STRATEGY AND GUIDELINES FOR CHILDREN LIVING AND WORKING IN THE STREETS

TABLE OF CONTENTS

FOREWORD

According to the Children's Act no 38 of 2005, a street child means a child who (a) because of abuse, neglect, poverty, community upheaval or any other reason, has left his or her home, family or community and lives, begs or works on the streets; or (b) because of inadequate care, begs or works on the streets but returns home after night.

The delivery of services to street children or children living and working on the streets remains a complex and challenging process. The services that are rendered to these children require an intersectoral and integrated approach. For these services to be successful, they must be underpinned by the values of the developmental approach which is rights based, and good relations between national, provincial and local government.

The Strategy and Guidelines for children living and working on the streets is developed to give guidance on the services and programmes to be rendered to children living and working on the streets. It has outlined some key interventions to bring all role players to the realization of better services for these children.

The process of developing this Strategy and Guidelines was a joint venture between Government and Civil Society Organizations led and coordinated by the Department of Social Development. The commitment shown by the sector dealing with children living and working on the streets, when this Strategy and Guidelines was developed is indicative of their dedication in their work with these children.

We can now say that South Africans are mobilized to protect children and give them a best service. The government, in particular the Department of Social Development will play a leading role in rendering services to children living and working on the streets. More can still be done by civil society, individuals and communities to improve the lives of these children.

The Department is committed to strengthening partnerships with other government departments and civil society structures to ensure the inter-sectoral implementation of this Strategy and Guidelines for children living and working on the streets.

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DEFINITION OF TERMS

After care:
The supportive service provided by a social worker or a social service professional to monitor progress with regard to the child's developmental adjustments as part of: (a) family preservation or reunification, (b) adoption or placement in alternative care, or (c) discharge form alternative care.

Alternative care
Care of a child in accordance with section 167 of the Children's Act No. 38 of 2005 (as amended).

Best Interest of the Child:
A flexible standard that takes into account the relevant factors for the individual child as well as all other rights of the child.

Child:
A person under the age of 18 years.

Child and Youth Care Centre
A facility for the provision of residential care to more than six children outside the child's family environment on accordance with a residential care programme suited for the children in the facility. A Child and Youth care centre provides programmes and services outlined in Section 191 (3) of the Children's Act No. 38 of 2005 (as amended)

Drop In Centre
A facility providing basic services aimed at meeting the emotional, physical and social development needs of vulnerable children, as defined by the Children's Act No. 38 of 2005 (as amended) .

Early intervention programmes
Programmes designed to serve the purpose mentioned in section 144 of the Children's Act No.. 38 of 2005 (as amended), and provided to families where there are children identified as being vulnerable to or at risk of harm or removal into alternative care.

Outreach programme
Programme that reach out to children living and working in the street to empower them to express their rights and needs and to link them with the necessary resources when required.

EXECUTIVE SUMMARY

The phenomenon of children living and working in the streets is worldwide. However, due to their fluid, evasive and unpredictable lifestyle, the precise number of these children is almost impossible to know. Nonetheless, in the late 1990s the World Health Organisation and UNICEF estimated that there were 100 million children living and working in the street worldwide, the majority of whom were in the developing world. In South Africa national estimates currently available date from the early 1990s and they indicate that there were then between 9,000 and 10,000 children living and working in the streets nationally. According to the census conducted by the National Alliance for Children living and working in the street (NASC) in 2004, the total number of children living and working in the street was found to be 13275 at the time of the census.

Children living and working in the streets are a manifestation of the problems which children and families experience in communities as a result of health, social and economic factors which render homes less effective in providing for the children's well-being, thus leading to their marginalization. While some vulnerable children may be protected through social assistance and child care services provided by government and non-governmental organisations, there are other children who fail to be detected and some of them become children living and working in the street. It is against this background that the Department of Social Development deemed it important to develop a policy framework which will help the department and other stakeholders to respond adequately to needs of children at the risk of living or working on the streets as well as those who are already surviving in the streets.

To the extent that services to children living and working in the streets are multi-sectoral in nature, this framework was drawn up through a consultative process involving different government departments and non governmental organisations. The framework is largely based on the development approach of the rights-based framework of the Convention on the Rights of the Child (CRC)—the most comprehensive international document on the rights of children. This approach takes a long-term perspective and concentrates on equipping children living and working in the street with the skills and confidence required to reintegrate to society, fulfilling

their human rights to self-realisation and independence. The underlying principles are also those of the CRC: best interests of the child; non-discrimination; right to survival, well-being and development; and respect of the view of the child.

The framework's key strategies are: prevention; early intervention; protection; and reintegration. A brief discussion of each strategy is immediately followed by a broad range of recommended actions to guide, and assist stakeholders in formulating and implementing their responses to children living and working on the streets. These recommendations are, however, not meant to be prescriptive: the specific mix of actions to be implemented by stakeholders will depend on local needs, capacities and priorities.

Mechanisms for coordinating, implementing, as well as monitoring and evaluating the key recommendations of the policy framework are outlined, before the framework concludes with a discussion of necessary resource commitments.

SECTION 1: INTRODUCTION

1.1 Background

Social inequalities and deprivation are the most prominent features of contemporary societies, and the presence of vast numbers of children living and working in the streets in unsupervised and unprotected situations provides a classic example of this phenomenon (de Moura, 2002; Chama, 2008). Defined by the Inter-NGO Programme on Children living and working in the street and Youth (1985 cited in Ennew, 1994) as "any girl or boy who has not reached adulthood, for whom the street (in the broadest sense of the word, including unoccupied dwellings, wasteland, etc) has become her or his habitual abode and/or sources of livelihood, and who is inadequately protected, supervised or directed by adults", children living and working in the street are a heterogeneous population that can be categorized into three main groups (UNICEF, 2005):

(1)   *Children at risk*—consisting of the largest group in this typology, these are the children of the urban poor and they form the reservoir from which children living and working in the street emerge.

(2)   *Children of the streets*—the street is the main living place for these children. Family ties may exist but are remote and their former home is visited infrequently.

(3)   *Children on the street*—these children come to the streets to work in order to supplement their families' income, and they will return home to their families at night-time. A significant number attend school on a part time basis. Worldwide, these children perform similar tasks—they shine shoes, wash and mind cars, sell lottery tickets, magazines and newspapers, carry goods, and peddle cigarettes and chewing gum. Extreme poverty has forced them to become at least partially self-supporting.

A subcategory of children living and working in the streets in this UNICEF typology is that of "**abandoned children**," which includes orphans, runaways, refugees, and others who have no contact with significant carers. In terms of lifestyle and daily activities, abandoned children are very similar to children *of* the street. They are, however, distinguishable in that all ties with family have been severed, either through death, displacement, or abandonment. Abandoned children are also more likely to make their livelihood by illegal means. Of all children, this

subcategory is the smallest, accounting for only an estimated 5-10 percent of all children living and working in the street anywhere (Taçon, 1991).

