

FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

**Independent Midterm Evaluation  
of the *Réduire l'exploitation  
des enfants travailleurs par  
l'éducation (REETE)* Project in the  
Democratic Republic of the Congo**

Save the Children UK

Cooperative Agreement Number: IL-16575-07-75-K



2009

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## ACKNOWLEDGEMENTS

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This report describes in detail the midterm evaluation, conducted during April 2008, of the *Réduire l'Exploitation des Enfants Travailleurs par l'Education* (Reducing the Exploitation of Working Children Through Education, or REETE) project in the Democratic Republic of the Congo (DRC). The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of REETE in the DRC was conducted and documented by Bjorn Harald Nordtveit, an independent international evaluator (lead), and Francis Loka, an independent national evaluator, in collaboration with USDOL/OCFT staff, the REETE project team, and stakeholders in the DRC. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator; Save the Children Fund UK, the American Center for International Labor Solidarity and their partners; and the U.S. Department of Labor.



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## LIST OF ACRONYMS

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AGK	Ashanti Goldfields Kilo (a subsidiary of AngloGold Ashanti)
ALP	Accelerated Learning Programs
COPA	<i>Comité de parents</i> [Parent-Teacher Association]
DAC	Development Assistance Committee
DDR	Disarmament, Demobilization, and Reintegration
DRC	Democratic Republic of the Congo
EI	Education Initiative
GOTEC	<i>Groupe des ONG qui travaillent sur l'éducation</i> [NGO Thematic Group on Education]
IEG	Independent Evaluation Group
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
MONUC	<i>Mission de l'Organisation des Nations Unies en République Démocratique du Congo</i> [Mission of the United Nations Organisation in the Democratic Republic of the Congo]
NGO	Nongovernmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OKIMO	<i>Office des Mines d'Or de Kilo-Moto</i> [Government Gold Mining Company]
REETE	<i>Réduire l'exploitation des enfants travailleurs par l'éducation</i> project [Project to Reduce Exploitation of Working Children Through Education]
RECOPE	<i>Réseau Communautaire de Protection des Enfants</i> [Community Child Protection Networks]
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

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## EXECUTIVE SUMMARY

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The Democratic Republic of the Congo (DRC), despite possessing major mineral, hydropower, and agricultural resources, remains one of the world's least developed countries and has been unable to meet the cost of education in the country since the 1970s. Primary school enrollment remains low, mainly because of parents' inability to meet the associated costs and the need for children to contribute to the family income.

DRC is a signatory to ILO Convention 182 on the worst forms of child labor (WFCL). However, the combination of a fragile economy, a weak education system, and the absence of a formally regulated labor sector makes child labor omnipresent in Congolese society. Research estimates that at least 50,000 children are involved in artisan mining across the country.

On September 28, 2007, Save the Children UK, in association with the American Center for International Labor Solidarity (Solidarity Center), received a three-year cooperative agreement worth US\$5.5 million from the U.S. Department of Labor (USDOL) to implement an Education Initiative (EI) project in the Democratic Republic of the Congo, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education. This project targets 8,000 children for withdrawal and 4,000 children for prevention, mostly from mining and mining-related services in the Katanga Province (in Kolwezi), the Kasai Orientale Province (in Mbuji Mayi), and the Ituri District (in Mongbwalu). Direct education interventions include improving accessibility and quality of formal and nonformal education, including an accelerated learning program (ALP), as well as literacy and vocational training or apprenticeship programs.

The *Réduire l'exploitation des enfants travailleurs par l'éducation* project (Project to Reduce Exploitation of Working Children Through Education, or REETE) was due for midterm evaluation in 2009, and the evaluators adopted a qualitative methodology to conduct the research and fieldwork. The findings, conclusions, and recommendations are grouped into five categories:

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

### Relevance

The project is built to support the five EI goals. It operates at central policy levels, raises awareness about WFCL, gathers research data, and provides direct educational services that aim to withdraw children from child labor and WFCL. The project strategies included the creation of *Réseau Communautaire de Protection des Enfants* (Community Child Protection Networks, or

RECOPE), and the sensitizing and strengthening of other community groups (such as scouts and Kiro<sup>1</sup>).

The initial project assumptions are based on a sound analysis of the situation in the DRC, which unfortunately has proved to be too optimistic. In particular, the government is not capable of ensuring free primary or secondary schooling for children. The project's main problems are the difficult socioeconomic context and the lack of income replacement (to both families and children) for the work the children perform. Main obstacles for addressing child labor include poverty and a difficult socioeconomic situation. Moreover, school fees exacerbate the problem, and in many areas, there is a lack of secondary schooling or skills training opportunities available to children after they finish primary school.

During the evaluation fieldwork, the evaluator observed a number of children of a very young age—well below the school age of 6—working in the cobalt mines. The project strategy does not address this potential group with a direct intervention strategy.

The duration of REETE is only three years in length, mainly because of cost-effectiveness reasons, such as reducing staff costs and maximizing efficiency. In a challenging environment such as the DRC, the possibility of achieving long-term impact and sustainable changes both at the community and policy levels in this strategy must be questioned,.

## **Effectiveness**

The project adequately supports all five EI goals. At midterm, the project is on track to provide educational services to all of the direct beneficiaries, and is within reach of achieving the targeted number of 12,000 direct beneficiaries during the lifetime of the project. The direct services provided to the children included formal education (provision of educational supplies, and for some children, free schooling), APL training (free of cost for the children), and skills training (which should theoretically be free). The project also addresses crucial issues related to the rehabilitation of schools.

The project actions are effective inasmuch as they register children working in the mines and encourage them to attend school. However, by failing to address the issue of replacing the income provided by the children's work, some children drop out, and many more return to work in the mines in the afternoons (the school day usually finishes at 12:30 p.m.), on the weekends, and during holidays. The reasons the children give for working are invariably the same in each region: to pay school fees, buy clothes, and buy food.

In Kolwezi and Mbuji Mayi, children were identified in the mines during the 2008 summer holidays, before school started. This approach posed a problem in Kolwezi, since some of the identified children were regular schoolchildren already attending school. Many teachers had problems understanding the distinction between the beneficiary children and the other children, stating that they all (beneficiary and non-beneficiary) drop out in equally large numbers, they all go to the mines to work, and they all encounter the same poverty situation.

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<sup>1</sup> Kiro is the catholic equivalent of scouts.

The project is theoretically tracking the children through teacher, RECOPE, and *Comité de parents* (Parent-Teacher Association, or COPA) follow-up of class registers. In practice, the project has had difficulties following up on the work status of the beneficiary children. Moreover, the database is only recently operational, and not all the children's monitoring files are computerized yet. This creates a problem for follow-up of the children, since at this point the verification and data monitoring processes seem to be detached from the actual follow-up of the child.

Some of the lessons learned and good practices of the project include the use of community groups, such as scouts and Kiro, to follow up on and monitor the children. This follow-up may, to a certain extent, counteract peer pressure to go work in the mines. Further, the capacity building of community-level stakeholders (COPA and RECOPE) is crucial and transfers ownership of the child protection process. Also, teacher training is an effective tool to obtain teachers' buy-in on the program. Finally, the baseline studies and research conducted by the project have provided invaluable insight into the stakeholders and local mining situation in the DRC.

## **Efficiency**

The costs of the project have been higher than originally expected, especially with regard to travel costs and the time allocated for traveling. Nevertheless, the evaluation found that the project is cost-effective in terms of its individual activities (especially the ALP, primary school enrollments, training, and awareness-raising activities) and in terms of its outputs in an extremely challenging environment. It should be noted that this cost-effectiveness is not measured against the stricter USDOL criteria, especially in terms of the children's full withdrawal from work and the monitoring of their work status.

## **Impact**

Children are sensitized to the dangers of mining work and the benefits of education. Most of the beneficiary children have received an educational kit containing notebooks and pencils. Some have received a uniform. The children have been withdrawn from their former work, but many return to the mines in the afternoons, and during weekends and holidays. At the same time, the children's leisure options have been massively improved, through scout, Kiro, and sports and hobby activities arranged by school committees. RECOPE, the child protection networks, have been created in all the project communities, and include children and school representatives, as well as other community members. These associations have been trained and are following up on the beneficiary children's school attendance. The National Committee to Combat WFCL (*Comité national de lutte contre les pires formes de travail des enfants*) is working closely with the project, which has taken up some of the International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) functions in terms of support of the committee.

During the evaluation fieldwork, discussions confirmed that Ashanti Goldfields Kilo (AGK) is likely to expand mining activities in the area of Mongbwalu, and this may necessitate resettlement of self-employed miners in the area. This has the potential to create a complex

situation in which the current socioeconomic structures in the REETE intervention area may be changed by the arrival of expert miners who will come to take over the current informal (artisanal) mining in the area. Therefore, cooperation and work with AGK and similar companies, such as Katanga Mining in Kolwezi, are necessary to monitor the situation. Moreover, these companies have strong social components and seek to cooperate with local associations and nongovernmental organizations (NGOs) to improve social services in the target area. A further lesson learned is specific to the unusual implementation environment of the DRC and related to the project's cooperation with police and local authorities. Such cooperation must be accompanied with strong training components to avoid the authorities harassing working children.

## **Sustainability**

The sustainability of the program rests on the ability and willingness of the government and communities to continue project activities to reduce child labor. Since it is unlikely that school fees will be abolished within the lifetime of the project, the child protection strategies the project advocates may not all prove successful and sustainable. For example, since the government is incapable of even ensuring teacher salaries, it is unlikely that it will take over the financing of ALP teachers.

The work with COPA, scouts, and Kiro—which are all long-established organizations that are likely to continue activities beyond the project's implementation—are examples of best practices. Newly established institutions, such as RECOPE, need massive capacity building and management training to be able to survive. Most of these institutions still consider themselves project institutions, with a mandate linked exclusively to the project beneficiaries.

## **Key recommendations**

1. The project should consider establishing a working definition of WFCL and focus on withdrawing and preventing the children from engaging in these forms—prostitution, use of chemicals (mercury) and dynamite in the mining process, and work inside mining shafts.
2. To ensure enrollment of the neediest children, it is recommended that project beneficiaries be identified during school hours (in the morning during school days), not during the holidays.
3. The project should ensure that the selection of children for ALP and professional training corresponds to the target group and does not cause drop out from formal schools.

# I      **CONTEXT**

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## **1.1      INTERNATIONAL CONTEXT**

The U.S. Department of Labor (USDOL) funds international labor projects through its Bureau of International Labor Affairs (ILAB). The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is the office within ILAB that administers grants and contracts to organizations engaged in efforts to eliminate child labor and raise awareness of child labor issues. Since 1995, Congress has appropriated for USDOL more than US\$595 million, which has been used to combat child labor in more than 75 countries around the world.

USDOL-funded projects prior to 2008 seek to achieve four major goals:

1. Withdrawal or prevention of children from involvement in exploitive child labor through the provision of direct educational services.
2. Strengthening of policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at-risk of engaging in exploitive labor to attend school.
3. Awareness-raising of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Assurance of long-term sustainability of these efforts.

In 2008, USDOL added a fifth goal, specifically, supporting research and the collection of reliable data on child labor.

