isolation and lack of previous projects entering those communities, or it might be that LAC is (wrongly) identified as a legal enforcement agency. In addition, the field monitors have to cover a fairly wide geographical area (with limited transport allowance) and they are paid very little (per activity). They say they look on it as a volunteer job.

4. Nevertheless, there are some positive signs, and it is likely that the pace will pick up as LAC staff develops the trust of the community. Their low numbers to date are partly due to the fact they began intensive beneficiary identification only after schools re-opened in January 2011, and many of them have remained closed due to floods. Thus insufficient time has elapsed to meet the DBMR 3 monthly monitoring requirements for qualification as a prevention/withdrawal case.
5. Other challenges include the lack of cooperation from schools despite the fact that LAC had a letter of introduction from the PS of MOE, schools heads demanded authorization from the Regional Education Office. This has now been addressed.
6. Positive practices identified by the evaluation include the induction training of monitors which included introductions to key government partners. The monitors have found this facilitated their access to such people. Unfortunately the labour inspectors did not attend. LAC are providing SCREAM training in after-school classes and youth clubs, and are doing a good job in assisting out-of-school children to access the papers they need to allow them to attend school and receive welfare grants.

Special Issue

1. LAC is in discussions with TECL to take on the Caprivi project which is on hold. This would double their target numbers. The time-frame is very short and so is the budget. The evaluation appreciates the logic of approaching an existing partner but has real concerns that this will overload LAC and jeopardize their existing programme. There is a high risk either that the target numbers will not be achieved or that token numbers will be achieved - pointless because they will leave no sustainable impact.
2. The evaluation **recommends** that the target numbers are lowered, or that additional monitoring funds are found to enable the NPC to make regular support visits (and/or to enable LAC to place a strong Coordinator in the field - with transport - who could possibly move between the two areas).
3. Legal Assistance Centre (LAC), the implementing organization established mutually beneficial partnerships with various NGOs. Even if organisation has different aims, areas of cooperation were established partnerships have been forged with Catholic AIDS Action, Church Alliance for Orphans (CAFO), NRDP, KAYEC Trust, COSDEC, SOS, Hope Centre among others. The implementing organisation established partnerships to ensure continuity of actions and in order to access various services for beneficiaries. For example, Catholic AIDS Action runs feeding schemes to which CRMs refer at-risk children. CAFO also operates a feeding scheme and provides school uniforms. NRDP provide business training and also offer small loans to organised groups to start income-generating projects. Under the TECL II Project, forty one (41) beneficiaries were successfully trained.

4. Findings

Involvement in TECL II Program:

Awareness-raising has been undertaken by the implementing partner. The partner has among other actions conducted capacity building workshops for teachers and traditional leaders. CRMs also deliver messages on a regular basis in life skills lessons. The capacitated implementers have transferred their knowledge to their constituencies.

Served as implementing agency, proposal was approved in 2009 and contract signed in August 2010.

Identified monitors immediately, contacted various schools in selected regions, gave technical assistance, liaise with local authorities and make use of media resources e.g. national radio etc.

Conducted various training workshops on Child Labour, data collection tools, life skills and business skills etc.

Achievements/benefits:

- Reached a huge number of participants
- The communities are sensitized on the difference between Child Work and Child Labour.
- Knowledge have increased
- Children were enrolled in schools
- Writing of school fee exemption letters
- Social grants to OVC's (3 in Caprivi region)
- Most children were helped with birth certificates
- Networking and awareness will have a lasting effect even after ILO project will come to an end.
- Information and materials that were developed will serve as a resource.
- Focus on prevention and withdrawal of children from CL
- Conducted info sessions at schools
- Refresher training with regional field workers
- Operational in 6 regions

Challenges:

Wheels frontline SMS system

IA feel they have made their goals and targets clear in the proposal and therefore feel that the “how to do” the job approach should come from them, and that ILO don’t encourage them to be flexible and creative. This issue caused a lot of frustrations all over due to the implementation of the wheel system. IA did inform the ILO office about the wheel SMS system, went ahead spend funds purchasing the program, train the volunteers and start using it in replacement of the DBRM reporting form, however without final approval from ILO

They felt the DBRM forms had too many questions, were long, takes up time and difficult to complete. The frontline SMS system was easier and took up less time because you just have to type in certain codes to make work at grassroots level easier. It however created more problems and confusion because data got all mixed up at LAC’s head office when staff was compiling the data.

Some monitors felt it was easy as well to use but some of the data they had sent either got lost or were captured wrongly, and since they did not take notes when using the wheel it was double work in fact. The cell phone was helpful in sending the data but could not use it to back-up the data. The SMS system was technically difficult and caused confusion.

ILO intervenes and the use of the wheel was stopped, now the monitors are more familiar with compiling the DBRM forms and it’s working well.

Other challenges:

- Late payments for allowances, cell phone airtime and transport monies to the monitors resulted in low morale, little or no follow up with beneficiaries.
- Floods.
- Children not giving adequate information to the monitor.
- No or little assistance at the ministry of Home Affairs when dealing with birth certificates.
- Lack of support from LAC project office.

Poor reporting from the Implementing Agency’s side is observed perhaps due to a lack of understanding of partnership and agreement procedure with the ILO.

Botswana

1. Child labour in Botswana: statistics

Botswana as a signatory to the International Labour Organization has ratified conventions that promote the welfare and the wellbeing of children. This include the ratification of Convention on the rights and Welfare of Children (CRC) in 1995, Minimum Age Convention (C138) in 1997 and the elimination of the Worst of Forms of Child labour C182) in 2000. Consistent with the above Botswana has adopted definition of child labour that is based on conditions and standard set out by these instruments.

Before the National Labour Force Survey that was conducted in 2005/6 which deliberately sought to document the type of work activities which children 7 years of age and older engaged in, very little was known about the actual nature and extent of child labour in Botswana. The Survey however did not comprehensively document the extent of existence of Worst Forms of Child Labour (WFCL) due to the difficulties of obtaining data related to such kind of activities. Anecdotal evidence however exists which suggest that Commercial Sexual Exploitation of Children and Children Used by Adults to commit Crimes (CUBAC) and some forms of very hazardous work do exist in Botswana. Three aspects of harm caused to children were taken into consideration by the National labour Force Survey namely hours-related, school-related and hazardous-related.

According to this Survey 19.3% of children aged 7 - 17 years in Botswana were engaged in some form of child labour. Further analysis revealed that child labour was more common for boys (21%) than for girls (17.5%) and the likelihood of a child performing child labour was found to increase with age. For instance, 25.2% of children aged 15 – 17 years were involved in some form of child labour compared to 12.8% of children aged 7 – 11 years who engaged in similar activities.

Out of the children who were engaged in some form of child labour 7.6% were found to be involved in hours related child labour whereas 3.6% were engaged in one form of schooling related child labour and the later affected more girls than boys. 11.6% of children were engaged in some form of hazard related child labour and this affected more boys than girls.

Geographically, 64.9% of working children were found in rural villages, 25.6% were in the urban villages and 9.5% were in the towns and cities. These preliminary findings confirm the relevance for articulating and implementing ILO supported TECL I and II response programs in Botswana.