The issue of children living and working in the street, first appeared as a major concern for aid agencies and governments in the wake of the International Year of the Child in 1979. In 1986, UNICEF's Executive Board approved priority measures on behalf of children in especially difficult circumstances, with special emphasis placed on children living and working in the street and for "developing strategies . . . which would defend their rights, avoid their exploitation, and respond to their personal, family, and community needs" (Taçon, 1991, p. 1). In South Africa, the plight of these children became a key priority issue with the introduction of the Children's Act (No. 38 of 2005) which defined and declared them as "children in need of care and protection". Many of them can now be protected through social assistance, child protection and child care services offered by government and non-governmental organisations. However, these services are often fragmented and poorly monitored. The Department of Social Development (DSD), for example, does not have up-to-date data regarding service providers who are currently rendering services to children living and working on the street. It is therefore imperative that the Department should have an operational policy framework to respond adequately to the likely challenges relating to children at risk of living and working on the streets, as well as to effectively render services and programmes to those who are already surviving on the streets.

1.2   Situational analysis

Scale of the problem

Children living and working in the street, are a well-known reality in both developed and developing countries. However, their fluid, evasive and unpredictable lifestyle often makes it difficult to collect reliable data on them, and consequently their precise number worldwide is almost impossible to know (Mufune, 2000; Volpi, 2003). Nonetheless, in the late 1990s the World Health Organisation (WHO) and UNICEF estimated that there were 100 million children living in the street, worldwide, the majority of whom were in the developing world, with an estimated 10 million in Africa alone (Casa Alianza, 2000). In South Africa national estimates currently available date from the 1990s, and they indicate that there were then between 9,000 and 10,000 children living and working in the street nationally, with less than 10 percent of

these being children *of* the streets (Richter, 1991; Swart-Kruger and Donald, 1994; Share International, 1998). It is not possible to know whether these figures have changed substantially since then, although anecdotal accounts from service providers indicate that the number of AIDS orphans amongst children living and working in the street may be beginning to rise. According to the census conducted by the National Alliance for Children living and working in the street (NASC) in 2004, the total number of children living and working in the street was found to be 13275 at the time of the census.

Demographic portrait

Age

The majority of children living and working in the street in the world are aged between 10 and 14 years, an age profile that seems to be a function of the nature of the demands of street life (Lalor, 1999; Volip, 2003). It has been argued, for example, that children younger than 10 years are not as capable of competing for the kind of work children living and working in the street children living and working in the street do, while those aged 14 or 15 years are beginning to lose their appeal to passers-by (Lalor, 1999). At the core of this notion is that street 'work' requires manipulating members of the public to part with their money through demeanours that reflect misery, hardship and suffering, and these often appear more genuine when the 'worker' is younger (Mufune, 2000).

There is, however, evidence that the average age of children living and working in the street children living and working in the street may be decreasing in some regions including Southern Africa (Shanahan, 2000; Mufune, 2000). Indeed South African research undertaken in the 1990s showed that most children living and working in the street in the country are aged between seven and 18 years, although the majority is likely to be between 13 and 16 years (Richter, 1991; Share International, 1998). In essence, therefore, street 'children' in South Africa are a combination of children and youth.

Gender

Worldwide there is a higher incidence of street boys than girls (Mufune, 2000; Volpi, 2003), a trend that might be explained by parental fears regarding the dangers of street life to females

(Veale, 1993; Lalor, 1999), and the ease with which girls are absorbed into households because they are perceived to be more able than boys to do chores such as child-minding and domestic work (Swart-Kruger and Donald, 1994; Mufune, 2000). Another common explanation for finding fewer girls in the streets is that they are more likely to be engaged in commercial sex work (Richter, 1991; Volpi, 2003). The true incidence of street girls, however, may be hidden by the nature of their work which tends to be less visible than the work of street boys. For example, females may work as maids in bars and back street hotels, while street boys typically engage in more visible activities such as car washing, shoe shining, and peddling (Swart-Kruger and Richter, 1997; Lalor, 1999)

Education
Given the nature of their lifestyle, the skills required to survive on the street, the general lack of parental supervision, and the inability of parents to pay school fees, children living and working in the street often find it difficult to attend school or to adjust to standard school curricula and school discipline (Richter, 1991; Swart-Kruger, 1994; Volpi, 2003). Consequently, many do not go to school, and those in school typically perform poorly, and are at high risk of dropping out. Additionally, most children living and working in the street have never had, or have lost, their birth certificate, which in many countries is a vital document to legal and civic existence, including school registration (Volpi, 2003; Ward, 2007).

Population group
Studies from Europe and Latin America have consistently shown that children living and working in the street frequently belong to ethnic minorities such as the Roma in Southeastern Europe, Afro-Caribbean peoples in the United Kingdom, and descendants of Africans in Brazil (Volpi, 2003). A similar pattern has been observed in South Africa where Black and Coloured children tend to constitute the majority of children living and working in the street, while White children remain in the minority (Motala and Smith, 2003 cited in Ward 2007; Ward, 2007).

Reasons for coming to the streets
Children come to the streets for a variety of reasons that can be categorised into 'push' and 'pull' factors. The latter include the perception that life in the big city will be easier, fun and glamorous, and that it would raise one's standard of living through access to material goods or

means of making a living. This perception is often relayed by friends and family members who are already on the streets or have been there (Kopoka, 2000; Ward et al, 2007).

It is noteworthy, however, that the notion of a fun life in the city may gain its attraction against the backdrop of an intolerable home life (Ward et al, 2007). As Kopoka (2000) and Swart-Kruger and Donald (1994) posit, the increasing number of children living and working in the street may also indicate a constellation of other trends such as rapid industrialisation and urbanisation that have led to the weakening of the traditional extended family systems and other community structures that leave children unprotected. For example, with the relaxation, and eventual abandonment, of "influx control" in the 1980s, South Africa has seen a large number of new urban migrants. A large number of these migrants fail to find employment and consequently sink into the degrading conditions of urban poverty that are distinct in kind and scale from rural subsistence living. Under such stress, the families often struggle to provide the material and emotional support that children require, and the resultant neglect and abuse cause many children to feel compelled to leave home for what may at first seem a more free life on the streets (Share International, 1998). Indeed, consistent with the literature, parental substance abuse; family violence (including sexual abuse by stepfathers and mothers' boyfriends (for girls); discord between children and family or neighbours; fear of punishment; feeling unsafe at home or in the neighbourhood; and difficulties with schoolwork and/or with paying school fees and other necessities, featured significantly in the narratives of children living and working in the street during a qualitative study of these children in the Gauteng province (Ward et al, 2007).