USDOL supports two specific programs in addition to some smaller initiatives:

*The International Labour Organization’s International Programme on the Elimination of Child Labour (ILO-IPEC)*

Since 1995, ILO-IPEC has received US\$330 million from the U.S. Government, the leading donor to the program. Most ILO-IPEC projects include “direct action” components that are interventions to remove children from, or prevent their involvement in, exploitive and hazardous work; a major strategy is the increase of children’s access to and participation in formal and nonformal education. Most projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

The latest ILO estimates on child labor indicate that progress towards the elimination of child labor in Africa lags behind that of other regions in the world. Sub-Saharan Africa has the greatest incidence of economically active children—26.4% of all children age 5–14, compared with 18.8% for Asia and the Pacific and 5.1% for Latin America.<sup>2</sup> Africa ranks second behind Asia in

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<sup>2</sup> International Labour Organization (2006). *The end of child labour within reach: Global report under the follow-up to the ILO declaration on fundamental principles and rights at work*. Geneva, Switzerland: Author.

absolute terms, with 49.3 million children working. The persistent challenges of widespread and extreme poverty, high population growth, the HIV/AIDS epidemic, recurrent food crises, and political unrest and conflict exacerbate the problem.

### *The Child Labor Education Initiative (EI)*

Between 2001 and 2006, ILAB allocated US\$205 million to support international efforts to eliminate child labor through programs that will improve access to basic education in countries with a high rate of abusive and exploitive child labor.<sup>3</sup> EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist with their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering into child labor. The EI is based on the notion that the elimination of exploitive child labor depends, to a large extent, on improving accessibility, quality, and relevance of education. Funds under the EI are competitively bid and support cooperative agreements with international, nonprofit, for-profit, and faith-based entities. In addition to these two initiatives, in 2007, USDOL allocated US\$60 million for other child labor elimination projects and provided US\$2.5 million for additional awareness-raising and research activities.

## **1.2 LOCAL CONTEXT**

The Democratic Republic of Congo (DRC), despite possessing major mineral, hydropower, and agricultural resources, remains one of the world's least developed countries. The United Nations Development Program (UNDP) classifies the DRC among the poorest of poor countries, with an estimated 75% of the population living below the poverty line (see box). Although it is difficult to obtain reliable data on child labor in the DRC, research has estimated that at least 50,000 children are involved in artisan mining across the country, where they work in dangerous and hazardous conditions, and thousands more are known to be working in the informal sector, particularly in agriculture and petty trade. Children in the DRC have long been victims of one of the worst forms of child labor (WFCL): At the height of the conflict in the eastern part of the country, over 30,000 children were associated with the armed forces or armed groups as soldiers, porters, cooks, or sexual exploitation victims.

USDOL has supported several initiatives in the DRC, having devoted approximately US\$6.5 million to date to combating exploitive child labor in the country through financing of the *Réduire l'exploitation des enfants travailleurs par l'éducation* project (Project to Reduce Exploitation of Working Children Through Education, or REETE) and an ILO-IPEC regional project. The latter was implemented from 2003 to 2007, through a USDOL-funded US\$7 million ILO-IPEC multi-country initiative, the "Global Child Soldiers Project," which covered the DRC, Burundi, the Republic of Congo, Rwanda, Colombia, the Philippines, and Sri Lanka. The project provided vocational training, catch-up education, employment support services, management training, and psychosocial assistance, and also supplemented the Disarmament, Demobilization,

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<sup>3</sup> See <http://www.dol.gov/ilab/programs/iclp/education/main.htm>, or International Labour Organization. (2006). *The end of child labour: Within reach*. Geneva, Switzerland: Author. Retrieved from <http://www.ilo.org/public/english/standards/relm/ilc/ilc95/pdf/rep-i-b.pdf>

and Reintegration (DDR) process in these countries. Across all the countries participating in this project, the project withdrew 4,335 children from child soldiering and prevented 4,560 children from involvement with armed groups.

**UN report points to “alarming” levels of poverty in DRC**

KINSHASA, DEMOCRATIC REPUBLIC OF CONGO

Dec. 17, 2008 15:47

Nearly half the population in the Democratic Republic of Congo (DRC) may not live to 40 years of age, the United Nations Development Programme (UNDP) said on Wednesday in a report on poverty in the country.

“Alarming” figures compiled by the UNDP highlighted the paradox of a country so rich in mineral resources having such high levels of poverty.

“The absence of peace and security constitute the major obstacles to lasting development in DRC,” wrote the authors of the report. “So it is absolutely imperative to restore peace and re-establish security.”

The report said that 75% of the population lived below the poverty line—less than a dollar a day.

More than half the population (57%) had no access to drinking water or to basic healthcare (54%), while three out of every 10 children were poorly nourished, it added.

And there was a 47% chance that a Congolese would die before his or her 40th birthday.

While there had been some improvement in adult literacy and access to healthcare, all other indicators had worsened, the report continued.

Human rights groups have long argued that the battle in the east of the country for control of DRC's mineral riches, including cassiterite (tin ore), gold and coltan, is part of the country's problems.

One-third of the world's estimated reserves of coltan, which is used to make electronics components, are in DRC. The country also has 49% of the world's supplies of cobalt.

The DRC came last on a World Bank list of 181 countries ranking ease of doing business, published in its *Doing Business 2009* report, which covers the period April 2007 to June 2008.

Violence in the eastern provinces of Nord- and Sud-Kivu has flared up in recent months, with the Tutsi rebels of the National Congress for the Defense of the People driving back government troops and their allied militias—Sapa-AFP

**Source: Mail & Guardian Online**

**Web address: <http://www.mg.co.za/article/2008-12-17-un-report-points-to-alarming-levels-of-poverty-in-drc>**

## 1.2.1 Education

Primary school enrollment remains low, mostly because of parents' inability to meet the associated costs and the need for children to contribute to the family income. More boys than girls are enrolled in school, and girls are often withdrawn early, either to work or to marry. The Government of the DRC has been unable to meet the cost of education in the country since the 1970s.<sup>4</sup> This resulted in the establishment of an agreement in 1976, in which the Government

<sup>4</sup> Information about the Government versus church administration of schools is taken from Ombaka (NRC/Inter-Agency Network for Education in Emergencies). See [http://www.ineesite.org/uploads/documents/store/doc\\_1\\_NRC\\_in\\_DRC-Mary\\_Ombaka.pdf](http://www.ineesite.org/uploads/documents/store/doc_1_NRC_in_DRC-Mary_Ombaka.pdf).

delegated some of its management responsibilities to various religious denominations; essentially, church structures took over the management of 80% of government-owned schools. In addition, in areas with formal mining, such as the REETE project areas, mining companies ran a number of private schools, primarily targeted at their employees' children, which were exempt from payment of school fees. "Private" (non-mining) children were generally accepted in these schools with the payment of a school fee; in the Katanga area, this fee could be as high as US\$15 per month. In the 1990s, with the continued degradation of the Government's capabilities to pay its own staff, the state gave communities (children and parents) added responsibilities to help pay teachers' salaries. The Government's 1992 decisions essentially made parents responsible for paying teachers' salaries. The fees were partly used to pay teachers' salaries and the remainder went to school construction activities and the purchase of teaching and learning materials. A part of the fees (20%) would be remitted to the Ministry of Education to pay its officials, including making payments to the church's administrators of the schools. Basically, teachers in schools with higher numbers of learners received higher salaries than their counter parts in less populated schools.

### **1.2.2 Exploitive Child Labor**

The DRC is a signatory to ILO Convention 182 on the worst forms of child labor. However, the combination of a fragile economy, a weak education system, and the absence of a formally regulated labor sector makes child labor omnipresent in Congolese society. The Government of the DRC is implementing a national plan for DDR of combatants, including children supported by the United Nations Children's Fund (UNICEF) and the World Bank. The Government of the DRC also continues to participate in other programs funded by international donors, including a US\$1.28 million project implemented by ILO-IPEC and funded by the Government of Norway to prevent the involvement of children in armed conflict and support the rehabilitation of former child soldiers in the DRC and Burundi.

### **1.2.3 Refugees and Child Soldiers**

The DRC was one of 24 countries to adopt the Multilateral Cooperation Agreement to Combat Trafficking in Persons and the Joint Plan of Action Against Trafficking in Persons, Especially Women and Children, in West and Central African Regions. As part of the Multilateral Cooperation Agreement, the governments agreed: to use a child trafficking monitoring system developed by the USDOL-funded ILO-IPEC LUTRENA project; to assist each other in the investigation, arrest, and prosecution of trafficking offenders; and to protect, rehabilitate, and reintegrate trafficking victims.

## II PROJECT DESCRIPTION

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On September 28, 2007, Save the Children Fund UK, in association with the American Center for International Labor Solidarity (Solidarity Center), received a four-year cooperative agreement from USDOL worth US\$5.5 million to implement an EI project in the DRC aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL EI program. Save the Children UK was awarded the project through a competitive bid process. As stipulated in the cooperative agreement, the project targets 8,000 children for withdrawal and 4,000 children for prevention, mostly from mining and mining-related services in the Katanga Province, the Kasai Orientale Province, and the Ituri District.

The aim of REETE is to identify and withdraw children from exploitive and hazardous labor, and prevent at-risk children from entering work, through the provision of quality education. Save the Children and its partner organization, Solidarity Center, are implementing the project in three areas that are home to many children, affected by war, who work in the mining sector and exploitive trades around the mining centers, including small-scale commerce, agropastoral activities, and some girls involved in prostitution.

The project will directly benefit 12,000 children through the provision of education and skills training. Direct education interventions include improving the accessibility and quality of formal and nonformal education, including an ALP, literacy and vocational training or apprenticeship programs when possible. Using this combination of approaches, retention rates in school and skills-training programs are believed to be improved, particularly among those most at risk of dropping out. An important component of the project is to improve formal primary education in 24 target schools through school director, teacher, and *Comité de parents* (Parent-Teacher Association, or COPA) training, materials provision, and physical rehabilitation. These schools will benefit from essential repairs, such as roof repairs, the addition of lockable doors, stabilizing foundations or adding drainage systems, and support for essential materials in their classrooms, such as chalkboards and desks.

To identify, withdraw, and prevent children from entering local labor markets, the project undertakes awareness-raising activities on children's rights in general, and the right to and importance of education and the harmful aspects of child labor in particular. The awareness-raising targets government authorities from education, social services, mining, and labor sectors, civil society leaders (including scouts and Kiros), parents, local trade and teacher unions, and businesses.

To address the issue of child labor and access to high-quality education at a broader level, the project includes a national-level policy strategy to make a case for the implementation and enforcement of existing policies and laws pertaining to child labor and education. These efforts complement the strengthening of community-level participation in local school management and provincial-level labor and education policies.

A key element of the project is data collection and research, including the implementation of a comprehensive situation analysis and the establishment of baseline data on child labor and education in each of the operational districts. Sustainability of project interventions would be ensured through effective policy implementation, establishing and strengthening of government and civil society systems in place to address the issue of child labor, and engaging government and nongovernment actors to support similar initiatives.

### **III EVALUATION OBJECTIVES AND ORGANIZATION**

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OCFT-funded projects are subject to midterm and final evaluations. The REETE project in the DRC went into implementation in September 2007 and was due for its midterm evaluation in 2009. The scope of the evaluation included a review and assessment of all activities carried out under the USDOL cooperative agreement with Save the Children UK and the Solidarity Center. All activities that have been implemented, from project launch to evaluation fieldwork, were to be considered. The aim of the evaluation was to assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation's objective was to address issues of project design, implementation, management, lessons learned, and replicability, as well as provide recommendations for current and future projects. The questions to be addressed in the evaluation were organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and, to the extent possible, impact on the target population.