2. TECL I & II and activities:

2.1 TECL I marks the beginning of efforts to eliminate child labour in Botswana. It started in 2004 with the overall aim of sensitizing and developing a comprehensive strategy to realize the aspirations of ILO Conventions C138 and C182. This entailed a number of program foundation activities described below.

- Building the knowledge base on the child labour especially the Worst Forms of Child labour including studies to establish the extent of the problem
- Drafting a discussion document on what is known about child labour, existing policy and programs and gaps in addressing child labour
- Consulting widely on the child labour issues identified under the above two activities and formulating an appropriate child labour action program for Botswana with an emphasis on eliminating WFCL, and
- Sharing experiences and best practice among countries in the region.

2.1.2 TECL I – Results

During TECL I, much progress was achieved at country level resulting in the following work done:

- The quantitative data on children's work were gathered through the national Labour Force Survey (LFS) 2005/6 conducted by the Central Statistics Office.

- A report was finalized – the Elimination of Child Labour in Botswana : A Discussion document on what is known, existing policy and programs and possible gaps 2006, now available at www.child-labour.org.za
- Botswana developed a National Action Plan (NAP or APEC) whose implementation was supported under TECL II.

2.2 TECL II and its activities

As indicated above TECL II was designed to support efforts and advance achievement realised under TECL I and its objectives are stated below:

Development Objective: Contribute to the elimination of WFCL and forms of child labour in Botswana, Namibia and South Africa by supporting the implementation of NAPs in these countries.

Immediate Objectives:

- By the end of the project, capacity of the key partners will have been strengthened to more effectively *mainstream* child labour issues into legislative and policy frameworks and take action against WFCL, and awareness will have been raised among the general public and among key stakeholders.
- By the end of the project, *models of interventions* (focusing on education and HIV/AIDS) for addressing selected WFCL and prioritized forms of child labour in Botswana, Namibia and South Africa will have been developed, tested and in South Africa - further mainstreamed through pilot interventions involving direct action programmes

2.2.1 Main activities and progress made

Based on the above objectives vigorous and comprehensive program activities were designed to ensure that the envisaged project milestones are achieved. In essence these included the:

- **Review of labour laws and other relevant legislation on child labour:** All the laws that have a bearing on the welfare of children were reviewed and gaps have been identified. This basically included the Employment Act, The Children Act 2009, and The Education Act. So far, the proposals for the amendment of the employment act have been drafted and finalized. Ministry of labour to determine the next course of action.
- **Drafting and approval of the list on hazardous work:** Hazardous list of occupations and the accompanying regulations for children in Botswana have been finalized. Ministry of Labour is yet to determine the next course of action.
- **Drafting of regulations on hazardous work:** This will assist the enforcement of the list and facilitate its effective implementation.
- **Development of training modules, tools and manuals:** Botswana has adapted the regional child labour manual to suit the local context and so far the manual has been used to train labour movements, the police and health education assistants.
- **Capacity building for key stakeholders:** Botswana started capacity building exercise with members of the steering committee and proceeded to train its cores partners which included teachers, social workers, police and labour inspectors and the NGOs.

- **Comprehensive rapid assessment of child labour in agriculture and CSEC:** Rapid assessment of child labour in the agricultural sector and child labour and HIV/AIDS have been completed and copies of the reports are available.
- **Development of a template for the regular reporting by the ministries involved in the implementation of child labour:** Three Ministries in Botswana, namely Department of Social Services, the Police and Ministry of Education have developed well defined indicators as well as reporting templates. However these still awaits fullest utilisation by the partners as the program will be implemented at sectors level.
- **Capacity of the education sector strengthened to combat child labour through the adaptation of the SCREAM Education Pack:** Ministry of education has trained about 200 teachers in the Kweneng District. The Ministry has mobilized its own resources to cascade the training to other districts.
- **Effectively mainstreaming child labour issues into country policy framework (NDP10) :** Child labour has been mainstreamed into (NDP 10).
- **Direct intervention in the withdrawal, rehabilitation and protection** (with targets of withdrawing 700 child labourers in CSEC and the agricultural sector and preventing 1400 children in vulnerable situations from falling victim to child labour) Currently the two implementing Agencies Humana and Childline have prevented and withdrawn a total of 1927 children from child labour. Their efforts have so far exceeded the set target and reaching a significant number of children at risk of dangers associated with child labour.
- **National awareness raising campaigns on child labour, including the worst forms of child labour.** Ministry of Labour and employers, workers organizations together with other partners use print media, radio, television programs to continually educate the nation about child labour. More importantly, Botswana observes child labour annually in different districts. The event is a crowd puller and the event is characterized by the presence of the Minister, the parliamentarians as well as participation by school children.

3. Results

TECL II in Botswana engaged two implementing Agencies namely Humana People to People and Child Line to provide direct intervention for children affected by Child labour. Through their efforts the program targeted to **withdraw** 700 children from the worst forms of child labour and other serious forms of child labour, and to prevent 1,400 children from falling victim to it. In total the project targeted 2100 children vulnerable to child labour.

3.1 Progress on the indicators - Immediate Objectives ii (IOii) and the PMP indicators

The IOii states that ii) By the end of the project, *models of interventions* (focusing on education and HIV/AIDS) for addressing selected WFCL and prioritized forms of child labour in Botswana, Namibia and South Africa will have been developed, tested and in South Africa - further mainstreamed through pilot interventions involving direct action programmes

The key PMP indicators addressed by two implementing agencies include strengthened capacity of implementing NGOs and the community, availability of child labour committees, number of children prevented from entering child labour and number of children removed from child labour

Presentation of IAs progress on PMP

Objective 1 - By the end of the project, the capacity of Humana People To People, Botswana, and the local community to fight worst forms of child labour will have been built and strengthened.

Objective 2.- By the end of the project a total of 1000 children will have been prevented from Child labour.

Objective 3.- By the end of the project a total of 500 children will have been withdrawn from CL and provided with alternatives

Indicator	Baseline	2010	2011	2012	Totals	Target	% Performance
Humana People To People member of staff trained in Child Labour	10	10			10	10	100%
Availability of Child Labour Committees	5	5			5	5	100%
1000 children will have been prevented from Child labour.	1000	--	1366	284	1650	1000	Over 100%
500 children withdrawn from CL and provided with alternatives		--	268	34	302	500	61%

Childline

Objective 1: To build the capacity of Childline Botswana and the community to combat the prevalence of child labour in the North East District including Francistown.

Objective 2: To remove 200 child labourers from the agriculture sector and CSEC and reintegrate them into mainstream society in the North East district.

Objective 3: To prevent 400 children from becoming child labourers.

Objective 4: To reintegrate child labourers into formal education and vocational training centres.