While all of the above are substantive factors contributing to the existence of children living and working in the street, it can be concluded that poverty, associated with the collapse of the rural economies and migration into overburdened urban environments is the root cause of the children living and working in the street phenomenon in developing countries (Richter, 1988). As Kopoka (2000) argues, it is poverty that is resulting in children being forced to work on the streets to support themselves and their families; that is causing many families to break up with parents being unable to support their children; that is making rural populations including children to move to urban areas with the hope of a better future; that causes malnutrition and poor health; and that reduces a family's ability to work, thus creating conditions for children to move to the streets.

The effects of street life on children living and working in the street

Researchers have provided evidence that the street life environment influences and affects the children's development, with the effects ranging from victimisation, to health issues, and to psychological deprivation.

Victimisation

By the typical standards of society, children living and working in the street contravene norms and values (Le Roux and Smith, 1998), and they are often viewed as a threat to society, delinquent, or criminal, and as responsible for making the streets dirty (Lalor, 1999; Mufune, 2000). This image is aggravated by the increasing involvement of street boys in theft as they progress through adolescence. While younger boys mainly practice petty theft such as stealing food from shops and markets, older boys engage in more confrontational activities such as pick-pocketing and robberies (Lalor, 1999). Inevitably such activities bring them into confrontation with the police and other security forces as well as with the general public (Lalor, 1999; Mufune, 2000). Williams (1996), for example, cites cases of shopkeepers in South Africa using boiling water and raw-hide whips to keep these children away.

Children living and working in the street also suffer violence and abuse at the hands of other street dwellers, and gangs. For example, in a study undertaken in the Gauteng Province, Ward et al (2007) reported that young street boys complained about beatings and robbery carried out by older boys, while the older boys mentioned gang fights, drugs and alcohol-related violence, as well as abuse by members of the public. Disputes typically arise over 'rights' to work in a particular area or perceived insults (Lalor, 1999). According to Lalor girls are a particularly victimized group that is routinely threatened, intimated and robbed by older boys.

Health problems

The major risks to the health of children living and working in the street lie in their lack of shelter and concomitant exposure to cold and damp; their vulnerability to traffic accidents; the difficulties they face in accessing medical services including their inability to pay for such services; and malnutrition from their dependence on left-over-food from restaurants, food stalls or garbage bins (Swart-Kruger and Donald, 1994; Mufune, 2000; Ward, 2007). To this may also

be added illness and infection associated with the lack of adequate ablution facilities such as dental caries, sores, rashes, scabies and unitary tract infections (Nzimande and Brookes, 1994 cited in Ward, 2007).

To block out their experiences of fear, cold and hunger (Ward, 2007) many children living and working in the street in South Africa abuse substances, most commonly inhalants such as glue, petrol and thinners, but also alcohol, marijuana, and other drugs (Richter, 1991; Lalor, 1999). Writing on Latin America, Aptekar (1988) argued that given that their lifestyle cannot afford the exclusive focusing of their energies on drug procurement and consumption, "hard" drug use is not as prevalent among children living and working in the street populations as commonly believed. Although, the long-term effects of children living and working in the street's substance use may not be clear, there is evidence that sniffing glue places them at high risk of injury in pedestrian traffic accidents (Ward, 2007).

Children living and working in the street are also at a relatively higher risk of contracting sexually transmitted infections including HIV because they tend to become sexually active at a young age, have more sexual partners, are vulnerable to sexual abuse and various forms of 'survival' (transactional) sex, and rarely use condoms (Swart-Kruger and Richter, 1997; Mufune, 2000; Ward, 2007).

Emotional and cognitive development
In addition to social and physical development, children living and working in the street evidence risk and vulnerability in the areas of emotional and cognitive development (Ward, 2007). According to Ward, although they may retain some contact with their homes, the children usually have experienced their homes as hostile, rejecting and/or abusive. This particular loss has profound implications for their development in that it affects basic emotional security and trust (Ward, 2007). Overall therefore, in terms of emotional development, the primary loss for children living and working in the street is that of an adult caregiver relationship, as well as basic parental affection, education and opportunity for growth and development (UNICEF, 2001; Ward, 2007). It has also been shown that children living and working in the street often suffer from low self-esteem, apathy, fatalism, anxiety, depression, or show regressed behaviours (Richter, 1991; Mufune, 2000). In the cognitive domain, these

children may have deficits in cognitive and neuropsychological functions such as attention, motor coordination, concentration and memory (Mufune, 2000; Ward, 2007; Richter and van der Walt, 2003; Kaime-Atterhog and Ahlberg, 2008).

Notwithstanding the above, research has also highlighted the resilience and adaptability of children living and working in the street and their apparent ability to thrive in difficult circumstances (Felsman, 1981; Donald and Swart-Kruger, 1994; Lalor, 1999). Indeed, the degree to which children living and working in the street are emotionally and intellectually well adjusted was a primary finding of Apteker's (1988) work. It has also been shown by a study conducted in South Africa (Richter and van der Walt, 2003) that street life is capable of promoting certain cognitive growth in children including self-management, high amounts of social awareness of people and knowledge of their natural environments (Richter and van der Walt, 2003). For example, they are ingenious in finding shelter, and often in engaging adults to assist them with getting food or keeping their belongings (Ward, 2007). Furthermore, while their peer relations are erratic, children living and working in the street provide an experience of peer support and bonding for each other (Ward, 2007). Their friendship groups, for example, are seen to assist them in finding work and taking care of them when they are ill. They also keep each other warm at night and provide a sense of family (Kombarakaran, 2004). Overall, however, the longer the children living and working in the street stay on the street the more likely they are to lose abilities and acquire handicaps and antisocial values, behaviours and habits (Richter and van der Walt, 2003).

1.3   Intervention with children living and working in the street

Children living and working in the street are in need of unique interventions that are distinct from other children in need of care. In a comprehensive analysis of current best practices of interventions for children living and working in the street, Dybicz (2005) categorised the possible interventions into three broad groups:

1.   *Primary prevention interventions*. Aimed at children who live in absolute poverty but have not yet entered street life, the goal is to reduce the influence of 'push' and 'pull'

factors through improving conditions at home, and putting a focus on community development.

2. *Secondary prevention interventions.* These are aimed at children who have already entered street life, and who maintain regular contact with their families. The goal is to make street life one of the phases which the child passes safely through into adulthood. Current best practices reflect a number of approaches that complement each other. These include micro-enterprise development to increase children living and working in the street's ability to secure legal income on the street; provision of education on health and risk issues that children living and working in the street face, to raise awareness of the numerous risks accompanying street life; and provision of basic needs such as food, shelter and a place of safety through drop-in centres and outreach programmes.