The purpose of the midterm evaluation was to—

1. Assess the relevance of the project in the cultural, economic, and political context of the country, as well as the extent to which it is suited to the priorities and policies of the host country government.
2. Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so.
3. Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time the project ends.
4. Assess the effectiveness of the project's strategies, as well as its strengths and weaknesses in implementation, and identify areas in need of improvement.
5. Assess whether project activities can be deemed sustainable at the local and national levels and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.
6. Propose and discuss other strategies and tactics for results achievement to improve project performance.

The evaluation aimed to identify emerging lessons learned, potential best practices, and models of intervention that will serve to inform future child labor projects and policies in the DRC and elsewhere, as appropriate. It also aimed to serve as an accountability function for USDOL and Save the Children UK/Solidarity Center and to provide direction in making any revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may be needed for the project to increase its effectiveness and meet its objectives. Recommendations focused on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments to promote the sustainability of project activities.

Finally, the evaluation aimed to assess government involvement and commitment in its recommendations for sustainability.

### **3.1 INTENDED USERS**

This midterm evaluation's objective was to provide USDOL, Save the Children UK/Solidarity Center, and other project stakeholders an assessment of the project's experience in implementation and its impact on project beneficiaries, with the hope that USDOL/OCFT and Save the Children UK/Solidarity Center management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results are also intended as tools to be used by the grantee, the Government of the DRC, and other current or potential partners, to enhance effectiveness in the implementation. Therefore, the evaluation strived to provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining implementation period, ensuring the sustainability of the benefits that have been or will be generated.

The goals have been addressed using evaluative methods based on the formative needs of the project stakeholders. In this context, the evaluative needs have been adapted to proactively help improve REETE and future projects (and their design), and at the same time to judge the evaluated project's effectiveness in reducing abusive child labor in a poverty context. The second, third, and fourth objectives outlined above have been addressed using an objective-based approach, determining whether the objectives of the project at midterm are on their way to be achieved. During evaluation and for all the above goals, a mixed-methods approach was used, including both quantitative and qualitative methods.<sup>5</sup> To achieve the abovementioned objectives the evaluations' findings are divided into the following five main sections:

#### **1. Relevance**

The evaluation first assesses the project's overall design in terms of its relevance and adaptation to the local context. It looks at the direct and indirect services to be provided to children and the types of child labor that exist in the targeted areas, as well as the education situation. It considers the degree to which the project was informed of the needs of the targeted population at the start and the adequacy of the project's preparation to meet its objectives. The evaluation considers the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.

#### **2. Effectiveness**

The Project Effectiveness section focuses on the project's achievement of its stated purpose and the challenges that it has encountered. Also, the capacity of the project to track direct beneficiaries and other aspects of monitoring and evaluation are assessed alongside the implementation and impact of project activities. The section looks particularly at how the project

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<sup>5</sup> Quantitative methods were limited to analysis of project data and school statistics. As indicated under Section 4.1, the evaluation's data collection methods were limited to qualitative methods.

is improving the quality of formal education and ALPs, and at its strategies to raise awareness of child labor. Further, other initiatives, such as scout and Kiro activities, are discussed in terms of their effectiveness to prevent abusive child labor and child trafficking.

### **3. Efficiency**

The efficiency section provides analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs), compared with its qualitative and quantitative impact (outputs). This section is based on the Development Assistant Committee<sup>6</sup> (DAC) Glossary and the World Bank's Independent Evaluation Group's (IEG) criteria for analysis of efficiency or cost-effectiveness.<sup>7</sup> In particular, the evaluation looks at the overall management of the project and budget issues with regard to their effect on project implementation. It also considers whether the project team was able to work effectively within the current budget provision and management structure.

### **4. Impact**

This section assesses the positive and negative changes produced by the project—intended and unintended, direct and indirect—as well as any changes in the social and economic environment in the country—as reported by respondents. In particular, it evaluates the impact of the project on the various stakeholders and considers whether the project has succeeded, through its strategy, to reduce WFCL among its target population.

### **5. Sustainability**

This section examines the strategies being used to promote sustainability and the continuing development of education opportunities to combat child labor beyond the life of the project. In particular, it assesses whether the project has taken steps to ensure the continuation of project activities after completion of the program, including sources of funding and partnerships with other organizations and/or the Government of the DRC, and identifies areas where this may be strengthened.

The primary purpose of the evaluation is to learn what has worked and what has not, which may have implications for the project itself, for future projects, or for the EI program in general. The evaluation is an objective inquiry, which may facilitate any necessary corrective action to be taken in future projects, and successful aspects of past experiences to be capitalized on and possibly carried over to other projects, in the DRC or internationally.

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<sup>6</sup> [www.oecd.org/dac](http://www.oecd.org/dac).

<sup>7</sup> The Independent Evaluation Group (World Bank), & The Development Assistance Committee (DAC) Network on Development Evaluation. (2007). *Sourcebook for evaluating global and regional partnership programs: Indicative principles and standards*. Washington, DC: IEG/World Bank

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## IV EVALUATION METHODOLOGY AND LIMITS OF THE EVALUATION

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### 4.1 METHODOLOGY

The evaluation methodology consisted of the following activities and approaches:

#### 4.1.1 Approach

As noted above, the evaluation approach was primarily qualitative in terms of the data collection methods used, as the timeframe did not allow for quantitative surveys to be conducted. Quantitative data were drawn from project reports, school registers, and the project's database and incorporated into the analysis. The evaluation approach was independent in terms of the membership of the evaluation team. Project staff and implementing partners were generally only present to provide introductions in meetings with stakeholders, communities, and beneficiaries. The following additional principles were applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives were triangulated for as many of the evaluation questions as possible.
2. Efforts were made to include the voices of parents and children, as well as beneficiary participation, using child-sensitive approaches to interviewing children, following the ILO-IPEC guidelines on research with children on the WFCL<sup>8</sup> and UNICEF Principles for Ethical Reporting on Children.<sup>9</sup>
3. The evaluation used a gender and cultural sensitive approach.
4. Consultations incorporated a degree of flexibility and openness to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that were not included in the terms of reference while ensuring that key information requirements were met.
5. As far as possible, a consistent approach was followed in each project site, with adjustments made for the different actors involved, the activities conducted, and the progress of implementation in each locality.

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<sup>8</sup> International Labour Organization's International Programme on the Elimination of Child Labour. (2003, October). *TBP-MAP Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour*. Geneva, Switzerland: Author. Retrieved from <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>

<sup>9</sup> United Nation's Children Fund. (n.d.). Principles for ethical reporting on children. Retrieved from [http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)

## **4.1.2 Midterm Evaluation Team**

The evaluation team consisted of—

1. An international evaluator
2. A national evaluator/interpreter
3. One member of the project staff who traveled with the team to make the introductions

The international evaluator, Dr. Bjorn Nordtveit, was responsible for developing the methodology in consultation with ICF Macro and the project staff, assigning the tasks of the national evaluator and interpreter for the fieldwork, directly conducting interviews and facilitating other data collection processes, analyzing the evaluation material gathered, presenting feedback on the initial findings of the evaluation to the national stakeholders meeting, and preparing the evaluation report.

The national evaluator and interpreter, Mr. Francis Loka Kongo, was responsible for helping to facilitate interviews and group meetings under the direction of the international evaluator, providing insights on the cultural context to the international evaluator, relaying all information gathered to the international evaluator, interpreting during interviews with individual informants, taking notes of the information gathered during interviews and meetings, and assisting in ensuring that the approach of the team was child-friendly and culturally appropriate.

Because of time constraints, Dr. Nordtveit could only visit two project locations (Mongbwalu, in the Ituri district, and Kolwezi, in the Katanga district), whereas Mr. Loka visited all three project locations, including Kasai Orientale's capital, Mbuji Mayi. The findings from Kasai Orientale are integrated into the main section of the report, and Mr. Loka's full report is added in Annex A (in French).

## **4.1.3 Data Collection Methodology**

### **1. Document Review**

Preparation before field visits included extensive review of relevant documents. During fieldwork, documentation was verified and additional documents were collected (including UNICEF studies on child labor).

Reviewed documents included—

- Project document
- Cooperative agreement
- Technical progress and status reports
- Project logical frameworks and monitoring plans

- Work plans
- Correspondence related to technical progress reports
- Research reports undertaken (baseline study)
- Project files (including school records) especially those related to the database.

## **2. Question Matrix**

Before beginning fieldwork, the evaluators created a question matrix outlining the source of data where they planned to collect information for each question in the terms of reference (see Annex B). This helped the evaluators to decide how time would be allocated in the field. It also helped to ensure that all possible avenues for data triangulation were explored.

## **3. Interviews with Stakeholders**

The evaluators conducted a number of informational interviews with project stakeholders based on both random and stratified sampling—the project visited all four target schools in Mongbwalu, five schools in Kolwezi, and four schools in Mbuji Mayi. Depending on the circumstances, these meetings were either one-on-one or group interviews. Meetings were held with—

- ILAB/OCFT staff (teleconference)
- Headquarters, country director, project managers, and field staff of grantee and partner organizations (teleconference)
- Government ministry officials and local government officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, and education personnel
- Project beneficiaries (children withdrawn and prevented, and their parents)
- International nongovernmental organizations (NGOs) and multilateral agencies working in the area

The interviews were based on unstructured and semi-structured questions, and were conducted in an interactive, dialogue-like manner. The results from the field were further probed and investigated with key informants, both related and unrelated to the project. Some of the interviewed beneficiary children were asked to draw pictures of a certain aspect of the project and/or of their lives (e.g., What do you do in your free time? What has the project changed in your life?). The evaluator then established a dialogue with the children based on various aspects of their drawings. The evaluators took pictures of the drawings to use them in the subsequent analysis (the children kept their drawings).

#### **4. Field Visits**

The evaluators visited a selection of 13 project sites. The selection of field sites to be visited was made by the evaluators, based on stratified sampling methods, and included some sites where the project experienced successes and other sites where it encountered challenges, as well as a cross-section of sites across targeted child labor sectors (mainly related to the three forms of mining: gold, copper/cobalt, and diamond). During the visits, the evaluator observed the activities and outputs developed by the project. Focus groups with children and parents were held, and interviews were conducted with representatives from local governments, NGOs, community leaders, and teachers.

The evaluators went to two provinces together to ensure that they used common instruments and approaches. The field visits conducted by the local evaluator resulted in a separate field report in French. This field report is annexed to the main report and is used for triangulation and verification purposes in this report (see Annex A).

During observation and interview sessions, the evaluators took pictures of the project and of the local condition of the children and the population. These photos were used in the subsequent analysis of the project. The ethical guidelines of UNICEF were used for photography.

##### **4.1.4 Ethical Considerations and Confidentiality**

The evaluation mission observed utmost confidentiality relative to the sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression for the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff were generally not present during interviews. However, implementing partner staff accompanied the evaluator to make introductions whenever necessary, to facilitate the evaluation process, to make respondents feel comfortable, and to allow the evaluators to observe the interaction between the implementing partner staff and the interviewees.

##### **4.1.5 Stakeholder Meetings**

Following the field visits in each province, the evaluators conducted a provincial stakeholder meeting that brought together the provincial-level implementing partners and other stakeholders. A fourth stakeholder meeting was conducted in Kinshasa for key Save the Children UK and Solidarity Center staff. The meetings were used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meetings was determined by the evaluators in consultation with project staff. Some specific questions for stakeholders were prepared to guide the discussion.