Indicator	Baseline	2010	2011	2012	Target	%Performance
No of childline project staff trained on child labour	6	6			6	100%
Availability of active Child Labour Committees	5	1				20%
200 Child labourers are withdrawn from child labour	200	0		67	200	33.5%
400 children prevented from child labourers remain in schools and receive psycho-social support	400			261	400	65.25%

4. Conclusions

- **TECL General Progress:** TECL II made significant inroad in the realisation of project objectives and attaining major project output providing a springboard upon which the program for combating child labour in Botswana can be continued, strengthened and scaled up. The piloting of NPA implementation which is a time bound program; the review and updating of child labour laws; the development of hazardous list and its enforcement tool; the establishment of Program Advisory Committee; the formation of the coordination organ NSC; the mainstreaming of Child labour issues into NDP 10, Police and education curriculum including in the labour inspectorate tool provide dynamic advocacy components to articulate child labour issues at the top of the nation's development agenda and enhance conscious compliance with international standards (ILO,IPEC) for interventions against the worst forms of child labour.
- **Capacity building of implementing agencies and the community:** The training of the onsite technical teams and community mobilisation on issues of child labour is an essential ingredient for the success of the program. Proper mechanisms were put in place to tap on the existing social safety net at government level including the involvement of community structures and institutions. This is a vein upon which the child labour direct interventions can be sustained beyond the project life circle.

- **Withdrawal and prevention outreach:** The project provided an evidenced based ground for child labour programming and direct intervention at family and community level. Child labour issues were tracked resulting in identification of a significant number of children to prevent and withdraw from Agriculture and Commercial Sex Exploitation. One thousand nine hundred and eleven (1911) children have been reached on prevention and three hundred and sixty nine (369) on withdrawal. The efforts of two implementing agencies have far exceeded the set project target. However Humana People to people account for the largest coverage of prevention and removal cases. In addition progress towards attaining removal target is generally low and this is associated with the complexity around the nature of CSEC cases and their intervention, including referral bureaucracy, transport and staff shortage that often constrains direct intervention at child and family level.
- **Retention and reintegration.** The children accessed remedial support program through the referrals and direct interventions by Social Services, education and police. The identification and reintegration of children back to school is a crucial strategy that created a platform for child retention in the education system and reduction of possibilities of defaulting into child labour practices.

Annex 2: Terms of reference



International Labour Organization- International Programme on the Elimination of Child Labour ILO/IPEC

Final April 2012

Terms of Reference For Final Evaluation

*“Towards the Elimination of the Worst Forms of Child labour (TECL),
Phase II with a focus on HIV/AIDs: Supporting and monitoring the
implementation of National Plans of Action in three core countries in
Southern Africa”*

ILO Project Code	RAF/08/P52/USA
ILO Project Number	P.250.16.100.052
ILO Iris Code	101418
Country	South Africa, Botswana and Namibia.
Duration	45 months
Starting Date	September 2008
Ending Date	June 2012
Project Locations	South Africa, Botswana, and Namibia
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: USD 4,750,000

List of Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
AP	Action Programme
APEC	Action Programme on the Elimination of Child labour
APSO	Action Programme Summary Outline
BLNS	Botswana, Lesotho, Namibia & Swaziland
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CL	Child Labour
CLPA	South African Child Labour Programme of Action
CSEC	Commercial Sexual Exploitation of Children
CUBAC	Children used for by Adults to commit Crimes
DBMR	Direct Beneficiaries Monitoring and Reporting
DWCP	Decent Work Country Programmes
EIA/DED	ILO/IPEC Geneva's Evaluation and Impact Assessment Section
HIV	Human Immune Deficiency Virus
HQ	Headquarters
IA	Implementing Agency
ILO	International Labour Organization
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
PACC	Project Advisory Committee
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TECL	Towards the Elimination of the Worst Forms of Child Labour Programme
TL	Team leader
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (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. The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes, such as National plans, Strategic frameworks, have provided such focus.
3. Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (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. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labour (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 the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
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. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed

that the degree of support needed to get this process going in different countries can vary and that specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016
7. Africa is a very relevant region for IPEC. The GAP 2006 stressed the need for “a special emphasis on Africa” by both the ILO and its international partners in the fight against child labour. In this regard, IPEC committed to devote a larger proportion of its efforts to Africa and has sought to strengthen activities in the region through the *Focus on Africa* programme. A regional strategy was adopted in 2011.
8. From the perspective of the International Labour Organisation (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 of ILO cooperation and it is within this framework that the activities developed by the Programme should be analyzed.
9. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see :

<http://www.ilo.org/decentwork>

6. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries’ planning and implementing frameworks. The three DWCP programme countries are available at:

<http://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/south.htm>
<http://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/namibia.htm>
<http://www.ilo.org/public/english/bureau/program/dwcp/download/botswana.pdf>

Programme TECL II² Background

7. The project builds on the achievements of TECL I that supported the implementation of the Child Labour Programme of Action (CLPA) in South Africa and laid the basis for concerted action against child labour in Botswana, Lesotho, Namibia and Swaziland, by putting into place National Action Plans (NAPs) on the elimination of child labour. South Africa, Botswana and Namibia have been chosen as the main target countries for TECL II because (a) they had drafted and endorsed NAPs³, (b) had concluded memoranda of understanding with the ILO on steps to eliminate child labour; and

² The TECL II project is referred to as “programme”, except in cases of direct quotations from the project document.

³ The NPA is named in South Africa Child Labor Programme of Action (CLPA). We will use the most generic term of National Action Plan (NAP) for the three countries.

(c) had therefore good chances of success for the TECL II interventions. The three countries are all qualified as “medium development”.

8. TECL I consisted of 34 projects⁴ concentrated in three interconnected programme strategies in BNLS countries:
 - a. *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 labour; and analysis of good practices) among others for policy and programme planning, including at national level;
 - b. *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
 - c. 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.
9. South Africa has been included in TECL II to ensure that government-driven action under the NAP – developed under TECL I – is effective and sustainable. The project aims to ensure that the South Africa experience becomes also a source of learning and good practice in the sub region and beyond.
10. Botswana and Namibia have a relatively well-developed system of social services, and are close to achieving the MDG objective on education.
11. The three countries have ratified the ILO Convention No. 182 on the Worst Forms of Child Labour.
12. In July 2010 it was agreed a 3 months no-cost extension of TECL II (from March to June 2012). This decision had basically budget implications. No programmatic adjustments were decided.

General Programme approach and strategy

13. The programme has the following immediate objectives
 - i. By the end of the project, capacity of the key partners will have been strengthened to more effectively *mainstream* child labour issues into legislative and policy frameworks and take action against the worst forms of child labour, and awareness will have been raised among the general public and among key stakeholders (8 outputs)
 - ii. By the end of the project, *models of interventions* (focusing on education and HIV/AIDS) for addressing selected worst forms of child labour and prioritized forms of child labour in *Botswana, Namibia and South Africa* will have been developed, tested and – in South Africa - further mainstreamed through pilot interventions involving direct action programmes. (3 outputs)
14. The overall purpose of the direct action is to test methodologies which, if successful, can be replicated and mainstreamed into government’s policies and programmes targeted children.
15. The direct interventions aim at withdrawing child labourers from the Worst Forms of Child Labour (WFCL) in urban settings (i.e. CSEC, including child trafficking if applicable, and CUBAC) and in

⁴ Action Programs accordingly with global IPEC terminology

rural areas (work in agriculture, excessive chores interfering with education, and hazardous work), and preventing children in vulnerable situations from falling victim to child labour and its worst forms.