3. *Tertiary prevention interventions.* Aimed at children *of* the street and abandoned children—who have little or no family contact. Current best practices in this area revolve around residential or rehabilitative care.

These categories of intervention are consistent with the developmental social welfare service delivery model of the Department of Social Development which provides a holistic national framework for social welfare services for the poorest and most vulnerable sectors of society (Department of Social Development, no date)

SECTION 2:   CURRENT LEGAL AND POLICY FRAMEWORK

2.1   Introduction

There are a number of global, regional and national conventions, goals, and other instruments that define the framework for responses and services for children living and working in the street in South Africa. Some key examples are outlined in the sub-sections below.

2.2   Global and regional commitments

2.2.1   *United Nations Convention on the Rights of the Child, 1989*

The Convention on the Rights of the Child (CRC) is the most comprehensive international document on the rights of children. It defines a child as "every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier" (article 1), and it spells out a wide range of rights for all children including the right to dignity, freedom from discrimination, survival; development, protection from harmful influences abuse and exploitation, and participation in political, civil, cultural, social and economic activities, with overall consideration of the best interests of the child. In addition to the foregoing, the following rights of the child set out in the CRC are particularly relevant to the Framework for Children Living and Working on the Streets in South Africa.

Article 19 – Sexual and physical abuse: Children should be protected from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse.

Article 20 – Protection of a child without family: The State is obliged to provide special protection for a child deprived of the family environment and to ensure that appropriate family care or institutional placement is available.

Article 24 – Health and health services: Children have a right to the highest level of health possible which includes a right to health and medical services, with special emphasis on primary and preventive health care, public health education and the diminution of infant mortality.

Article 28 – Education: All children have the right to education, and this right should be achieved progressively and on the basis of equal opportunity. It is the State's duty to ensure that primary education is free and compulsory.

2.2.2 Optional Protocol to the UN Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Pornography

This Protocol focuses on the criminalisation of serious violations of children's rights – namely the sale of children, illegal adoption, child prostitution, and pornography. It also stresses the importance of international cooperation as a means of combating these transactional activities, as well as the need for public awareness, and information and education campaigns to enhance the protection of children and young people from these serious violations of their rights. South Africa acceded to the Protocol in June 2003.

2.2.3 The African Charter on the Rights and Welfare of the Child, 1990

Build on the 1979 Declaration on the Rights and Welfare of the African Child, the Preamble recognises that the child—defined as "every human being below the age of 18 years (article 2)—occupies a unique and privileged position in the African society", but also notes with concern the critical situation of most African children. The charter therefore calls for children's legal protection, as well as "particular care with regard to health, physical, mental, moral and social development". Protection measures shall include "effective procedures for the establishment of special monitoring units to provide necessary support for the child, as well as other forms of prevention and for identification, reporting, referral, investigation, treatment and follow-up of instances of child abuse and neglect" (article 16). South Africa ratified the Charter on the 7th January 2000.

2.2.4 The African Common Position on Children: Africa Fit for Children, 2001

The Common African Position articulates a number of priorities aimed at improving the quality of life of the child and taking appropriate measures to ensure that each child has a good start in life, grows and develops in an environment which permits the child to develop his potential to accept peace, security and dignity. To realize this objective, the following activities must be undertaken:

- The eradication of HIV/AIDS to ensure the rights of children to survival and development

- The achievement of the right to education to allow each child to realize his/her full potential
- To right to protection: The legal protection outside situations of armed conflict and foreign occupation is essential, protection of children against violence, the lack of medical care, mistreatment and sexual exploitation
- The participation of the youth and children in the development of all programmes meant for them.

The Common African Position accords value to the partnership between governments and civil society organizations in the implementation of their commitments but also and in particular the periodic evaluation of this position.

2.3 National legislation

2.3.1 Constitution of the Republic of South Africa (1996)

The Bill of Rights entrenched in the South African Constitution provides for the protection and promotion of the human rights of all citizens of the Republic of South Africa. It affirms the democratic values of human dignity, equality and freedom and it applies to all legislation and binds the legislature, the executive, the judiciary and all organs of state. Section 28(1) deals particularly with the rights of children and young people, and states that every child has the right to:

- a name and nationality;
- family or parental care or appropriate alternative care;
- basic nutrition, shelter, basic health care and social services;
- be protected from maltreatment, neglect, abuse and degradation;
- be protected from exploitative labour practices and not to be required or permitted to perform work/services that are inappropriate to his/her age;
- not be detained except as a matter of last resort and then to be kept separately from adults;
- be treated in a manner appropriate to his/her age;
- have a legal practitioner assigned to him/her by the state;

- not be used directly in armed conflict and to be protected in times of armed conflict;
- not have his/her well-being; education; physical, mental, spiritual, moral or social development placed at risk.

2.3.2 Children's Act No.38 of 2005 (as amended)

The Children's Act No. 38 of 2005 as amended seeks to protect children, including children living and working in the street, from abuse, neglect, maltreatment, harmful labour, trafficking, and commercial sexual exploitation. It also aims to give effect to South Africa's obligations concerning children, as outlined in the international conventions to which the country is party.

2.3.3 The Social Assistance Act (No. 59 of 1992)

The Social Assistance Act makes provision for easier access to government services in respect of social assistance through the South African Social Security Agency (SASSA). The Act was amended in 2008 to regulate afresh the eligibility of men for an older person's grant; and to make further provision for the consideration of appeals against SASSA by an independent tribunal; and to provide for matters connected therewith. This Act applies to children living and working in the street in the sense that it makes it easier for families to support their children, and so it plays a role in preventing children from taking to the streets.

2.3.4 South African Schools Act (No .84 of 1996)

South African Schools Act makes schooling compulsory for *all* children between the ages of 7 and 15, or until they have completed grade nine, and provides for learners to be exempted from the payment of school fees under certain conditions. The Act makes it an offence if parents or guardians fail to ensure that their children are at school,.

2.3.5 Domestic Violence Act, 1998 (Act No. 116 of 1998)

The act makes it possible for a court to exclude a known or alleged perpetrator of domestic violence from a child's home or restrict other forms of access by him/her. The court may issue an interim protection order, followed by a protection order against such a person, if satisfied that the child is at risk of domestic violence from him/her. The Act also provides for the setting of conditions to which contact with the child by an alleged perpetrator must be subject.

A child may approach the court directly for a protection order without adult assistance, or a concerned adult may make such an approach on behalf of the child. It is the purpose of this Act to afford the victims of domestic violence, including children, the maximum protection from abuse that the law can provide.