The agenda included the following items:

1. Presentation by the evaluator of the preliminary findings in the province.
2. Feedback and questions from stakeholders on the findings.

3. Opportunities for implementing partners the evaluator had not met to present their views on progress and challenges in their locality.
4. Group work on the following four issues—identified as specific project challenges during the evaluation: (i) identifying problems related to the school fees, (ii) ensuring sustainability, (iii) distinguishing between child labor and WFCL, and (iv) improving child monitoring—during afternoons, weekends, and holidays. In Mongbwalu, there was an additional issue related to the integration of ethnic groups (pygmies) in the project.
5. Discussion of recommendations to improve the implementation and ensure sustainability.

## **4.2 LIMITATIONS**

Fieldwork for the evaluation lasted two weeks, and the evaluators did not have enough time to visit all the project sites. As a result, the evaluators were not able to take all sites into consideration when formulating their findings. All efforts were made to ensure that the evaluators were visiting a representative sample of sites, including some that have performed well and some that have experienced challenges. A further limitation of the fieldwork was imposed by the transport difficulties in the DRC. For example, it took four days to travel from the project site in Mongbwalu to Kolwezi (Mongbwalu to Bunia, to Goma, to Lubumbashi, and finally to Kolwezi). As a result, more time was used traveling than conducting fieldwork. It should be noted that this is a problem that is not limited to the evaluators; the project implementation has been hampered by similar transportation problems.

Findings for the evaluation are based on information collected from background documents and interviews with stakeholders, project staff, and beneficiaries. A full cost-efficiency analysis was not included because it would have required impact data, which were not available at the time of the evaluation.

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## V FINDINGS

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This section examines how the project is addressing the child labor situation in the DRC, the strategies it has developed, and the activities it is implementing. These findings, conclusions, and recommendations are grouped in the five categories identified under the evaluation objectives:

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

The findings of the evaluation are organized around the questions posed in the terms of reference (Annex B), taking the opportunity to not only respond to each question, but also to expand on the issues concerned, as appropriate. Any additional findings are covered after the responses to the questions. Conclusions and recommendations complete the evaluation of the relevant issues.

### 5.1 RELEVANCE

#### 5.1.1 Project Assumptions

The REETE project was created by the senior staff of Save the Children UK and the Solidarity Center who have in-depth knowledge of the DRC. Assumptions were based on the resolution of the country's ongoing conflict, continued and increasing government presence in the education sector, and a stable commodity sector (especially, prices for copper and cobalt). These assumptions were also based on a sound analysis of the situation in the DRC, which unfortunately proved too optimistic, as the following shows:

- The conflict in the Northeast of the country is still impacting the project through low security in the area, insecurity among schoolchildren (danger of rape), and population movement. Difficulties and restrictions in internal travel (especially air travel) have made project monitoring and follow-up much more costly and time consuming than planned.
- The Government of the DRC has not been capable of ensuring free primary or secondary schooling for children. The Government is also not capable of paying teachers a regular salary—and when salary is paid, it is insufficient to cover the cost of living—at an equivalent of US\$35, it covers roughly one fourth of what is needed for a family of four, according to the Solidarity Center's calculations. The children are requested not only to pay a low yearly school fee to the Government, but also a much higher monthly payment to cover the teachers' salaries.

- The economic worldwide crisis starting in the end of 2008 has lowered commodity prices, especially for copper and cobalt. This has impacted the formal mining sector, especially in Kolwezi. A number of difficulties have followed: Mining Companies (such as Katanga Mining) have reduced their workforces (approximately 60,000 positions have been lost), putting pressure on unemployed families for informal mining. The children of the unemployed workers, who had formerly benefited from free schooling paid by the mining companies, now have to pay school fees. Finally, most school rehabilitation work, ensured by the mining companies, has stagnated. During interview sessions with mining companies in Kolwezi, a brighter outlook in commodity prices and a prospective to restart rehabilitation work could lead to positive project perspectives already from the summer of 2009.

It should be noted that the provincial authorities retain 40% of all state revenue such as taxes, fees, concession licenses, and royalties. Further, The Mine Law (*Le Code Minier*) requires the mining companies to pay 25% of their royalties to the province and 15% to the local community. Since the province and local communities have this access to funding, at least theoretically, the project intended to put pressure on provincial and local authorities for a greater involvement in education, especially for the payment of teachers' salaries. With the crisis, the revenues significantly diminished, and so did the possibilities for a stronger local involvement in the education sector.

In view of the above factors, the project assumptions' main problems are the difficult socioeconomic context and the lack of possibilities to create income replacement for the work performed by children. It was assumed that children are unhappy in the mining industry, which is often but not always the case,<sup>10</sup> and that the Government should gradually absorb their school fees, with an input by the project to provide school supplies and uniforms, whereas the children's parents should cover their cost-of-living expenses. These assumptions have not always proved accurate and have led to some difficulties related to the implementation strategies of the project.

### **5.1.2 The Project's Main Strategies in Withdrawing and Preventing Children from the WFCL**

The project is built to support the five EI goals (see Section 5.2.1). It therefore operates at the central and policy levels; it raises awareness of WFCL, gathers research data, and provides direct educational services with the aim to withdraw children from child labor and WFCL situations. As noted in the introductory section, the project aims to benefit 12,000 children through the provision of education and skills training—8,000 withdrawn and 4,000 prevented from WFCL. The project first identifies target children—children working in the mines—and then refers the children to one of the four following avenues for education and/or training:

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<sup>10</sup> Several children interviewed during the evaluation referred to the work in the mines as something normal and even positive, since it enabled them to buy food and other items. Several interviewees found the workload in the mines to be generally "acceptable."

- Formal schooling
- Accelerated learning programs (ALP), which compress two years of formal schooling into one with the aim to reintegrate the child into formal schooling as soon as possible
- Skills training
- Literacy training

The project strategies include the creation of *Réseau communautaire de protection des enfants* (Community Child Protection Networks, or RECOPE), and the sensitization and strengthening of other community groups (such as scouts and Kiros), which follow up on the children and ensure that they do not return to the mines. At the same time, to ensure high-quality training, schools are to be equipped and upgraded, and members of the targeted school COPA, members of the unions, worker associations that control access to the mines, and employers will be informed about WFCL and are used to identify children working in exploitive or hazardous labor.

This is a relatively holistic strategy for addressing the issues of child labor and education. However, as noted above, the failure to address compensation for income provided by children— income which is partly used to pay for school fees—constitutes a main difficulty of the project design. It should be noted that the evaluation refers to “income compensation” as both the income parents and households lose by removing their children from the labor market, as well as the funds that children earn for their own use. The project has succeeded in negotiating free schooling for the children, but this has resulted in reduced teacher income, and teacher frustration. Any action to reduce the payment of school fees will result in lower teacher salaries, less funding for the construction and rehabilitation of schools, and less payment to management fees. Strategies to negotiate the rehabilitation of the schools and provision of school materials against the fee exemption of certain vulnerable children have a possibility to succeed in the short term, as long as the amount of the exemption is less than the needed construction and/or rehabilitation cost of the targeted schools. As a generalized approach, this strategy is not viable for the project in view of its limited budget for school rehabilitation (only US\$2,500 per school). The project has negotiated (with limited success) an arrangement of free schooling for beneficiary children attending a few schools in Kolwezi and Mbuji Mayi. The majority of the beneficiary project children are still expected to pay school fees.

The project’s awareness-raising and policy strategies implemented at the central and regional levels, working with the Regional and the National Committees to Combat the WFCL, seem appropriate, since they are based on the capacity building and strengthening of these important policy levels to address child labor issues.

### **5.1.3 Main Obstacles to Addressing Child Labor**

The main obstacles to addressing child labor include—

1. Poverty
2. Socioeconomic and cultural setting allowing child labor
3. School fees
4. In most areas, a lack of secondary schooling or skills training for children who complete primary schooling
5. Relatively quick return on mine work, peer pressure (to work in the mines), and status (the children use the income to purchase clothes, cell phones, and other items)

The aspects of the environment that most compel children to work in mining depend on the socioeconomic status of the family. In some cases, the children work in mines to ensure food security for themselves and their family; in other cases, they work in mines primarily to pay school fees and buy clothes. The evaluator believes that the number of children working in mines exclusively to purchase luxuries, such as cell phones and fashion clothes, is relatively small.

Through awareness-raising activities at all levels, the project has tackled the second and fifth issues, of a socioeconomic and cultural environment accepting and allowing, and in certain cases, even encouraging, child labor. However, by using a design that does not provide income replacement for the children and does not deal with the issue of school fees in many of the target schools, the project cannot ensure the full withdrawal of all beneficiary children from a labor situation—the socioeconomic situation, mixed with the additional pressure that school fees impose on the children, simply does not allow it.

### **5.1.4 Design Appropriateness for the Cultural, Economic, and Political Context**

The design of the project is appropriate in its aim to provide culturally sensible awareness about child labor and education, to encourage parents to send their children to school, to gather research data on child labor, and to feed this data into the regional and central policy processes. However, for the very reasons outlined in sections 5.1.2 and 5.1.3, the project cannot be said to be fully aligned with the economic and political context of the DRC. This is partly because of unforeseen circumstances, such as the economic crisis, the prolonged conflict situation in the country, and the inability of the Government of the DRC to address even the most basic education needs of the country.

As a final point, the project design is best fit to address sedentary stakeholders (children living with their families). Section 5.2.7 will demonstrate how this design created some challenges for the monitoring of work status of the more mobile project beneficiaries that do live with their families. Also, the project design does not address the work situation of children that belong to so-called ethnic minority groups, such as the forest people or pygmies (see also Section 5.2.4 on

pygmy education). It should be noted that the pygmy population in the project implementation area is relatively small.

### **5.1.5 Design Fit Within Existing Initiatives**

The National Committee to Combat WFCL was created on September 2, 2008, mainly as a result of an ILO-IPEC project that finished in autumn 2008. REETE subsequently picked up some of the ILO-IPEC work providing capacity building and support to the national committee (in Kinshasa) and in the creation and initial training of regional committees in the concerned project intervention areas. Also, the project design allows for feeding needed research data into the policy process. The project therefore provides an important and necessary contribution to the Government and other institutions' efforts to fight child labor. Further, the design allows the pooling of funds and coordinating with other initiatives, including local associations, such as scouts, Kiros, local NGOs, UNICEF, and WFP.

### **5.1.6 Relevance of the Project's Criteria for Selecting Action Program Regions and Project Beneficiaries**

As a pilot initiative, the project has concentrated its efforts on the intervention and gathering of data in three specific environments, all related to mines. The project, as noted above, works in the gold, copper/cobalt and diamond mining industry and will be able, through this specific targeting, to gather information about child labor and about strategies addressing child labor in these three environments. It is expected that the lessons learned from this project will not only be invaluable to the DRC, but also very useful to international projects working in similar environments, and to USDOL's future interventions addressing child labor in mines. The criteria for selecting intervention regions, bearing in mind that certain regions are simply too unsafe for implementation of a project of this type, are both appropriate and unique in their focus on gathering experience and research data from various mining environments.