16. In the direct action, a special focus is on obtaining access to education, on children affected by HIV/AIDS, and children from marginalized communities. This includes testing how government grants (including cash transfer grants) and other social services provided by law become accessible to poor households including households in need of assistance due to impact of HIV/AIDS. Within this framework, TECL II works towards strengthening the link between the NAPs and existing HIV/AIDS prevention and impact mitigation strategies in the countries.

Approach pursued South Africa

17. In South Africa, the project approach and strategy for TECL II build on strengthening the work done by the TECL I programme. At the most fundamental level, the strategy is one of mainstreaming child labour issues and concerns into key government policies and programme, where relevant. Then, the objectives for TECL II are to further strengthen the mainstreaming process. It is important to upkeep the assistance to South Africa to ensure a deepening of the mainstreaming efforts, though the assistance will obviously be 'lighter', as a result of the work already done.

Approach pursued in Botswana and Namibia

18. In Botswana and Namibia, the aim of the project is to support, 'kick-start', expand or promote actions and initiatives aimed at the elimination of child labour including the worst forms of child labour and other prioritized forms of child labour. TECL II focuses on once-off activities that lay the groundwork for ongoing sustainable action by government and other stakeholders, including employers' and workers' organizations. This is done within the framework of the NAP in each country, which provides the context for programming. TECL II is seen by stakeholders in Botswana and Namibia as an integral and logical element of the NAPs.

Key outcomes of the TECL II as reported by the project

South Africa

19. The implementation of the NAP has been based on the premise that most of the actions within the plan deal with the underlying causes of child labour (i.e. poverty and lack of access to education).
20. The Intersectoral Committee (IC) chairperson included their field staff from provinces to the IC monthly meeting. Currently a senior officer the Director of Employment Standards chairs the meetings.
21. The Department of Social Development has ensured that the CL National Policy Framework and Strategic Plan focused more on preventing and reducing the incidences as well as management of child abuse, neglect, exploitation of children.
22. Child labour dimension of household chores (water fetching) is being addressed by the Department of Water and Environmental Affairs through an accelerated programme to deliver clean water and sanitation to rural areas and informal settlement
23. The Department of Labour has launched a National Child Labour day since 2011 that will be an annual event.
24. The Government Statistics Department finalized, with technical support from the project, a Child Labour module which is to be attached to the Labour Force Survey.

Botswana:

25. The hazardous list of occupations for children has been finalized and endorsed by the Labour Advisory Board. The accompanying regulations have been drafted and endorsed by the tripartite constituents. They are awaiting presentation to the Labour Advisory Board.
26. The proposed amendments to the Employment Act have been endorsed by the tripartite constituents and also await endorsement by the Labour Advisory Board.
27. Child labour and Decent Work Country Program has been mainstreamed in the National Development Plan. Child labour also has been extensively addressed in the Children's Act of 2009 which is now taking precedence over other pieces of legislation having a bearing on children's welfare.
28. Some government departments have developed their child labour institutional work plans.

Namibia:

29. Protection of children's rights continuous in the agenda of Parliament.
30. The PACC in Namibia continues to be involved in project activities under the senior leadership of the Permanent Secretary of the Ministry of Labour and Social Welfare. They meet bi - monthly and as and when the need arises.
31. The Ministry of Education took a lead in mainstreaming child labour in the Ministerial plan, integrating many of their activities in future budgets and sensitized their regional education managers on child labour countrywide as a resource leveraging mechanism. It is currently discussing the possibility of integrating a curriculum to pre-service teachers, lawyers and social workers.
32. Child labour has been anchored and mainstreamed also in the National Development Plan. Additionally, Ministry of Labour and Home Affairs has resolved to report quarterly on actions targeting child labour in the Poverty eradication drive initiated by the president.
33. Based on a request from the President of Namibia, The Ministry of Labour is currently taking the lead, conducting investigations countrywide on cases of child labour and this is conducted in collaboration with the Ministry of Gender and Child Welfare, Ministry of Education and law enforcement officials.
34. The workers' and employers' organizations, Namibia National Workers Union and the Namibia Employer's Federation are in the process of drafting action plans. The workers' organization, in addition, drafted a policy on child labour. The work plans and child labour policy documents are at different stages of finalization. The employers will focus on the agriculture sector while the workers will focus their programme on the charcoal mining sector.
35. TECL I has been gone under final evaluation in September 2008 and TECL II has gone under a Mid-term evaluation in March 2011. A summary of conclusions and recommendations are included in Annexes II and IV.

II. Scope and Purpose

Purpose

36. The main purposes of the mid-term evaluation are:
 - a. Determine if the Project has achieved its stated objectives and how and why have been/have not been achieved (i.e. achievements and shortfalls in project implementation)
 - b. Identify unintended positive and negative changes at outcome and impact levels

- c. Determine the implementation effectiveness and efficiency of the Project
 - d. Establish the relevance of the project implementation strategy and outcomes and the level of sustainability attained.
 - e. Provide recommendations regarding relevant stakeholders, building on the achievements of the Project in supporting NAPs or other institutional framework at local, country and sub regional levels toward the sustainability of the project outcomes.
 - f. Identify lessons learned and potential good practice, specially regarding models of interventions developed that can be applied in the target countries, the African region (at national and regional/sub regional levels) and beyond.
37. The final evaluation should provide all stakeholders with information to assess as it is needed, work plans, monitoring 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.

Scope

38. The 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. 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. (i.e. action programmes/projects)
39. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
40. The contribution of IPEC to the NAP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national NAP. In order to 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.
41. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.
42. The analytical scope should include identifying levels of achievement of objectives and explaining how and why have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on going experience.

III. Suggested Aspects to be Addressed

43. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
44. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Guidelines to Results-Based Evaluation: principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010
45. For gender concerns see: ILO Guidelines on "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007 (further information is also available at www.ilo.org/gender).
46. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
47. Annex I contains specific suggested aspects 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 (EIA/DED) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
48. The main categories that need to be addressed are the following:
 - Design
 - Achievements (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

49. The expected outputs to be delivered by the evaluation team are:
 - A desk review of appropriate material
 - Preparation of an Inception report centered on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible.
 - Field visit to the project location in the three districts.
 - Stakeholder workshops at national levels, facilitated by the evaluator leader
 - Draft evaluation report. The evaluation report should include and reflect on findings from the field visits and stakeholder workshops proceedings

- Final term evaluation report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (identifying for the last ones to which stakeholders is oriented each one)
 - ✓ Lessons learnt
 - ✓ Potential good practices
 - ✓ Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report)
50. The total length of the report should be a maximum of 30 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.
51. 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.
52. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment Section (EIA/formerly 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

53. 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 EIA/DED and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
54. The evaluation team leader 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.
55. The evaluation will be carried out using a desk review of appropriate materials, including the project document, work plan, monitoring plan, progress reports, outputs of the programme and the projects

(action programmes), results of any internal planning process 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 EIA/DED and provided to the Project for input prior to the commencement of the field mission.

56. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
57. The evaluation team will undertake field visits to programme. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a workshop towards the end of the field visits.
58. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Locations next to and not so close to main roads
59. The three national workshops will be attended by IPEC staff and key stakeholders (i.e. partners) at national level in each country, including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback. These meetings will take place towards the end of the fieldwork in each country.
60. 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 the responsibility of the project team in consultation with the evaluation team leader
61. The team leader will be responsible for drafting and finalizing 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. The evaluator team leader 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.
62. The evaluation will be carried out with the technical support of the IPEC-EIA/DED section and with the logistical support of the programme office in Pretoria. EIA will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
63. 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.

The team responsibilities and profile

64. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Development of the evaluation instrument • Briefing with ILO/IPEC-EIA/DED • Telephone interviews with IPEC HQ desk officer, donor • Technical guidance to national consultant • Undertake field visits in South Africa, Botswana and Namibia • Facilitate stakeholder workshop • Draft evaluation report • Finalize evaluation report 	<ul style="list-style-type: none"> • <u>Not have been involved in the project.</u> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant sub-regional experience • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension 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. • Fluency in English is essential <p>Experience facilitating workshops for evaluation findings.</p>

65. Three National consultants (for South Africa, Botswana and Namibia):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Co-Facilitate stakeholder workshop (under the team leader leadership) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	<ul style="list-style-type: none"> • Relevant background in country social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in English (and other national relevant language) essential • Knowledge of local languages in the field visit areas an asset • Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

66. 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.

67. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC ⁵
I	Evaluation team	<ul style="list-style-type: none"> ○ Briefing with ILO/IPEC ○ Desk Review of programme related documents ○ Telephone briefing with EIA, donor, IPEC HQ/Reg. 	5	2
II	Team leader and national consultants with logistical support by project	<ul style="list-style-type: none"> ○ In-country to Namibia, Botswana and South Africa for consultations with programme staff ○ Consultations with ILO Office in Pretoria ○ Consultations with TECL II programme staff ○ Interviews with programme staff and partners ○ Field visits ○ Consultations with girls and boys, parents and other beneficiaries 	16	6
III	Stakeholder Workshop	<ul style="list-style-type: none"> ○ Workshop with key stakeholders ○ Sharing of preliminary findings 	3	1
IV	Evaluation team leader	<ul style="list-style-type: none"> ○ Debriefing ○ Draft report based on consultations from field visits and desk review, and workshop for South Africa, Botswana and Namibia 	8	2
V	EIA/DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included (if any) 	2	0
TOTAL			34	11x3

68. Summary schedule

Phase	Duration	Dates
I	5 days	April 9th-13th
II-III	19 days	April 16th-May 4th
IV	7 day	May 7th-13th
V	14 days	May 14th-May25th
VI	2 days	May 28th

69. Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by EIA/DED	<ul style="list-style-type: none"> • Project document • EIA/DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Work plans • Project Monitoring Plan • Progress reports/Status reports • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • National workshop proceedings or summaries • National Action Plans • TECL website information

⁵ National consultants (1 per country): Botswana, Namibia and South Africa

Consultations with:

- TECL project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government stakeholders (e.g. representatives from Department Labour, Social Development etc)
- Government representatives, legal authorities etc as identified by evaluation team
- National Partners in the NAPs involved in the further development, enhancement and implementation of national processes
- National Steering Committee
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL (by telephone)
- US Embassy staff: Regional Labor Officers in Johannesburg and Labour Reporting Officer in the three countries

Final Report Submission Procedure

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

The evaluator will submit a draft report to **IPEC EIA/DED in Geneva**

IPEC EIA/DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

IPEC EIA/DED will consolidate the comments and send these to the **evaluator** by date agreed between EIA/DED and the evaluator or as soon as the comments are received from stakeholders.

The final report is submitted to IPEC EIA/DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

71. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 34 work days
- Fees for local DSA in project locations in South Africa, Botswana and Namibia
- Travel from consultant's home residence to South Africa, Botswana and Namibia in line with ILO regulations and rules

For national consultants

- Fees for 3 national consultants for 11 days each

For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures in Pretoria, Gaborone and Windhoek

A detailed budget is available separately.

Management

72. The evaluation team will report to IPEC EIA/DED in headquarters and should discuss any technical and methodological matters with EIA/DED, should issues arise. IPEC project officials and the ILO Office in Pretoria will provide administrative and logistical support during the evaluation mission.

Annex I - Suggested Aspects to Address

Design

- Determine the validity of TECL II's design, the effectiveness of the methodologies and strategies employed and whether it assisted or hindered the achievement of TECL II's goals as set out in the Project Document.
- 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 and external logic of the programme (degree to which the programme fitted 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, Botswana and Namibia was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?
- 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?
- Have been the time frame for programme implementation and the sequencing of programme activities logical and realistic?
- Has the strategy for sustainability of programme results defined clearly at the design stage of the programme?
- How relevant have programme indicators and means of verification been? Please assess the usefulness of the indicators for monitoring and measuring change at outcome and impact levels. More specifically, have the various indicators used to measure the programme been appropriate for TECL II, in light of the focus on direct action programmes in combination with mainstreaming activities?
- 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)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the projects designed under the programme provided clear linkages and complemented each other regarding the programme strategies and programme components of intervention (as described below)?
 - Programme strategies:

- Policy, programme planning, research and documentation;
- Capacity building
- Targeted action 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) of Objectives

- 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 programme outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the programme is in process of achieving its immediate objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Review the value of project team technical support received from programme partner organizations and relevant ILO units (including ILO Geneva, Subregional and Regional Office).
- Has the programme meeting its stated purpose and outputs in the project document? If not, what were the factors that contributed to the programme's delay and were they justifiable?
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent are significant to achieve project objectives?
- Assess the programme monitoring system including the PMP, work plans, processes or systems.
- Evaluate the programme's data collection strategies
- How did positive and negative factors outside of the control of the programme affect programme implementation and programme objectives and how did the programme deal with these external factors?
- Assess the programme's gender mainstreaming activities.
- How effective were the APs, research projects, and policy projects, and how are they contributing to the project meeting its immediate objectives?
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of programme activities?

- To what extent were rapid assessments, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to programme activities?
- How has the programme responded to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the programme team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?

Enabling environment (Capacity Building)

- What has been the level of achievement of the program in strengthening the National Steering Committee and Implementation Committee in each country? What were the key factors for it?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- How effective has the programme been at stimulating interest and participation in the programme at the local and national level?
- Analyse if / how the project coordinated with other IPEC programmes in the countries and with sub-regional initiatives? Were interventions complementary or competitive? Were 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 NAP processes thus far)?
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, alternative employment promotion and poverty reduction (i.e. government ownership and implementation of the NAPs)?
- How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on child labour?
- Examine how the ILO/IPEC project 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 NAP and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process (such as CLMS) processes.
- 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 NAP.
- Assess the quality and extent of dissemination (i.e. utility) of situation analysis and rapid assessments produced for the WFCL and children affected by HIV/AIDS

Direct Targeted Action

- Did the IPEC programme and project partners understand the definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and did the partners have similar understanding of the terminology used? Please assess whether the programme was accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- 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 been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?
- To what extent have children and families affected by HIV/AIDS been selected as a specific target group?
- What kinds of benefits have the target beneficiaries gained?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the process for documenting and disseminating pilot projects/models of intervention: scale-up, lessons, etc.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects.