2.3.6   Child Justice Act (No. 75 of 2008)

This Act aims amongst other things to establish a criminal justice for children who are in conflict with the law, in accordance with the values underpinning our Constitution and our International Obligations, by among others creating, as a central feature of this new criminal justice system for children, the possibility of diverting matters involving children who have committed offences away from the criminal justice system, in appropriate circumstances, while children whose matters are not diverted, are to be dealt with in the criminal justice system in child justice courts.

Other relevant legislations include the Sexual Offences Act (No. 23 of 1957), the Criminal Procedure Act (No. 51 of 1977), Mental Health Act (No. 17 of 2002) and the Prevention of and Treatment of Drug and Dependency Act (No.20 of 2002).

2.4   National policies

2.4.1   *White Paper for Social Welfare, 1997*
The White Paper for Social Welfare is the first overall social welfare policy under the 1996 Constitution. Its stated vision is to reform the apartheid era residual social welfare system and to bring it in line with the new constitutional framework and binding international law. The White Paper recommended the following strategies to be adopted to address the needs of children living and working in the street:

▪ Vulnerable children will be prevented from becoming children living and working in the street: children living and working in the street will be reconciled with their families and

communities; and if the latter is impossible, alternative ways to reintegrate children living and working in the street into society will be explored and made use of.

- Appropriate programmes for children living and working in the street will be registered and standards and management protocols will be set. Programmes will include the preparation of younger children living and working in the street for formal schooling and older children living and working in the street for the employment market through relevant programmes such as life and job skills programmes.

- Street or outreach workers (e.g. trained child and youth care workers) will be employed by assessment centres for the early identification and referral of vulnerable children. Appropriate strategies will be devised to facilitate community involvement in the management of children living and working in the street;

- Treatment programmes, including substance abuse programmes will be child friendly.

- Ongoing research will be conducted to evaluate the effectiveness of existing programmes and to inform the development of further programming.

2.4.2 National Policy Framework and Strategic Plan for the Prevention and Management of Child Abuse, Neglect and Exploitation

This policy framework has two fundamental aims: (1) to reduce the incidence of child abuse, neglect and exploitation in South Africa, and (2) to ensure the effective management of presenting cases of abuse, neglect and exploration so as to prevent the further maltreatment of children concerned and to promote the healing of these children, their families and their communities. These aims are to be achieved through the development of an accessible, integrated, coordinated, multidisciplinary and intersectoral approach.

SECTION 3: THE STRATEGIC FRAMEWORK FOR CHILDREN LIVING AND WORKING ON THE STREETS

3.1 Development of the Strategic Framework

To the extent that services to children living and working on the streets are multi-sectoral in nature as they are rendered by different government departments and non governmental organisations, the policy framework for children living and working on the streets was developed through a consultative process which involved stakeholders from various sectors.

The basic approach adopted in compiling the Framework was to take into account policies, laws, regulations, programmes and activities related to the protection, empowerment, and care of children at risk for the violation of their rights. The framework is therefore aligned to the Children's Act No. 38 of 2005 (as amended) discussed earlier. The Framework also fulfils the mandate of the Department of Social Development's sub – Directorate of Children living and working in the street which has the task of developing strategies, programmes and guidelines for services to be rendered to children living and working on the streets.

3.2 Vision and mission

The vision and mission of the Strategic Framework for Children Living and Working on the Streets are:

Vision: A society in which children are enabled to achieve their full adult potential by growing in a secure, stable and loving environment that ensures adequate nutrition, good health, physical and emotional security, and the opportunity to develop physically, intellectually, emotionally and socially.

Mission: To protect children against all forms of abuse and neglect through accessible, integrated and coordinated services focusing on primary, secondary and tertiary prevention.

3.3   Purpose

The purpose of this strategic framework is to provide different stakeholders at national, provincial, and local levels with a guideline to develop their own programmes for the management of children living and working on the streets. It is not intended to be prescriptive. Rather, it is an integrated reference document and stakeholders need only to utilise elements of the framework that they deem fit, appropriate and applicable to their local challenges and situations with regard to children living and working in the street.

3.4   Approach: The rights-based framework

The United Nations Convention on the Rights of the Child (CRC) provides a rights-based framework for intervention in the lives of children, including children living and working in the street. There are two key principles. The first, *protection*, is the main reason for intervening in the lives of children living and working in the street, and it includes immediate protection from danger, abuse and exploitation, but also covers more long-term, proactive approaches designed to promote the development of children's skills and knowledge, build support structures for children, and lessen their vulnerability. The second principle is *participation*, and it is a human right with particular significance for children living and working in the street who care for themselves and are thus the key sources of information on their situations and needs. It therefore makes it essential to listen to children and to encourage their participation during intervention design, implementation and evaluation of any services meant for them (Asian Development Bank, 2003; UNICEF, 2004).

There are also two basic approaches to working with children living and working in the street within the CRC's rights-based approach (Asian Development Bank, 2003).

1. *The human development approach*. This approach takes a long-term perspective and concentrates on equipping children living and working in the street with the skills and

confidence required to reintegrate into society, fulfilling their human rights to self-realisation and independence. Examples include non-formal education and vocational training projects; programmes aimed at helping children return to their homes if they so wish, and efforts to build communities' capacity to manage and maintain long-term projects aimed at improving the lives of children, thus preventing them from abandoning their families in favour of street life.

2. *Service provision approach*. Long-term programmes often need to be combined with short-term service projects to fulfill the provision and protection of rights of children living and working in the street; meeting their immediate needs and protecting them from danger, abuse and exploitation. This may include providing food, shelter, health services, and shorter-term training opportunities and counselling services in drop-in centres. Service provision should, however, be regarded as a short-term response rather than a long-term solution. Otherwise it makes the street life more bearable, which creates dependency in the children and is essentially unsustainable.

According to the Asian Development Bank (2003) it is important to strike a balance between human development activities and service provision when considering interventions for children living and working in the street. This is largely because, while children living and working in the street are in an emergency situation and therefore need immediate help, this will only be of the best use if it is planned as part of a long-term development solution.

3.5   Guiding principles

The CRC has four underlying values or 'guiding principles' which influence the way each children's right is fulfilled, and serve as a constant reference for the implementation and monitoring of all efforts to fulfill and protect children's rights (Asian Development Bank, 2003). This Strategy and Guidelines for Children Living and Working on the Streets is based on these principles, as described below.

Best interests of the child

The Convention on the Rights of the Child states that in each and every decision affecting the child, the various possible solutions must be considered and due weight given to the child's best

interests. This principle is relevant to children living and working in the street where decisions are made regarding the formulation of policies, development of programmes, and allocation of public resources.