The project established location-specific strategies in establishing criteria for selecting beneficiaries. It should be noted that the main target group included children working *in the mines*, and not uniquely children working *with mining*. The first refers to all the children offering services in the mine area, such as selling ice water to miners, whereas the latter refers to children working in the mines doing mine-related work. Therefore, the project addresses children involved in selling water and food to miners, and often at-risk of sexual abuse at an early age, and in other mining-related service industries. The target criteria for identifying children *engaged in child labor* in the artisanal informal sector seem very well established and include—

- Exposure to chemical and pesticides
- Physical (including sexual) abuse
- Dangerous working environment
- Carriage of heavy loads

- Working long hours (six or more a day)
- Working without food or water
- Working for employers without pay (provided a meal as payment)

The criteria for identifying children *at risk of engaging in child labor* seem equally well established and include—

- Children living in extreme poverty
- Orphaned children
- Children who live in a child- or grandparent-headed household
- Children with divorced or absent parents
- Children with siblings engaged in WFCL
- Children receiving assistance from the community (accommodation, clothing, food, etc.)
- Children living in the vicinity of economic activities prone to employ children
- Children with signs of emotional or physical abuse (particularly former child soldiers)

It should be noted that during implementation, the selection strategies varied according to the region. In Mongbwalu, *all* the children in the school were (correctly) identified as at-risk or working, and subsequently enrolled as project beneficiaries. In Kolwezi and Mbuji Mayi, the selection strategy focused on identifying specific children working in WFCL, responding to the criteria outlined above (see Section 5.2).

### **5.1.7 Other Issues**

During the evaluation, the evaluator observed a number of children of a very young age—well below the school age of 6—working in the cobalt mines in Kolwezi. The children were cleaning stones or carrying small buckets of gravel, probably helping their parents. The project strategy, focusing on withdrawing children from the mines and reinserting them into a school situation, does not address this potential group with a direct intervention strategy. However, the project strategy to raise awareness, which targets parents and community groups operating in the mining milieu, will sensitize the parents on this issue to a certain extent.

A final issue related to the time horizon of this project is the duration of the project, which unlike most other USDOL-financed projects, is not four years but three, mainly for cost-effectiveness reasons—to reduce staff costs and maximize efficiency through an intense three-year project implementation period. In a challenging environment such as the DRC, this strategy, while commendable for the staff members' willingness to operate under pressure for fast achievements

and a good return on investment, must be questioned for its possibility to achieve long-term impact and sustained changes, both at the community and policy levels.

### **5.1.8 Lessons Learned and Best Practices (Project Relevance)**

Three-year projects may represent massive savings in terms of international staff costs. However, since such projects are so short, the evaluator believes they should probably be used to implement few and already tested (through prior projects) activities, and not for pilot projects which set up and test various approaches. In a very challenging implementation environment such as the DRC, a five-year project would have much more chance for a sustainable impact than a three-year project, although the staff costs would of course be correspondingly higher.

Project strategies and their internal logic should be discussed with the target population during the inception period. Participatory rapid assessment and other methods could be used to consult the stakeholders and intended users of the project. This is important for creating a design that corresponds, on one hand, to the socioeconomic situation in the country, and on the other hand, to USDOL requirements. The project's implicit assumptions about the children's attitudes toward work and education (i.e., that they would prefer education to work in most circumstances), as well as the assumptions regarding fees, ultimately led to the following inherent contradictions in the project approach:

1. Nonworking children may not be able to pay school fees and will therefore be thrown out of school to seek employment.
2. Nonpaying children lead to less income for the teachers, which may lead to the teachers dropping out to seek other employment.
3. Interdiction of child work in the mines may lead to corrupt behavior from police and necessitate that children work in more remote and potentially less safe areas.

The third approach pertains to the project's reliance on the police's behavior, which is not always effective and ethical in the post-conflict and conflict zones where the project operates.

Furthermore, the poverty and cultural context seem to make children's work necessary to complement the parents' income, especially for payment of school fees. On the other hand, Save the Children UK and the Solidarity Center have correctly refused the payment of school fees, since it would contradict the project's position in policy discussions with the government. However, because of the contradictions mentioned above, the project strategies adopted have limited chances to succeed in the full withdrawal of all the beneficiary children from their work situation.

## **5.2 EFFECTIVENESS**

### **5.2.1 Support for the EI Goals**

In general, the evaluation found that the project adequately supported all five EI goals.

#### ***EI Goal 1: Raising awareness of the importance of education for all children.***

The understanding of the project goals was generally very good. REETE had, in most cases, successfully raised awareness of the concept of exploitive child labor and the need for education (i) at the community and school levels through the mobilization of the whole community, and through training of teachers, COPA, and RECOPE committees; (ii) at the regional level through awareness-raising of civil servants and the organization of regional committees addressing WFCL; and (iii) at a national level through the project's work for the National Committee to Combat WFCL.

#### ***EI Goal 2: Strengthen systems that encourage working children and those at risk of working to attend school.***

This initiative has been supported by (i) providing school materials to beneficiary children in primary schools and ALP; (ii) building capacity of teachers and COPA; (iii) creating RECOPE; (iv) improving school infrastructure in some of the target schools; and (v) providing educational materials to the schools, such as educational posters and maps. The project has helped to improve the school infrastructure and learning quality through teacher training and the provision of materials. The main education-related services of the project are outlined below.

The direct services of the project include the following:

- Creation of ALPs, payment of ALP teachers, and provision of free schooling to beneficiary children
- Provision of school materials to most<sup>11</sup> beneficiary children enrolled in formal education and ALPs—kits include standard materials, such as notebooks and pencils, as well as school uniforms in certain schools

The indirect services include the following:

- Training of teachers
- Training of school COPA
- Training of community associations, including scouts and Kiros
- Creation and training of RECOPE

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<sup>11</sup> Beneficiary children in several schools in Kolwezi and Mbuji Mayi had not received educational supplies. According to project stakeholders, the “project had not received sufficient supplies to distribute everywhere.”

These services have been implemented in most project areas, or planned to be implemented in the near future.

***EI Goal 3: Strengthen national institutions and policies on education and child labor.***

This initiative has been supported through the project's work with the child labor committees, especially committees at the central level. Furthermore, the project has worked to help with the creation and training of Provincial Committees. It should be noted that Provincial Committees have been established in all three sites but are not yet certified by the National Committee. The National Committee is ready to train and certify the Provincial Committees but is currently blocked by the vagueness of the decree concerning who has the authority to name the representatives to the Provincial Committee (provincial governor or individual ministries at the central level). The National Committee is working to resolve the issue, but until this clarification is made, none of the Provincial Committees will be certified. Also, it is worth noting that the National Committee's initial focus is on the set up of Provincial Committees in the REETE target areas, with assistance from Save the Children UK and the Solidarity Center.

***EI Goal 4: Support research and the collection of reliable data on child labor.***

This initiative has been supported through the project's collection of data and its capitalization on lessons learned, both from this project and from former Save the Children UK initiatives in the DRC. The project initially conducted a baseline study on child labor in 2008, which gathered invaluable data on the children's situation in the mines. Further, a database and child monitoring system have been set up to maximize knowledge of the children's situation. The project's data system is attempting to gather a large amount of data, beyond what is required by USDOL for reporting purposes.

***EI Goal 5: Ensure the long-term sustainability of these efforts.***

This initiative has been supported through the project's work at the community level, the attempt to involve all grassroots-level actors in the project implementation, the strengthening of COPA, and the creation of the RECOPE.

## **5.2.2 Midterm Achievements**

At midterm, the project is on track to provide educational services to all of the direct beneficiaries. The target number of 12,000 direct beneficiaries is, according to project staff, within reach in the lifetime of the project. The number of beneficiary children will not be as planned in each category of educational activities proposed by the project. Enrollment in formal schooling (withdrawal and prevention) is on track and is expected to exceed the target number of 6,100 beneficiaries.

The ALPs are partly on track to enroll the planned 3,500 beneficiaries, depending on the region. The ALP structure is divided into three tracks:

1. ALP1: Combining two years of formal schooling into one with the aim to subsequently enroll children in the third year of primary.
2. ALP2: Combining four years of formal schooling into two with the aim to subsequently enroll children in the fifth year of primary.
3. ALP3: Combining six years of formal schooling into three with the aim to subsequently enroll children in secondary schooling).

Mongbwalu has started ALP1 classes; Kolwezi intends to start ALP1 classes in the fall of 2009; and Mbuji Mayi has started ALP1, ALP2, and ALP3 classes. The targeted enrollment in ALP3 classes (900 students) will be lower than planned—the project does not intend to start this type of training in most project schools—because of the lack of secondary schools that children can be transferred to after completing the ALP3. Also, the project duration of three years makes it difficult to develop ALP classes of three years at this point of project implementation. Literacy and professional skills classes had, at the time of the evaluation, only started in Mbuji Mayi.

Success against the criteria for project achievements cannot be evaluated at this time, since none of the children have completed the requirements of the project, described as follows:

- Formal elementary school: School-leaving certificate
- ALP: Completed either the three-year, two-year, or one-year cycle
- Lifestyle/Literacy program: Completed one eight-month cycle program
- Vocational/Literacy: Completed one six-month cycle program.

Also, the project database was only partially operational at the time of the evaluation. The database has already been created; however, the children's registration (on paper) had only been partially computerized, so updated and aggregated data on dropouts were not available.

### **5.2.3 Effectiveness of “Direct Action” Interventions**

As noted above, the direct services provided to the children include formal education (provision of educational supplies—and for some children, free schooling), ALP training (free for the children), and skills training (which should theoretically be free). For the latter, it should be noted that skills training had only started in Mbuji Mayi at the time of the evaluation fieldwork. Although the skills training had begun April 20, 2009, there were still a number of startup difficulties to be dealt with, since the children had not received the promised equipment necessary for the training, such as sewing machines, and they had been requested to pay a fee for the training. The instructors said that they had not been informed that the project would reimburse them at the rate of US\$5 per child per month. Also, much of the training so far had taken place in the open, although Save the Children UK had promised better training areas.

These actions were effective inasmuch as they registered children working in the mines and encouraged them to attend school. However, by failing to address the issue of income replacement of the children's work, some children dropped out and many more returned to work in the mines in the afternoons after school, and during weekends and holidays. The reasons children gave for the necessity to work were invariably the same in each region: to pay school fees, to buy clothes, and to buy food. Also, a number of ALP attendees dropped out (in Mbuji Mayi, the dropout rate was over 30% in certain schools), which seem to indicate that even the possibility of free schooling is not sufficient to keep the children in school. In other words, it seems as if the project needs to address a broader range of issues related to income compensation.<sup>12</sup>

It should be noted that some project beneficiaries in formal schools did not receive education kits or uniforms. Also, many of the children who received the REETE kits also received UNICEF kits with school supplies. The school and project management staff noted that the REETE kits were still useful, since they were more complete than the UNICEF kits.

#### **5.2.4 Effectiveness in Meeting the Needs of the Target Population**

The project addressed crucial issues related to the rehabilitation of the schools. During the evaluation fieldwork, it was noticed that many of the schools were in a dire state and could even be considered unsafe for children. Since the budget for rehabilitation and construction was not sufficient to even partially address the needs of the schools, Save the Children UK successfully pooled its own funds to contribute to construction efforts in Mongbwalu. In Kolwezi, the project successfully advocated for the intervention of Katanga Mining Limited in the construction and rehabilitation of four beneficiary schools, and in Mbuji Mayi, the project worked with REIZEDOR. Unfortunately, the school construction and rehabilitation work in Kolwezi promised by Katanga Mining has not been completed to date, and depressed commodity prices may cause additional delays. Also, it should be noted that many other beneficiary schools in the district still need to be rehabilitated and/or reconstructed. The project does not have a systematic assessment system for school infrastructure in place (this was not part of the objectives of the project).