Relevance of the Project

- Examine whether the programme responded to the real needs of the beneficiaries and stakeholders.
- Assess validity of the programme approach and strategies and its potential to be replicated and scaled-up.
- 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 projects based on the finding of baseline surveys.
- How has this programme supported and contributed to the NAPs? Do local stakeholders perceive the countries' NAPs as different as and broader than the IPEC programme of support to the NAP?
- How did the strategy used in this project fit in with the NAP, national education and anti-poverty efforts, and interventions carried out by other organizations? Did the programme remain consistent with and supportive of the NAP?
- Did 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?

Sustainability

- Assess to what extent a phase out strategy was defined, planned and implemented (i.e. government involvement).
- Assess whether the phase out strategies had been articulated/explained to stakeholders
- Examine if outcomes would last after project based on the phase out strategy implemented.
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the programme to partners.
- Examine whether socio-cultural and gender aspects were reflected in 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 NAPs. Analyse the level of private sector / employers' organizations support to the NAPs, paying specific attention to how these groups participate in programme activities.

Specific Aspects to be addressed:

- Analyse interactions of the project staff with the three Governments' Departments and other key stakeholders. Assess these interactions in terms of being conducive to sustainable CL Action Plan.
- Has the project being able to create alliances with key strategic partners who are not yet involved in the CL fight in each country - for example the national agencies in charge of HIV/AIDS issues in each country, the Ministry of Agriculture, and any other relevant partners?
- To what extent are local/community level stakeholders aware of the negative consequences of the WFCL and mobilized to combat it?
- Assess the effectiveness of the project in integrating efforts in all three countries. Were there benefits by funding a sub regional project versus three separate country programs?
- Has the project been able to facilitate that the experience of South Africa policy on CL (as supported by the project) contributed to Botswana and Namibia CL policy developments?
- Address the projects efforts towards targeting children affected or impacted by HIV/AIDS. Was this a key strategy of the project? Was it realistic? If so, were there any good practice that can be used in future interventions targeting the same demographic?
- How the program is particularly addressed HIV/AIDS issues linked to CL and how could be increased support in this area (i.e. ILO IPEC and other stakeholders)?
- Are there specific needs for a continued IPEC support? If so, which kind of support should take place?
- Review how the project built on Phase I lessons and on the TECL II Mid term evaluation conclusions and recommendations.

- How especially are strategies different for children in CUBAC and CSEC?
- How does the project monitor work status after school and during holidays?
- Were the target sectors in line with hazardous lists and survey findings that identify the type of work in which child labor is the most prevalent?
- What are the main obstacles or barriers that the project has identified as important to addressing child labor in Botswana, Namibia, and South Africa? Has the project been successful in addressing these obstacles?
- Has the project successfully built off of previous USDOL-funded projects?

Annex II - TECL II objectives and outputs

DEVELOPMENT OBJECTIVE	Contribute to the elimination of the worst forms of child labour and other forms of child labour in Botswana, Namibia and South Africa by supporting the implementation of national plans of action in these countries.
IMMEDIATE OBJECTIVE	OUTPUTS
I/O 1 By the end of the project capacity of the key partners will have been strengthened to more effectively <i>mainstream</i> child labour issues into legislative and policy frameworks and take action against the worst forms of child labour, and awareness will have been raised among the general public and among key stakeholders.	1.1. Labour laws and other relevant legislation revised (where necessary) to better respond to the requirements in C138 and C182 and provide a better foundation for eliminating of child labour, incl. the worst forms of child labour, and incl. support to children affected by HIV/AIDS. Where legislation has been revised, tools are drafted to assist with the implementation of the revised legislation.
	1.2. Draft lists and regulations on hazardous work (where relevant) and finalize notice re legal definition of prohibited child labour based on the knowledge base available (where relevant).
	1.3. Knowledge tools (including lessons learned, guidelines and expert database) to support NPA taking action against perpetrators exploiting children in the worst forms of child labour (incl. CSEC, child trafficking and CUBAC) and other forms of child labour developed.
	1.4. Capacity building exercises for key stakeholders conducted using developed training modules, tools and manuals.
	1.5. The adoption process of the NAPs by appropriate bodies in each target country is clearly identified and supported and draft monitoring and evaluation systems for these national plans of action produced or proposed.
	1.6. Capacity of the <i>education sector</i> strengthened to combat child labour through the adaptation of the SCREAM Education Pack
	1.7. Situation analyses and rapid assessments produced and disseminated incl. studies on the worst forms of child labour and children affected by HIV/AIDS.
	1.8. National <i>awareness raising</i> campaigns on child labour, incl. the worst forms of child labour, designed and implemented in each of the target countries, and lessons learned shared within the sub-region, including with relevant stakeholders in Lesotho, Swaziland, and other countries of the sub-region
I/O 2 By the end of the project <i>models of interventions</i> (focusing on education and HIV/AIDS) for addressing selected worst forms of child labour and prioritized forms of child labour in Botswana, Namibia and South Africa will have been developed, tested and – in South Africa - further mainstreamed through pilot interventions involving direct action programmes.	2.1. 2,800 children withdrawn and 5,600 children prevented from child labour, incl. the worst forms of child labour, through direct action programmes providing services or monitoring of up-scaled government services.
	2.2. Strategies and tools for effective monitoring of the direct beneficiaries in action programmes are developed or improved and operational.
	2.3. Action programmes (APs) models documented, and strategies for dissemination, replication and mainstreaming of lessons learned and good practices deriving from the direct APs into relevant government policies and programmes developed.