Non-discrimination

All children should be given the opportunity to enjoy the rights recognised by the CRC. States must identify the most vulnerable and disadvantaged children and take affirmative action to ensure that the rights of these children are realised and protected. Children living and working in the street are at risk of discrimination and victimisation, and therefore, this principle is essential in guiding all efforts to address this issue.

Right to survival, well-being and development

The CRC is premised on the recognition of the right to child survival, well-being and development, and it emphasises the need to ensure full and harmonious development of the child in the physical, spiritual, moral, psychological and social spheres. States are obliged to undertake strategies to assist the most disadvantaged children, including children living and working in the street, in this regard.

Respect of the view of the child

This principle affirms that children are entitled to express their view in all matters affecting them and requires that those views be given due weight in accordance with the child's age and maturity. It recognises the potential of children to enrich decision-making processes and to participate as citizens and actors of change. This principle underscores the importance of ensuring that children living and working in the street participate in decisions that affect them such as those concerning their re-integration into their families.

3.6   Key strategies

The key strategies outlined below are intended to target key action areas and provide operational guidance to the Government of South Africa and other stakeholders as they respond to the needs of children living and working on the streets. The brief description of each strategy is immediately followed by a broad range of recommendations to guide and assist stakeholders

in formulating own policies for the management of children living and working on the streets. This section draws largely on the Asian Development Bank (2003) and UNICEF (2004), but also aligns the framework to the service integration model through which the Department of Social Development delivers social service and development programmes..

Key Strategy 1:   Prevention

The literature has shown that children living in poverty are vulnerable to family, social and economic crises that may drive them into street life. Protection against these shocks is therefore a vital prevention strategy (Asian Development Bank, 2003).

Recommended actions:

- Undertake studies to measure the extent of children living on the streets, and provide disaggregated data by geographical areas including districts.
- Create awareness of the phenomenon of children working and living on the streets and mobilize the community to become involved.
- Develop and strengthen the programmes and structures to address and minimize identified family conditions such as family disintegration, substance abuse, child abuse, neglect, exploitation, HIV/AIDS, child headed households and poverty, and thus minimize circumstances which give rise to children leaving their homes.
- Strengthen the capacity of families to protect and care for vulnerable children by providing economic, psychosocial and other support.
- Improve the economic capacity of households through short-term interventions such as conditional cash transfers, direct subsidies, and material assistance, as well as longer–term interventions such as improving agricultural efficiency, and facilitating access to financial services offered by micro-finance institutions.
- Strengthen and support child-care capacities. This entails improving the quality and reach of government-promoted efforts to support care-givers through schools, pre-schools and social welfare services, as well as to bring to scale community-based efforts to strengthen support.
- Strengthen and expand existing adoption and foster care mechanisms, create new ones, and support measures to ensure rapid family placement of abandoned infants.
- Strengthen young people's life and survival skills though formal and non-formal education, vocational training and apprenticeships.

- Equip young people's social and interpersonal skills to make informed decisions, and develop coping and self-management mechanisms.
- Place preventive initiatives in areas where children living and working in the street are most likely to come from, such as areas of concentrated poverty.
- Raise awareness in communities to help sensitize community members to the special requirements of vulnerable children and avoid stigmatizing of former children living and working in the street.

Key Strategy 2:   Early intervention

Together with prevention, early intervention before the child has been on the streets for a long time is the most likely strategy to be successful in addressing the children living and working in the street phenomenon.

Restorative justice system (diversion programmes) should be effected for those young persons who have committed minor offences whilst they are living on the streets.

Recommended actions:

- Conduct a situational analysis to acquire a common understanding of the factors that fuel the phenomenon, and identify opportunities for mitigation.
- Make contact with children living and working in the street and assess them through street educators, or street-based social workers; each child must be given individualized assessment.
- Offer children living and working in the street flexible alternatives that combine their own perspectives with professional assessment of their needs.
- Encourage the formation of organisations of street and working children to serve as a forum through which the children can express their problems and suggest solutions.
- Provide drop-in centres and temporary Child and Youth Care Centres. These can serve as a first step to leaving the street without compromising the children's independence.
- The most appropriate diversion programmes to be applied as an early intervention measure are:
- **Youth Empowerment Scheme:** A life- skills training programme that involves young people and their parents or guardians.

- **Pre-Trial Community Service**: Allows the offender to perform community service in lieu of prosecution.
- **Victim Offender Mediation**: Brings together victims and offenders in an attempt to reach an understanding that addresses the needs of both parties.

Key Strategy 3: Protection

Children who are already living or working in the street have immediate needs that cannot be ignored and efforts should be made to protect their holistic well-being.

Recommended actions:

- Offer health education for improving hygiene and nutrition, and for protection from accidents, illnesses, sexually transmitted infections, HIV and AIDS, and substance abuse.
- Many children living and working in the street require professional counseling and emotional support. Make therapeutic services easily accessible to the children.
- Facilitate the provision of identity documents to children living and working in the street as these are essential for access to health and other services, as well as employment.
- All service providers should adhere to inter-sectoral protocols at all levels of government and organizations for children living and working on the streets;
- Provide suitable education and skills development programmes for children living and working on the street.
- Child and youth care centres should provide for the needs of children living and working in the street including counseling, education and reintegration.

Key Strategy 4: Reintegration

In principle, reuniting a child with his or her family is the most desirable outcome of an intervention only if it is in the best interest of the child, and if done with the child's active participation. In some cases the child can, as an interim measure, be placed in alternative care such as foster care or residential care. To achieve this, the following are recommended:

Recommended actions:

- Implement appropriate protocols for reintegration and reunification of children.
- Provide capacity building and empowerment of parents and families to deal with and handle challenging behaviour.
- Provide ongoing after care services.
- Where reintegration into formal schooling is not feasible or desirable to the children, vocational training combined with literacy, numeracy and life skills may be considered.

SECTION 4: COORDINATION, IMPLEMENTATION AND MONITORING STRUCTURES

4.1 Coordination

Many successful programmes for children living and working in the street are multi-sectoral, because the health, education, survival, and emotional needs of children living and working in the street are often impossible to address separately (Asian Development Bank, 2003). The Policy Framework for Children Living and Working on the Streets therefore requires a functional and effective coordinating structure (institutional mechanisms) to maximize response to the needs and challenges faced by the children, avoid duplication of efforts, ensure optimal use of resources, and ensure compliance with service delivery in terms of the Children's Act No. 38 of 2005 (as amended). This coordination structure will be made up of the National Child Protection Committee, relevant provincial and regional departments as well as local structures.

4.2 Implementation

The implementation of the strategic framework depends on sound **institutional structures** which include, with Government (assuming the leadership role), civil society, development partners and the private sector. The following are the key institutional players and their roles and responsibilities for the implementation of the framework.