The training of COPA and teachers (these latter in pedagogy) had not been completed in all project areas, but was clearly appreciated where it had taken place. Also, training and engagement with scouts and Kiros (in Kolwezi) seemed to have responded to clear community needs.

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<sup>12</sup> The "needs" of the children were not, in some cases, related to what is regarded as "basic needs," like food and shelter. Often, it was also related to the purchase of cell phones, fashionable clothes, and other nonessential items. A further problem, especially prevalent in Mongbwalu, is the enticing knowledge that *there is gold in the ground*. Several interviewees underlined the psychological state of mind of both children and adults in regard to this issue with such expressions as: "They have gold on their mind" or "The gold has taken over their mind." In Mbuji Mayi, a different cultural problem appeared, since it was believed that "pure" people, those with no sexual experience, would be able to find diamonds easily, hence the use of children in the mining process. Additional awareness-raising work could address some of these perceptions.

A special note should be given to police training and project engagement regarding the constant problem of rape in the communities. During the evaluation, a training session for the police forces took place in Mongbwalu. This training seminar had several goals, including preventing the police from selling drugs, harassing children who were going to the mines, and/or engaging in other illicit activities. As a possible result of the training, police officers brought a child to the Save the Children UK office a day later to be treated for rape. Save the Children UK has procedures to ensure that the case is registered and that the child is provided with medical and psychological attention, unlike the police forces. The case illustrates the level of intervention and child protection that is needed in the country; it also demonstrates that the local situation necessitates intervention through projects such as REETE.

The evaluation mission also met with representatives of a pygmy group in the Mongbwalu area. This small group (which is similar to other pygmy groups in the area) represented about 20 people, of which about 13 were children. None of the adults or the children in the group could read or write, or had attended school. The chief of the group said he had enrolled his two children in formal schooling as a result of the project's awareness-raising campaign. The head of the local RECOPE had contacted the chief to ask that the pygmy community take the children out of mining work and send them to school. It should be noted that the concept of school age (or age) does not exist among the pygmies. Adulthood is related to the skill of killing a forest animal (no guns are owned or used by the group; all hunting is done with traditional spears, bows, and arrows). The chief of the group was very positive toward education, which he saw as a means for the group "to develop." He was also the only person in the group to have constructed a mud hut, as opposed to the huts made of leaves of the other members of the group. However, due to a combination of issues, including ostracizing of the pygmy people by classmates and the need to pay school fees, both of his children, the first in the group to have ever attended any formal educational program, had dropped out of school.

## **5.2.5 Effectiveness of the Specific Activities of the Project**

### ***Formal school enrollment***

Children have been successfully withdrawn from labor situations and enrolled in formal education, but many beneficiary children return to the mines in the afternoons (lessons in most schools end at 12:30 p.m.), and on weekends or holidays. The extent to which their work can be characterized as WFCL is not known. The schools in which the project has been able to negotiate free schooling for the beneficiary children may have a lower rate of beneficiary children returning to a work situation. The project lacks precise quantitative information about the work situation of the children in both cases. The evaluation was not able to find a meaningful distinction of the work situation between the schools where the beneficiary children were exempt from paying fees and where they continued to pay fees. Some children that are exempt from paying fees have received "ultimatums" from irate teachers who have failed to see the project-promised construction work take place; for example, during the evaluation fieldwork, children in one class in Kolwezi told the evaluator that they were not allowed return to the school the next Monday, unless they paid the full school fees. The evaluators noted a high number of dropouts or absentees among the beneficiary children, exceeding 30% in certain areas. The schoolmates of

the absent children told us that those not attending school were in the mines, to earn money to pay the school fees.

### **ALPs**

Children have been successfully withdrawn from labor situations and enrolled in ALPs, held at local schools, but some beneficiary children may return to the mines, especially during weekends or holidays. Again, a high number of dropouts was noted in certain schools; in Mbuji Mayi, the number exceeded 30% in one school. Nevertheless, the evaluators believe that the ALPs are a much-needed and very effective component of the project.

### **Other programs (skills and literacy programs)**

These programs had not been started at the time of the evaluation, with the exception of skills programs in Mbuji Mayi, which had not yet received the needed materials and did not operate in a structured settings but in the open. Therefore, they could not be evaluated.

### **Scout and Kiro involvement (in Kolwezi)**

The scouts and Kiro have been trained, and have been helping with the identification of beneficiary children. Further, they have been organizing alternative activities for the withdrawn children, to keep them busy after school and during weekends and holidays. These activities are largely sports-related and include dancing, football, basketball, and other athletics. The evaluators were very positively surprised at the dynamism of these clubs. Most activities are organized once a week, such as football matches and training, and basketball, which occurred on another weekday. Although such organized play and sports activities cannot fully monitor the children's work status, it can nevertheless provide positive alternatives to work and follow up on individual children's health and wellbeing.

## **5.2.6 Identification of Beneficiaries**

The project proceeded in two different manners to identify child beneficiaries. In Mongbwalu, all the children in the target schools were registered as beneficiary children; some of these children had been withdrawn from the mines by the project and returned to school, either in the first year or in later years of primary schooling. In the evaluator's opinion, this was a sensitive approach, since all the children in the area are attracted to the gold mines. Those who do not work in the gold mining industry at present could easily be persuaded by their peers to go work in the mines.

In Kolwezi and Mbuji Mayi, not all children in each target school were identified as project beneficiaries. The children were identified in the mines during the 2008 summer holidays, before the start of school. This approach posed a problem in Kolwezi, since many of the identified children were regular schoolchildren already attending school. They are classified as "vulnerable," which is probably true, but they *are not any more vulnerable than their peers*. As a result, many teachers have had problems understanding the distinction made between the beneficiary children and the other children, stating that they all (beneficiary and non-beneficiary) drop out in equally large numbers, they all go to the mines to work, and they all encounter the

same poverty situation. In Mbuji Mayi, the selection does not seem to have encountered the same problems, and the beneficiaries were believed to belong to the most vulnerable children.

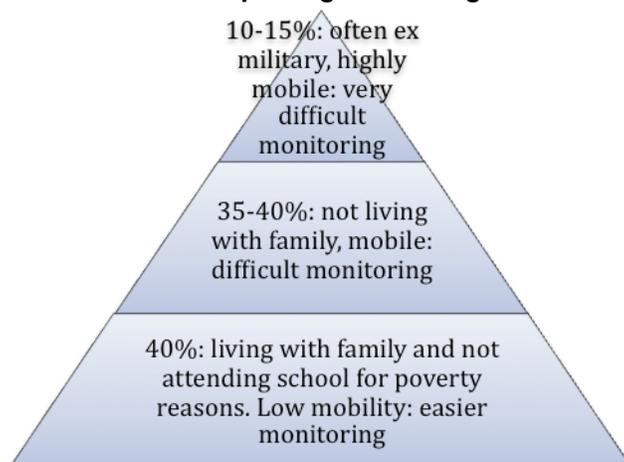
## **5.2.7 Monitoring Systems for Tracking the Work Status of Children**

The project is theoretically tracking the children through teacher, RECOPE, and COPA follow-up of class registers. When children drop out, the RECOPE members, or a teacher, will track them down and try to persuade them to return to school. The project document outlined the follow-up system, after which the child would be regarded as a dropout:

- The child is found to have returned to work/started engaging in WFCL or is not attending classes 70% of the time.
- A teacher or community member speaks with the child and parents to try to persuade the child to stop engaging in WFCL and to persuade the parents to ensure the child attends class more regularly.
- The child is found a second time to be engaged in WFCL or is not attending classes 70% of the time.
- A second intervention by a teacher or community member takes place.
- The child is found for a third time to be engaged in a WFCL or not attending classes 70% of the time.

In practice, the project has had difficulties in following up on the work status of the beneficiary children. RECOPE and COPA have provided some monitoring and follow-up, but they have not effectively tracked all children who have dropped out. The project manager explained that one of the difficulties with tracking the children is related to their mobility. The more mobile children, such as ex-soldiers and ex-military children who are not staying with their parents, may continuously go to new geographic areas in search of gold. The tracking difficulties can be represented as a pyramid, the summit of which represents the most difficult part of tracking and monitoring of the children, as illustrated below:

**Figure 1: Characteristics impacting monitoring of child beneficiaries**



The originally intended project design was more suitable for the bottom of the pyramid. For the summit of the pyramid, the most mobile children, the project manager said that the project had found no cost-effective way of tracking their work status, although a closer cooperation with other Save the Children UK projects, and especially initiatives related to social work, could provide better means for tracking the children. In both Mongbwalu and Mbuji Mayi, an additional problem was encountered for children living with peers or with their families in the mines.<sup>13</sup> It is difficult to ensure that these children do not engage in work after school, and during weekends or holidays. Moreover, in Mbuji Mayi, diamond work is considered culturally appropriate for children, since they are “pure” (sexually inexperienced) and are therefore believed to more easily find diamonds.

Moreover, the database is only recently operational, so the children’s monitoring files are not all registered yet. This creates a problem for the follow-up of children: Since the verification and data monitoring processes are seemingly detached from the actual follow-up of the child. Monitoring sheets are sent to the database manager, in Bunia for Mongbwalu, and in Lubumbashi for Kolwezi.<sup>14</sup> At the time of the evaluation, information regarding the *registration* of the child as a beneficiary had not yet been fully computerized. A second form, regarding the *inscription* of the child in an educational activity, had not been computerized, nor had a third form, *following up on the child and registering dropouts*. Therefore the project had no aggregate knowledge of dropouts or of other problems encountered, such as the refusal of certain teachers and/or schools to accept children who failed to pay the full amount of school fees.

The follow-up files tracking children’s attendance were forwarded to the database manager, and the staff members were waiting for feedback. In many circumstances, project staff told the evaluators, “When we get the information from the database, things will change.” However, as

<sup>13</sup> It should be noted that most of the artisanal mining areas in the DRC are not below the ground. In most cases, such shelters were constructed directly on the mining site, or in very close proximity to it.

<sup>14</sup> In Mbuji Mayi, the database is close to the beneficiary schools. It should be noted that the Lubumbashi database is expected to be decentralized to Kolwezi, and the project management has considered decentralizing the Bunia database to Mongbwalu.

the evaluators pointed out, the database cannot show anything new; it can only provide aggregated numbers of enrolled beneficiaries and dropouts.

### **5.2.8 Management Strengths**

In view of the difficult implementation environment, the project has set up and staffed three “sub-bases” in the implementation areas of Mongbwalu, Kolwezi, and Mbuji Mayi. These sub-bases are staffed with a field coordinator who oversees the project work in that region, as well as a senior field officer. The latter is coordinating three field officers; each specialized in one project-related field:

- Education
- Community mobilization and outreach
- Trade unions and protection

The field officers, in addition to their specific tasks, also check school registers and follow up on the work of the RECOPEs. Further, Save the Children UK and the Solidarity Center have a good system of exchange of information between the three implementation sites, through quarterly meetings for all staff. During these meetings, the previous quarter’s implementation is discussed, as well as the forthcoming implementation plan.

Also, the project has initiated an exchange system of the field coordinators, who will periodically go to another implementation location for two weeks to learn from that site’s implementation experience and mining environment, and to contribute their own experience towards the project implementation in their region. This practice is important to build capacity and expertise among the staff members.