Annex III - Recommendations of the final evaluation of TECL I6

1. A future design programme must include:
 - i. Be more realistic and focused – distinction between ‘must-have’ and ‘nice-to-have’
 - ii. Apart from working with government, support should be provided to Workers and Employers Organisations. The possibility of working with a trade union federation and providing resources and technical assistance to them to develop a policy on child labour so that it is placed on their agenda, and mainstreamed into their operations, would be quite an achievement
 - iii. Attribution must be clearly defined, what is TECL responsible for and that is within their control
 - iv. The design of Action programmes must ensure the active participation of the Implementing Agents, so that there is buy-in and ownership.
 - v. TECL must incorporate a gender analysis in the design phase and plan for gender mainstreaming
 - vi. The next 5 years is crucial especially in South Africa as it enters the second 5year phase of implementation, hence sustainability must be built into the design phase so it remains a conscious focus for the next period. If there was a TECL III South Africa should be in a position to assist other countries in consolidating the implementation of their country programmes and not be a recipient of direct TECL support. That would be proof of real progress and sustainable action.
 - vii. If the budget allows some sub-regional activities in terms of sharing and learning should be built into the design. This is the face-to-face forums where key stakeholders from each country can participate in an annual or bi-annual (2year) event that brings them together at a sub-regional level to share learning.
2. TECL must:
 - i. Increase their staff compliment including employing a coordinator in Botswana and Namibia. Measures must be taken to find the right person for the job because this is a critical challenge but it must be a permanent employee and not a consultant. If the correct skills base is developed, this person could potentially become the focal person appointed by the Ministry.
 - ii. In appointment of staff and consultants TECL must carefully consider transformation, representation and diversity, and there is no contradiction in this and the point above.
 - iii. Continue to explore with ILO-IPEC possibilities for a more efficient and simplified reporting and procurement process. The CTA would usually be a very senior person (and should be) and able to sign off on more than is currently possible. ILO-IPEC should put mechanisms for accountability in place and ensure that appropriate systems are upheld.
3. TECL must continue to support the implementation of TECL II in the identified countries and:
 - i. Ensure that its role is spelt out clearly (whether it is facilitator, implementer or both)
 - ii. In South Africa, costing of the NAP must be completed with Cabinet giving a clear time frame for this to be concluded
 - iii. TECL should continue to support interventions with targeted departments
 - iv. In BLNS countries, the lessons learnt from South Africa should be used when supporting implementation of the NAPs

⁶ IPEC Evaluation “Supporting the Time-bound programme for the elimination of the worst forms of child labour in South Africa and laying the basis for concerted action in Botswana, Lesotho, Namibia and Swaziland TECL I RAF/03/50/USA An independent final evaluation by a team of external consultants”. Geneva, September 2008

- v. A country coordinator must be appointed in Botswana and Namibia accountable to TECL and have a reporting function to the PACC
- 4. The DOL must have a dedicated focal person for child labour to lead the next phase of implementation of the NAP. The role of this person should be amongst others to:
 - i. Drive the implementation of the NAP in government
 - ii. Chair the IC
 - iii. Coordinate and facilitate processes in departments
 - iv. Work closely with TECL who should provide the technical assistance
- 5. The IC and PACC's must be reviewed, and restructured if necessary and include:
 - i. A dedicated and mandated representative that must have this included in their KPA's, thereby ensuring accountability. A second person must be identified in case the first mandated representative is not available but this has to be at the same level.
 - ii. The role of the IC in terms of ensuring compliance to actions in the NAP must be clarified as well as whether they are only a coordinating structure or whether they have the mandate to ensure compliance. If not, there should be clarity on where this authority is vested and how does one ensure action from a higher structure (DDG forum).
- 6. Some mediation must take place between the Area Office in Pretoria and TECL where:
 - i. Roles, parameters and expectations are clarified
 - ii. Where existing tensions are addressed and resolved
- 7. Child labour monitoring systems must be put in place, synergised with existing departmental systems but able to act as a stand-alone system for providing the necessary information required for monitoring child labour.
- 8. With Direct Action:
 - i. Organisations must be identified early in the process so that impact and sustainability are more discernable.
 - ii. A model of using bigger organisations to work with smaller organisations doing similar work and in a partnership model (see CINDI example in Kwazulu Natal) is a useful one to explore. This will improve the chances of building more sustainable organisations and interventions over a period of 3-4 years. The criteria for such a partnership is vital so that smaller organisations are not disrespected or 'colonised' in the process
- 9. For impact and sustainability it would make sense to use the same team of TECL I (although expanded). A new team would spend at least half of the time establishing relationships, getting to know government systems, becoming acquainted with departmental policies, and so forth and much time will be lost in the process. It is important to immediately build on the gains made in TECL I and address the outstanding work that must be done. This is the priority for TECL II.

Annex IV - Major Conclusions and Recommendations of the Mid Term Evaluation (March 2011)⁷

1. Conclusions

Relevance and strategic fit

This is a worthwhile and very relevant project, and its objectives and outputs are still valid. It is well aligned with national development plans and naturally supportive of the National Action Plans for the Elimination of CL.

Validity of design

The broad design is good, and the approaches and strategies are relevant to the outputs and objectives. The Project document has not provided sufficiently clear guidance on some issues. The lack of feasibility studies in the target areas of the direct interventions and a number of assumptions in their overall design and targets has caused further challenges. The overall time-frame is short and the budget is not sufficient given the high costs of travel in the sub-region and the distances between and within the three countries.

Impact

A strong sense of ownership is emerging in South Africa and Namibia, and overall good progress has been made despite a number of challenges encountered during implementation. The achievements in the upstream outputs are particularly impressive, and it is expected that output targets will be met. The strategies and approaches which have been adopted have been effective for their purposes, and TECL has established a productive working relationship with the key government players. In the downstream interventions it is too soon to make any firm conclusions, but the evaluation has thrown up a number of areas of concern which need to be addressed promptly, through further capacity building, boosting the budget for monitoring support, re-sensitizing gatekeepers, spreading good practices more promptly, and making the target categories more realistic.

Efficiency and effectiveness

The programme is being well managed; it has a competent team in place. But effectiveness and integration could be improved by more frequent face to face meetings between the TECL team. Budget constraints are hampering the programme's ability to respond to opportunities and requests as they arise or to build upon successful activities and fruitful partnerships to ensure sustainability. The lack of a (minimum) budget allocation for each country makes planning and effective implementation difficult and impacts on the role and authority of the NPCs. The funds expended on the purchase of vehicles will be wasted unless they can be put to effective use. Integration has not been sufficiently pursued in terms of bringing stakeholders together for the purposes of sharing lessons learned and good practices and this is partly due to the budget constraints.

Sustainability

The design of the upstream half of the project is built on the concept of laying a sustainable foundation for action. The support to the mainstreaming and implementation of the NAPs and the accompanying capacity building and awareness raising activities are sustainable by nature. In the downstream interventions the partners are pursuing sustainable approaches through referring children to government social workers, and enabling them to access existing welfare grants.

⁷ Stephens J. TECL II Mid term Evaluation Report. IPEC, Geneva (unpublished)

2. Recommendations

Overall

- Support greater integration of the three country programmes through face to face workshops to share lessons learned and good practices, and exchange visits where appropriate
- Find ways for the budget to facilitate more frequent monitoring and support visits at all levels
- Do not allow challenges in the downstream area to jeopardize upstream momentum

Objective 1: Upstream

- Go where the energy is. Build on opportunities and successful partnerships.
- Seek additional funds and/or prioritize remaining funds for capacity building and sensitization
- Engage in sector-targeted sensitization and skills transfer with key stakeholders who have not yet embarked on mainstreaming. Renew efforts to reach potentially important relevant government stakeholders such as agriculture
- Find ways to energize existing social partners or explore relations with active ones at a lower level
- Explore innovative ways to engage with the private sector whose goodwill and resources are largely untapped
- Explore ways to get CL awareness into any partners who have significant presence and wide-reaching networks at community level e.g. FBOs, agriculture extension workers, HIV/AIDS educators and care workers.