4.2.1 Government

- Continuously improves the legislative environment;
- Coordinate integrated planning, resourcing and implementation of services;
- Provide facilities, services and programmes;
- Provide funding that impacts on children living and working on the street;
- Undertake research on children living and working on the streets, and gather and disseminate information;
- Monitor and evaluate the services for children living and working on the street;
- Develop norms and standards;
- Establish partnership with relevant role-players.

4.2.2 Office on the Rights of the Child

- Coordinates integrated children's rights policy implementation in government.
- Mainstreams a child-centred approach to policy, planning, programming, communication and funding process in government
- Advocates for children's rights delivery in government
- Monitors and evaluates children's rights delivery in government

4.2.3 Department of Social Development

- Develop and facilitate the implementation of inter-sectoral protocols;
- Ensure that an effective and holistic service delivery system, including prevention, early intervention, statutory intervention, reunification/after care services and programmes, is developed and maintained;
- Support and strengthen intervention programmes including provision of statutory care (Child and Youth Care Centres), after care services, home visits;
- Monitor and evaluate the implementation of the policy for children living and working on the street.

4.2.4 Department of Labour

- Monitors the implementation of the Basic Conditions of Employment Act, which prohibits the employment of children between the ages of 15-18 years and provides for children working in performing arts.
- Is the lead department in child labour issues, and has endorsed the Child Labour Programme of Action.

4.2.5 Department of Home Affairs

- Issues birth certificates, death certificates, identity documents and passports to South African children and relevant documents to refugee children.

4.2.6 Department of Health

- Develops and implements programme, policies and services which address the mental and physical health needs of families and children.

4.2.7 Department of Justice

- Has the authority to place a child in a Child and Youth Care Centre if the court is of the opinion that it is in the best interests of the child.

4.2.8 Local Government Municipalities

- Issues health certificates for child care facilities.
- Develops and maintains recreational facilities.
- Facilitate the provision of housing for indigent families.

4.2.9 Department of Education

- Is responsible for education of children
- Ensures the effective implementation of the Inclusive Education Policy
- The Children's Act No. 38 of 2005 (as amended) imposes a duty on specific categories of persons such as teachers, to report abuse and deliberate neglect of children. The Department of Education will have to ensure that teachers are aware of, and execute, this duty.

4.2.10 South African Police Service

- Responsible for the investigation of crimes against children.
- Has a programme in place that trains police officers on how to interact with vulnerable children, including children living and working in the street.
- Liaise with the Department of Social Development and provide early warning information regarding reported domestic violence cases in which children are involved.

4.2.11 Civil society organisations and development partners

- Identify their respective roles and responsibilities in respect of care, protection and promotion of general well-being of children living and working on the street.
- Facilitate referral of the children to the relevant services,
- Strengthen reintegration by establishing and maintaining contact with families and communities

4.3 Monitoring and evaluation

The availability of reliable and consistent information is essential for planning and monitoring policies and programmes, making decisions about the support that should be provided to children living and working in the street, their families and communities, as well as for providing focus for the different sectors and stakeholders involved in the response to the phenomenon. Ward (2007) developed a comprehensive set of indicators for monitoring and evaluating the situation of children living and working in the street and the provision of services to them (see Annex 1 for the adapted version). According to Ward, using an indicator system such as the one in the Annex will achieve two basic functions:

(1)   It will provide some indication of children living in poverty, and

(2)   It will play a role in ensuring that the most vulnerable of our poor children have their rights fulfilled and opportunities for well-being maximized (Ward, 2007).

Given the difficulty of obtaining data on children living and working in the street, Ward (2007) suggests that the indicators should be monitored via service providers, because this is the only feasible way to collect the data.

SECTION 5:   RESOURCES

5.1   Introduction

The protection of children's well-being requires sufficient resources and internal capacity for, among others, strategic planning, policy development and execution, programme implementation, as well as monitoring and evaluation (UNICEF, 2004). There will, therefore, be a need to mobilize resources to support the implementation of this policy framework for children living and working on the streets.

5.2   Financial resources

Government funding will be based on the Department of Social Development's criteria for funding and the availability of funds. There should, however, be a commitment to funding for appropriate developmental and protective services to children living and working on the street, in particular:

- The funding procedure should actively encourage accountability in accordance with set guidelines and requirements and the delivery of quality services.
- Funding of services by the government should include the total continuum of care for children living and working in the street within the development context, including residential treatment and after care with emphasis on early intervention.
- Funding of outreach and community based services to children living and working in the street and their families will be based on programmes and/or a contract between the relevant role-players.
- Funding for preventative and early intervention programmes such as youth development, family preservation and diversion programmes should be considered as priority funding.
- Inter-departmental and inter-sectoral funding should be encouraged and should be applicable in cross-cutting programmes.
- All service providers who raise funds from the public should comply to the requirements of Public Finance Management Act; and

- The following measures of accountability should apply when funds are raised from the public: (a) Annual audits of the financial statements of the service providers by a legitimate auditing company, and (b) Annual audited financial statements should be submitted or be available to the sponsors, executive committee, community and relevant government department, and (3) The management of the service providing organizations should be held accountable.

5.2   Human resources

Personnel working with children living and working in the street should be appropriately screened and trained in child and youth care work. In particular:

- Personnel should have knowledge of the needs and developmental experiences of children living and working in the street as young people at risk;
- All personnel should be provided with continuous in-service training and have access to developmental supervision;
- Personnel should understand their task from the child's point of view;
- The protection of the rights of the child and each child's emotional, social and physical safety should be paramount in the deployment of personnel who work with children;
- The same principle which applies to personnel in terms of competency, skills and attitude, should also apply to volunteers;
- Training of personnel or persons who intervene in the lives of children should be done by an appropriate body, or person with relevant skills, knowledge and experience in child and youth care work in general, and/or specifically with children living and working in the street;
- Regular training workshops should be organized on provincial, regional and local levels for all personnel working with children living and working in the street;
- Minimum standards should be set for all personnel and persons who intervene in the lives of children living and working in the street with effective guidelines for recruiting, appointing and monitoring of such personnel; and
- All staff working with children living and working in the street, including senior personnel who manage services, should be held accountable to the child and youth care ethical code of conduct.