### **5.2.9 Management Areas That Need to Be Improved**

The evaluators felt that the project was well managed and that the staff members were competent in their field of expertise. However, the management of the data system could be improved, particularly in terms of following up on dropout children, as does human resource allocation (see Section 5.2.7 on the monitoring system, and Section 5.3.2 on the allocation of human resources).

### **5.2.10 Effectiveness of the Project’s Policy Towards School Fees**

Both Save the Children UK and the Solidarity Center agree on the project’s policy of not paying school fees. Both organizations consider the payment of teacher salaries as a duty of the Government of the DRC, and both organizations advocate this issue towards regional and central education authorities and in forums with other organizations and associations. The evaluators found that this was a sensible policy, since the project’s payment of school fees would have created an unsustainable precedent for outside assistance to provide a short-term and quick-fix solution of a systemic problem in the DRC.

However, the project policy, by not providing teacher payments and at the same time advocating free schooling, has created a paradox. If *all* the children stop paying the fees, the teachers, now lacking a salary, will probably leave drop their teaching position and seek work in the informal sector—the mines. Already many teachers acknowledged that they, and sometimes their children, were working in the mines during nonteaching hours to compensate for low salaries. If *certain* vulnerable children stop paying school fees, they will be chased from school. The current system of child labor paradoxically supports a perverse system in which the children support the teacher's salaries, and even the school administration. To a certain extent, the working children support the Government of the DRC, since a part of their fees goes towards payment of officials at the regional and central levels. This system cannot be broken without high-level commitment and government reform; it would be very difficult to engage at the children's level. Teacher frustration in Kolwezi and Mbuji Mayi, where the project has negotiated free schooling for project beneficiaries in some of the target schools, shows how difficult it is to change the system from the grassroots level up. Also, the evaluation found some evidence that teachers' frustration may in some cases have affected the teacher's conduct towards beneficiary children, since the latter are not paying school fees. A few cases of verbal abuse and stricter treatment of beneficiary children were reported.

A further problem is related to the schools' infrastructure and equipment. Many of the classes, especially in the first three years of primary, are overpopulated, with as many as 100 children in a dark classroom without any basic equipment or furniture. The project's withdrawal of children from the mines is adding to the problem of overpopulation in the classrooms.

### **5.2.11 The Project's Strategy for School Construction and Rehabilitation**

The comparative advantage of organizations, such as Save the Children UK and the Solidarity Center, lie in their "soft" components, such as training and awareness raising, and not in "hard" infrastructure projects. These organizations are not construction companies. Moreover, the project budget allocation of US\$2,500 per school was hugely inadequate to respond to even the most basic infrastructure needs of the schools.

Almost all of the schools that the evaluator visited during fieldwork had important structural defects, not to mention that they lacked sanitation and access to water. A further problem, exacerbated by the lack of electricity and the need to keep the windows shut to keep the dust out, was the darkness of the classrooms, putting considerable strain on the eyes of the children during lessons. As such, the schools cannot be said to represent a "safe" or "healthy" environment, although it could be argued that most schools probably represent a better environment than the mines.

In view of the problems mentioned above, the project has adapted several strategies to improve the schools' infrastructure. In Mongbwalu, the project has pooled resources from other Save the Children UK grants to construct or rehabilitate schools. In Kolwezi and Mbuji Mayi, it has advocated and promoted school rehabilitation and/or construction financed by the Mining Companies. These strategies have their limits in terms of the project's impact and effectiveness. For example, because of the worldwide economic crisis, the four schools targeted for rehabilitation and reconstruction in Kolwezi have not yet been upgraded since the mining

companies halted all school construction due to lower income resulting from the crisis. The free schooling that has been promised to the project beneficiaries is now in danger of being suspended (in certain schools, the children were already pressured to pay the fees for May 2009).

### **5.2.12 The Project's Approach to HIV/AIDS Awareness and Prevention**

This component has not yet started. It will be based on the Solidarity Center's model from South Africa; it will promote awareness of, but will not distribute, condoms. It should be noted that over half of the project beneficiaries are below the age of sexual maturity. The project, through its engagement with children's clubs (including scouts and Kiroso), as well as children's school committees, has important venues for raising awareness and prevention of HIV/AIDS. Also, contact has been initiated with the United Nations Population Fund and local NGOs to obtain materials on awareness-raising and to cooperate in training various stakeholders on HIV/AIDS.

### **5.2.13 Lessons Learned and Best Practices (Project Effectiveness)**

Some of the lessons learned and best practices of the project implementation are as follows:

- The set up of the three sub-bases are crucial for successful project implementation and monitoring work.
- The use of community groups, such as scouts and Kiroso, to follow up on and monitor the children can, to a certain extent, counteract peer pressure to go work in the mines.
- The capacity building of community-level stakeholders (COPA and RECOPE) is crucial and transfers ownership of the child protection process. There is a need to include management and leadership training in the training modules to ensure the sustainability of the process.
- Teacher training is an effective tool to obtain teachers' buy-in on the program. It enhances understanding of what the project does and simultaneously improves the quality of the learning in the schools.

Also, the baseline studies and research conducted by the project has provided invaluable insight into the stakeholders and local mining situation of the DRC.

## **5.3 EFFICIENCY**

### **5.3.1 Cost-effectiveness of the Project**

As recommended by the World Bank's IEG criteria for project cost analysis, cost-effectiveness of the project is measured against the following broad questions:

- Has the program cost more or less than planned?
- How do actual costs compare with benchmarks from similar programs or activities?

- What would be the implications of scaling the program up or down in terms of costs, cost-effectiveness, or efficiency?

A wider and more complete cost analysis would be out of the scope of this evaluation. Nevertheless, the evaluator believes that these considerations will provide some indications about the cost-effectiveness of the project.

### ***Cost of project activities***

The costs of the project are higher than originally expected, especially as related to travel costs and time allocated for travel. A further cost problem with the initial budget was that resources had been divided equally among the three implementation regions. This system proved to be less than optimal in terms of budget allocation, since the cost levels of the three regions have proved to be widely different. A further problem inhibiting the effectiveness of the project was that the rehabilitation costs were hugely underestimated.

### ***Costs of this project against benchmark figures for similar activities***

No benchmark figures for similar activities exist. For certain activities, the project aligned its costs to what is considered normal by UN and international practice. For example, the ALP teachers' payment is based on UNICEF practices and corresponds to US\$50–75 per month. The project's budget is generally aligned to similar Save the Children UK projects. During the evaluation fieldwork, World Bank and other international staff stated that Save the Children UK projects generally had a good reputation in the country and that costs should correspond to relatively competitive rates. Save the Children UK staff confirmed that the project's itemized costs were "quite similar to other NGO project costs."

### ***Costs-effectiveness of scaling up project activities—or of scaling them down***

Project personnel found that the marginal costs involved in scaling up activities would be slightly lower per beneficiary child, but that the savings "would not be considerable." Also, the project timeframe of three years was said to represent "tremendous savings in staff costs." Any project extension can concentrate on things that have proved successful, ALP for example, and thereby enhance cost-effectiveness. Any pilot project involving a large amount of research and data gathering, would necessarily prove more expensive than a follow-up project scaling up activities that have proved successful in the past.

As for scaling down, project personnel said that the project could focus on, for example, formal schooling—and provide a more thorough follow-up of each beneficiary. Such a program could give a scholarship matching the school fees to each participant and bind the scholarship to a contract between the project and the beneficiary child that engaged the child to stop working in the mines. On a similar, smaller scale, a project could have focused on a reduced number of beneficiaries to receive professional training. Such a program would have cut most of the support personnel costs and could have successfully engaged former child soldiers.

These are just examples given by the project staff of what a scaled-up or scaled-down project would look like and what it would have entailed in terms of costs. They are provided as inputs

into the cost-effectiveness considerations of the project. The evaluator does not recommend that the project, at this time, implement any of the possibilities above, especially in terms of scaling down activities. Although such downscaling of activities would enhance control of the work status of the children, it would also jeopardize a number of activities that are currently planned or just starting up; the payment of school fees may undermine the project's work at policy levels as well as its work with the RECOPE.

In view of its achievements at the time of the midterm evaluation, especially the ALPs, primary school enrollment, and direct educational services provided, as well as training and awareness-raising activities, it can be said that the project is cost-effective in terms of its individual activities and in terms of its outputs in an extremely challenging environment. However, it should be noted that this cost-effectiveness is not measured against the stricter USDOL criteria, especially in terms of the notions of withdrawal of the children and monitoring of their work status. The evaluator does not believe that a project withdrawing a very reduced number of children from the mines, paying their school fees and some kind of income compensation, and effectively monitoring their work status would be more cost-effective, since it would represent much higher unit costs against uncertain efficiency gains.

### **5.3.2 Financial and Human Resources**

The financial and human resources of the project are well allocated. However, during the evaluation, some senior staff members pointed out that the project does not make sufficient use of Save the Children UK resources and specialists, such as the international Save the Children UK protection and education specialists in Bunia, who could provide backstopping of the projects activities in Mongbwalu. To free up a budget for such backstopping, it was suggested (by Save the Children UK staff), that Kinshasa-based project personnel take up a broader Save the Children UK mandate, ensuring that REETE activities are better integrated with other Save the Children UK projects. Such reallocation of resources would have the added advantage of cutting down the project's travel costs and free up time used to travel.

### **5.3.3 Efficiency of the Monitoring and Reporting Design**

As noted in Section 5.2.8, the database was operational but not updated at the time of the evaluation; therefore, it could not be evaluated. The database could be an important feature in the monitoring and reporting design, especially if it is combined with effective follow-up in the field.

### **5.3.4 Lessons Learned and Best Practices (Project Efficiency)**

Distances and transportation difficulties in the DRC represent double cost to the project: not only is it costly in terms of project budget, but also the traveling consumes a lot of staff time. For example, the evaluator used more time traveling within the DRC than he spent conducting fieldwork. Likewise, staff members based in Kinshasa confirmed that they frequently spent more time traveling than conducting fieldwork. Under such difficult circumstances, it is necessary to decentralize as many operations as possible. The creation of local offices was a very important step in this direction, and an example of a best practice.

## **5.4 IMPACT**

### **5.4.1 Impact to Date on Individual Beneficiaries**

#### ***Direct beneficiaries***

Children are sensitized to the dangers of mining work and the benefits of education. Most of the beneficiary children have received an educational kit containing notebooks and pencils. Some have received a uniform. The children have been withdrawn from their former work, but many return to the mines in the afternoons, and during weekends and holidays. The extent to which their current employment should be characterized as WFCL is not always known.<sup>15</sup> Also, in some areas, police and project intervention have made the children afraid of being “caught” working in the mines—they run away when they see police uniforms or Save the Children UK “red shirts” (Save the Children UK staff members wear the organization’s red shirts). Some police officers have used the interdiction of child work as a means to extort payment from the children they catch working. This unintended impact is currently being addressed by the project through activities including training sessions of the police force.

In many areas, the non-work leisure options of the children have been massively improved, through scout, Kiro, and sports and hobby activities arranged by school committees. The children are also better informed about rape and have improved knowledge to identify what constitutes rape (for many children, rape will just be “the way things are” and not be identified as a crime); they also have better access to protective networks in case of rape.

#### ***Parents***

The parents have been sensitized to the dangers of mining work for children and the benefits of education. Some parents have received training from the project through their involvement in COPA and RECOPE.