Objective 2: Direct Interventions

- The target numbers and sectors for each country need to be revised. The evaluation recommends fewer numbers for withdrawal, and that beneficiaries from any sector of child labour (particularly including WFCL such as begging and child domestic work)
- Abolish the withdrawal targets for the remaining AP in South Africa: it should focus only on prevention due to conceptual issues and lack of time.
- As a matter of urgency TECL should facilitate exchange visits for the sharing of lessons learned and good practices from strong partners to weaker partners.
- TECL should provide greater monitoring support and guidance particularly where partners are struggling to find supportive local structures and cooperative government workers for referrals.
- ILO-IPEC and its DBMR should develop detailed guidelines regarding the CL category "enrolled in school but engaged in excessive hours of work", or if guidelines exist, ensure that IAs understand how to handle these cases.

Annex 3: List of people interviewed

Namibia

Ms Simone Mulamata – National Coordinator (ILO Namibia)

LAC

Ms. Toini Hanhapo (M&E Officer)

Ms. Belinda Hamburee (M&E Assistant)

Mr. Hiraruka Katjepunda (Project Officer) Child Labour

Ongwediva

Mr. Immanuel Iita (Child Right Monitor – Ongwediva)

Ms. Hikenzi Kadhingula Amutoko (Child Right Monitor – Ongwediva)

Ms. Frieda (Child Right Monitor – Oshakati)

Hashihana Primary School:

Monica Sheetekela (Teacher)

3 boys & 2 girls

Eenhana:

Mr. Musialike Robinson (Principal)

2 girls & 1 boy

Ms. Ndali Nakwafila (Child Right Monitor – Eenhana)

Tsumeb:

Ondundu Primary School:

Ms. Kainu Shaningua (Teacher Councillor)

1 boy & 1 girl

St Francis Primary School:

Ms. Ingrid Otsus (Teacher Councillor)

1 boy & 1 girl

Mr. Hofni Hamunyela (Child Right Monitor – Tsumeb)

Ms. Veronica Jacobs (Parent)

Windhoek:

Mr. Horn, Deputy Director – Ministry of Labour (International Relations & Advice)

Ms. Hilya Imene, Social worker – Ministry of Youth & Child Justice (Juvenile Division)

Ms Hileni Amukana, PA to the Director – Ministry of Education

Mr Mahongora Kavihuha – TUCNA
 Ms. Sinulo Charity – (Child Right Monitor, Caprivi Region) telephonic interview.
 Ms. Monalisa Zatjirua, Child Protection Programme Officer - UNICEFF
 Ms Vanessa Boesak – Office of the Ombudsman
 Mr. Tim Parkhouse – NEF
 Mr. Obed Mutumba – UNESCO
 Inspector Haimbody – Ministry of Safety and Security
 Mr. Dustin DeGrande, Political Offices, Embassy of United States of America

Botswana

ILO	Marianyana	NPC
Humana People to People (IA)	Seabe Nowe Verginia Loanika Leburu Gaepongwe	Proj- leader Proj- Counsellor Proj-Officer
	Moses Juma Zulu	Country Director
Humana -	O.P. Ramasimong	Head Teacher
	6 Children	Students
	Grand Parents	Care givers /guardian
	Tshimologo Ogapile	V.D.C. Vice Chair
Child-Line (IA)	Tiny Nyati Tshepiso Moithobogi	Proj-Officer Out Reach Officer
Village Child Labour Committee	Livermore Felidi – Moiketsi macheng Margret Banda Sapelo Makala B.G. Motsumi Lucia Gabothuse Basupi Mokgori Lea Kwanda Naughty Ndale	Chair Member Member Treasurer Secretary Vice Sec Member (Headman) Member(VDC Member
Tshesebe School	Mrs Zaba Majaha M.Tsheko	School Head Guidance Deputy School Head
	3 Children	Students
	Parent	Guardian
BFTU	Allan S. Keitseng	President
Department of Social Services	O.Mokabathebe	Child Protection
	Manne	Child Protection
Police	Catharine Rauwe	Ass. Commissioner (Youth)
Child Line		Program Officer
Ministry of labour		Commissioner of labour

Annex 4: Documents reviewed

In addition to the below documents a number of letters and internal working documents including audits, plans and statistics were reviewed. The team leader and team also reviewed a number of guidelines, manuals and other documents related to evaluating ILO/IPEC projects and related themes:

General documents

ILO/IPEC 2008 “PRODOC Towards the Elimination of the Worst Forms of Child Labour (TECL), Phase II with a focus on HIV/AIDS: Supporting and monitoring the implementation of National Plans of Action in three core countries in Southern Africa”, IPEC project document
ILO/IPEC 2008 “Supporting the Time-bound programme for the elimination of the worst forms of child labour in South Africa and laying the basis for concerted action in Botswana, Lesotho, Namibia and Swaziland TECL I», IPEC Evaluation
ILO/IPEC 2011 “TECL Phase II Towards the Elimination of the Worst Forms of Child Labour, Phase II with a focus on HIV/AIDS: Supporting and monitoring the implementation of National Plans of Action in three core countries in Southern Africa: South Africa, Botswana, & Namibia”, IPEC Evaluation
ILO/IPEC Technical Progress Report (TPR) – TECL II April 2011
ILO/IPEC Technical Progress Report (TPR) – TECL II August 2010
ILO/IPEC Technical Progress Report (TPR) – TECL II OCTOBER 2011

South Africa

Department of Social Development
2010 FACT SHEET FOR DIRECTORATE: CHILD PROTECTION
DEPARTMENT OF SOCIAL DEVELOPMENT (2012) (REPORT TO CABINET: ACTION STEPS (CHILD LABOUR PROGRAMME OF ACTION) PHASE 2: 2008-2012
Department of Labour (2011), The National Child Labour Programme of Action for South Africa, Phase 2: 2008 to 2012, Progress report for Cabinet, December 2011
Department of Labour, Gauteng (2011), “CHILD LABOUR ACTIVITY REPORT:”
IC Minutes 13 July 2011
IC Minutes 14 September 2011
IC Minutes 16 November 2011
IC Minutes 22 February 2012

Botswana

ILO/IPEC (2012) “Compilation of good practices and lessons learnt under the TECL II support project in Botswana”
INSTITUTE FOR DEVELOPMENT IN SOUTHERN AFRICA (IDSA) (2010) “Final report for the rapid assessment of child labour in the agricultural.”
Sector in the central and north east districts

Namibia

ILO/IPEC (2008) “Programme work plan Namibia (objectives, outputs, and activities)”
ILO/IPEC (2010), “Awareness raising workshops for the Namibia National Teachers Union (NANTU) on adoption of the SCREAM Module”
ILO/IPEC (2010), “Child Labour Law Enforcement in Namibia ILO Training Manual”
ILO/IPEC (2012), “Good Practices and Lessons Learned on Elimination of Child Labour in Namibia”
Legal Assistance Centre (LAC) (2010), “Action Programme Work Plan Form”
NACOTSafety, Health and Environmental Solutions (2011) “Child Labour Hazardous Activity Report for Namibia»