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Annex 1:   Indicators for Monitoring Children living and working in the street

(Adapted from Ward, 2007)

KEY STRATEGY: PREVENTION

Policy Goal	Indicator	Reason for use	Definition and measure	Frequency	Data source
Reduce the number of children living in poverty	Child poverty	▪ Child poverty is associated with the widest insults to child survival, health and development. ▪ Appropriate for national and international reporting: State of the World's Children, Millennium Development Goals	Proportion of children in households experiencing the following: ▪ Living in a household that has a household equivalent income below R10 189* per annual (2006 value) ▪ Living in a household without a refrigerator ▪ Living in a household with neither a TV nor a radio	Every 10 years	▪ Census and other household surveys from StatsSA ▪ Provincial Poverty data
Identify high-risk areas to inform preventive service planning	Children living and working in the street origins	To develop prevention services in areas where these services are most needed	Social Services Districts and suburbs where the child's home is located. These should be mapped on the Geographic Information System and provided to District Office welfare planners so that preventive services (particularly strengthening of families in need of support) can be placed appropriately	Every 5 years	▪ Children living and working in the street provider research study ▪ Information that may be held by provincial Departments of Social Development

  * This figure should be revised periodically

KEY STRATEGY: EARLY INTERVENTION

Policy Goal	Indicator	Reason for use	Definition and measure	Frequency	Data source
▪ Monitor number s of children living and working in the street for service planning. ▪ Ensure the existence of accessible, quality services for children living and working in the street	Children on the street	▪ Estimate of street child numbers. ▪ Track extent of support services for children on the streets	▪ Number of children in registered Child and Youth Care Centres at the beginning of each month; number of new admissions; average number sleeping each night (per month). Individual children must be counted so as to avoid double counting of children who pass through more than once in a period ▪ Number of children who make contact with a Child and Youth Care Centre in the month but cannot stay due to lack of accommodation ▪ Numbers of known children living and working in the street, day strollers and children who are new to the streets who interact with services in a given month ▪ Number of children in Child and Youth Care Centres and outreach programmes who have informed the staff that they have been involved in commercial sexual exploitation in that month ▪ Children living on the streets	▪ Annual, based on averages of monthly data ▪ Every 5 years if possible in areas in which the presence of significant numbers of children living and working in the street is evident	▪ Registered Child and Youth Care Centres and outreach programmes ▪ Subsidy data and other information that many be held by provincial Departments of Social Development ▪ Special surveys of children living on the streets
	▪ Availability of urban street child services ▪ Availability of street child services located outside the central business district (CBD) in communities of origin	Monitor children living and working in the street's access to services	▪ Number of Child and Youth Care Centres and drop-in centres registered with the Department of Social Development ▪ Proportion of registered Child and Youth Care Centres and drip-in centres outside of the CBD and location of these facilities.	Every 5 years	Children living and working in the street service provider research study

KEY STRATEGY: PROTECTION

Policy Goal	Indicator	Reason for use	Definition and measure	Frequency	Data source
Ensure the right to name, nationality, and access to services for children living and working in the street	Children living and working in the street who have birth certificates or identity documents	Birth certificates or identity documents are essential for accessing health, social and other services	▪ Proportion of children in Child and Youth Care Centres who have birth certificates or identity documents (if they are old enough)	Every 5 years	Registered Child and Youth Care Centres and outreach programmes — to be collated by provincial Department of social Development (research study)
Improve the quality of services to children on the streets	Regular assessment of registered facilities	Monitor existence and quality of services for children living and working in the street	**Definition**: Services for children living and working in the street are visited and assessed on application for registration at periods set by the relevant statues or regulations. Use the service provision guidelines of the Inter-ministerial Committee in Youth at Risk Measure: Proportion of registered services that have received assessments and the outcomes of these assessments	Every 5 years	Provincial Department of social Development (research study)
Prevent law enforcement abuse of children living and working in the street	▪ Abusive encounters with police officers ▪ Abuse by members of the public ▪ Children's experience of their treatment by police officers and security agents	Monitor children living and working in the street's rights to be protected from abuse and their equality before the law	**Definition**: Allegations of abusive encounters, including verbal abuse and physical assault, found to be substantiated after investigation. **Measure**: Proportion of encounters with police officers and security personnel officers that are abusive (according to findings of investigation)	Every 5 years	Children living and working in the street service provider research study
Prevent law enforcement abuse of children living and working in the street, and increase children's service access via police	▪ Street child protocol for law enforcement agencies ▪ Law enforcement officers trained in the children living and working in the street protocol	Prevent abuse of children by law enforcement and increase service access	**Definition**: Law enforcement agencies have a protocol for dealing with children living and working in the street that includes referral to Child and Youth Care Centres and a ban on abuse. Use of the service provision guidelines of the Inter-ministerial Committee on Youth at Risk **Measures**: 1. Proportion of law enforcement agencies in an area that have such protocols 2. Proportion of law enforcement officers in each agency who have been trained in the children living and working in the street protocol	Every 5 years	South African Police Services; private security agencies; metro police (research study)

KEY STRATEGY: REINTEGRATION

Policy Goal	Indicator	Reason for use	Definition and measure	Frequency	Data source
Increase children living and working in the street's access to education	Number of children living and working in the street attending formal schooling	Monitor whether children living and working in the street have been appropriately placed in school and are staying in school	**Definition:** Child attends formal schooling while resident in a Child and Youth Care Centre. Educational assessments used by the Department of Education are used to place a child in the appropriate grade based on past scholastic history and current ability **Measure:** 1. Proportion of children from Child and Youth Care Centres who have received assessments for placements in ability-appropriate grades (not necessarily age-appropriate grade) 2. Proportion of children from Child and Youth Care Centres who attend school	Annual aggregates (based on quarterly counts by the Child and Youth Care Centre while the child is in the Child and Youth Care Centre and for the first year of placement)	Registered Child and Youth Care Centre data supplied to provincial Departments of Social Development
Monitor children living and working in the street's educational performance and outcomes	Educational achievement	Monitor children living and working in the street's uptake of educational services and educational outcomes	**Definition:** Literacy according to UNESCO's Education for All is Grade 7 **Measure:** Of those children living and working in the street who could be reintegrated into mainstream education, the proportion who achieve functional literacy and numeracy (Grade 7)	Every 5 years	Alternative learning centres research study
	Alternative learning centres are registered as private schools	Ensure quality education services	**Definition:** An alternative learning centre is an educational institution that provides instruction (schooling as well as other skills) to children who are on the streets and outside the formal education system. **Measures:** 1. Proportion of alternative learning centres whose courses meet South African Qualifications Authority standards	Every 5 years	Department of Education; children living and working in the street service provider research study
Access to mental health care services	Proportion of children who need mental health services who receive them	Monitor whether children who need mental health services are able to access them	**Definition:** Children living and working in the street who have received health services for their physical and mental health care needs. **Measure:** Proportion of children living and working in the street with mental health problems who receive the necessary mental health care (disaggregated by problem – including drug and alcohol abuse).	Every 5 years	Children living and working in the street service provider research study.