#### ***Teachers***

The teachers have been sensitized to the dangers of mining work for children. They have better access to teaching tools, such as maps and posters, although some teachers stated that they were not consulted about the appropriateness of these learning tools. It should be noted that there is a total lack of books for teaching in the DRC, both for the students and the teachers; so these posters have the potential to be very useful. Some teachers have received pedagogical training from the project, which may have improved their planning and teaching skills.

Some teachers have lower salaries as a result of the project. This is an unintended impact of the project and has resulted in teacher dissatisfaction in some areas.

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<sup>15</sup> Many interviewed community and aid workers characterize all mining work as WFCL, whereas some of the children say it is “OK” and “not too heavy.” See also Section 6.1 for project comments on the definition of WFCL.

## **5.4.2 Impact to Date on Community Organizations**

### ***COPA***

Some COPA have received training. Their members have been sensitized to the dangers of WFCL, especially as related to children's work in the mines.

### ***RECOPE***

RECOPE have been created in all the project communities; they include children and school representatives, as well as other community members. These associations have been trained and are following up on the beneficiary children's school attendance. The value of the RECOPE work is variable: In some instances this follow-up is irregular and infrequent; in other cases, it seems to be functioning quite well. It should be noted that the RECOPE corresponds to a long-established Save the Children UK model and has been used quite successfully in other (non-REETE) communities.

## **5.4.3 Impact to Date on Government and Policy Structures**

### ***National and regional committees to combat WFCL***

The National Committee to Combat WFCL is working closely with the project, which has taken up some of the ILO-IPEC functions in terms of support of the committee. Regional committees are being organized in the project regions and have received support from the project. Since these organizations have been created very recently (or are still being created), it is impossible to determine the exact impact of the project, other than that the project staff's support has been important in the setup and follow-up of the committees.

## **5.4.4 Impact on Education Quality**

It is too early to assess the impact of the project on educational quality. The short descriptions below provide some indications as to how the project is likely to affect the education quality.

### ***Formal education***

The project has improved the infrastructure in certain schools and provided educational supplies and pedagogical tools that have increased the quality of teaching. By contributing to further overcrowding of the classrooms, the project also may have some negative impact on the educational quality of certain schools. Also, teachers who are receiving a lower salary as a result of the project's intervention may be less motivated to teach.

### ***ALPS***

The project, by creating the ALPs, is likely to have a massive impact on the lives of the children attending these programs, since they will enable them to complete primary and possibly secondary school. The teachers of the ALPs have been trained by the project. Save the Children UK senior staff members noted that the ALPs could create a possible perverse situation in which

the children dropped out of formal training to attend an ALP, which would have two main advantages: it progresses twice as fast as formal schooling and it is free. Such a situation had apparently been noted in Cishimbi Primary School in Mbuji Mayi, where children who enrolled in formal schooling dropped out to attend ALPs, despite the project's refusal to allow this practice.

### **Professional training**

The project will strengthen professional training structures by providing them with materials. This, together teachers training, is likely to improve education quality of these structures. Similar to the possible perverse effects of ALPs, children in Pili Pili in Mongbwalu were reported to have dropped out of formal school to wait for the start of the professional training; they felt that they were too old to attend formal school and that professional training was better for them.

### **5.4.5 Emerging Trends or Issues**

In Mongbwalu, Ashanti Goldfields Kilo (AGK), a subsidiary of AngloGold Ashanti, is setting up activities within a 10,000 km<sup>2</sup> area around Mongbwalu, known as Concession 40. Concession 40 is held by the state-owned corporation, *Office des Mines d'Or de Kilo-Moto* (Government Gold Mining Company, or OKIMO), and is managed in a joint venture between AGK and OKIMO.

During the evaluation fieldwork, discussions with NGOs in the area confirmed that AGK is likely to rapidly expand mining activities in the area, and that this may necessitate the resettlement of self-employed miners in an expanded area of up to 20,000 km<sup>2</sup>. This has the potential to create a complex situation in which the current socioeconomic structures in the REETE intervention area may be changed by the arrival of expert miners to take over the current informal (artisanal) mining in the area.

AngloGold recognizes the problems of such a situation and has stated that it is committed to “the identification and development of regulated artisanal and small-scale sites or alternative livelihoods that are sustainable, safer, and provide a better livelihood to the miner and his or her family.” However, the group also acknowledges that “there is an inherent potential for conflict between large-scale operators, such as AngloGold Ashanti, working within a formal, regulated land tenure framework on the one hand, and small-scale miners on the other. The situation is exacerbated by the fact that these miners [in Mongbwalu] may claim to have an historical entitlement and may experience difficulty in accessing appropriate land, considering the preference given to large-scale operators in the allocation of mining licences and capital development incentives. At the same time, the lack of regulation, ambiguous legislation or a legal framework which is inappropriate for small-scale and artisanal operators (and consequently is not enforced) results in the potential for further conflict to extend to security forces, the police and the state.”<sup>16</sup> It follows that the socioeconomic situation of the area may be radically changed, for better or worse, within the lifetime of the project.

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<sup>16</sup> AshantiGold. (2008). *Country report DRC*. Retrieved from <http://www.anglogold.com/About/Regional+and+Operational+Information.htm>.

## **5.4.6 Lessons Learned and Best Practices (Project Impact)**

Cooperation and work with local companies, such as AGK and Katanga Mining, are necessary for several reasons, described as follows:

- The work of these companies will have an impact on the local socioeconomic situation—hiring and possible resettlement in Mongbwalu, licensing in Kolwezi.
- These companies have strong social components and seek to cooperate with local associations and NGOs to improve social service delivery in their operation area.
- These companies have ethical guidelines that are strongly prohibiting their involvement with child work; they would therefore be interested in work that can reduce the incidence of WFCL in their concessions.

A further lesson learned is specific to the unusual implementation environment of the DRC and related to the project's cooperation with police and local authorities. Such cooperation must be accompanied with strong training components to avoid the authorities harassing working children.

## **5.5 SUSTAINABILITY**

### **5.5.1 Exit Strategy and Sustainability Plan**

The REETE project has an exit strategy and a sustainability plan. The feasibility to implement this plan and its chances for being fully successful are slight in the current economic climate; it will depend on future government and community commitment. As the project document notes, “The sustainability of the program will rest upon the ability and willingness of government and communities to take up approaches developed and promoted within this project to reduce harmful child labor.” Since school fees are unlikely to be abolished within the lifetime of the project, its child protection strategies may not all prove successful and sustainable. For example, since the Government of the DRC is incapable of ensuring teacher salaries, it is unlikely that it will take over the financing of ALP teachers. Some communities, however, may wish to continue ALP education. In such cases, it is likely that children will have to start paying school fees, which again may increase the likelihood of children combining schooling with work.

Structures initiated by the project, RECOPEs in particular, may be *partially* sustainable, according to project personnel (and based on previous Save the Children UK experience). In other words, certain RECOPEs with dynamic members may continue child protection work, while others may cease to perform any actual work. The project strategy of providing members of these structures with management training, and trying to make them become independent organizations, is sound. However, during the evaluation fieldwork, it was noted that these structures operated as project structures, following up exclusively on project beneficiaries, and not on other children engaged in hazardous work. The project's initiatives to provide these associations with a legal status are very important to ensure sustainability. A legal status (as a community organization) would enable the RECOPEs to open bank accounts and would also

make it easier for the more dynamic RECOPEs to raise funding for future protection-related activities.

The work with scouts and Kiros, and to a certain extent school committees, is likely to be sustainable, since these organizations are long-established community groups with a social mandate. However, in the past these organizations were supported by the Catholic Church, other religious denominations, and the mining companies. In the current unfavorable economic context, scout and Kiro leaders told the evaluators: “We have nobody except the project to support us now.”

### **5.5.2 Leveraging of Non-Project Resources**

The project has been successful in pooling resources from other Save the Children UK projects, strengthening its implementation. In Mongbwalu, this is expected to lead to four fully rehabilitated schools. Also, the project has been working very closely with mining companies, especially in Kolwezi, and has been successful in obtaining an agreement for the rehabilitation of four target schools in the area.

### **5.5.3 Partnerships in Support of the Project**

Save the Children UK participates in the Kinshasa-based *Groupe des ONG qui travaillent sur l'éducation* (NGO Thematic Group on Education, or GOTEC). However, members of GOTEC did not know about the REETE project—and did not know its individual staff members. Child labor was not on the agenda of the group.

### **5.5.4 Level of Involvement of Local Government Institutions**

Local civil servants seem to be well aware of the project and have stated their support for it. Some of the regional church leaders in charge of education, however, found that the project had not sufficiently involved them in planning from the beginning. Also, they did not support the project's fee strategies, which they said would not be sustainable. The mayor of Kolwezi, who received the evaluation team, also underlined the difficulties of the sustainability of project activities in the current economic climate. She very much emphasized that a message should be brought to USDOL that the project was very useful and necessary, and she pleaded for its continuation through continued USDOL funding. The example illustrates a frequent government position, emphasizing the need for external support for educational and protection activities to take place and to function well.

### **5.5.5 Coordination with the Host Country Government**

The project coordinates closely with the National Committee to Combat WFCL. The committee has recently, with the assistance of the project, published a work plan in which each activity is matched with a donor. REETE appears to be a major contributor to the committee.

### **5.5.6 Coordination with the ILO/IPEC**

ILO-IPEC's program stopped last autumn, and REETE's staff has subsequently had little coordination with the group. However, a newly arrived ILO staff member (in charge of child labor issues) participated in one of the evaluation meetings and said he would be interested in a stronger cooperation with REETE.

### **5.5.7 Coordination with International and Multilateral Organizations**

Coordination with Kinshasa-based UNICEF staff was lacking, although the project has coordinated with local UNICEF offices in the provinces. In Mongbwalu, the project has also had extensive contact with *Mission de l'Organisation des Nations Unies en République Démocratique du Congo* (Mission of the United Nations Organisation in the Democratic Republic of the Congo, or MONUC) for logistics and safety reasons.

### **5.5.8 Work with National NGOs and Community-based Organizations**

The project's major cooperation partners are the scout and Kiro organizations. Also, other NGOs will be associated with the project, mainly to assist the RECOPEs with child tracking and data collection.

### **5.5.9 Lessons Learned and Best Practices (Sustainability)**

The work with COPA, scouts, and Kiro, which are all long-established organizations likely to continue activities beyond project implementation, are examples of best practices. Newly established institutions such as RECOPE need massive capacity building and management training to survive. Most of these institutions still consider themselves project institutions, with a mandate linked exclusively to the project beneficiaries.

## VI RECOMMENDATIONS

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### 6.1 KEY RECOMMENDATIONS—CRITICAL FOR SUCCESSFULLY MEETING PROJECT OBJECTIVES

#### *Definition of WFCL*

The project should consider establishing a working definition of WFCL<sup>17</sup> and focus on preventing children from engaging in these forms—prostitution, use of chemicals (mercury) and dynamite in the mining process, and working inside mining shaft. Since the project, because of the current socioeconomic situation, is unlikely to prevent all beneficiary children from engaging in all forms of work, it should focus on the gradual withdrawal of children from WFCL. At this time, the project estimates that 25–30% of the withdrawn children have previously been engaged in WFCL.

#### *Selection of beneficiaries*

The selection of some beneficiaries was made during the holidays, a time during which many children who attend school regularly work summer jobs in the mines.<sup>18</sup> They will be interested in enrolling in a project, since it may give them advantages, such as school kits or even free schooling. To ensure the enrollment of the most needy, it is recommended that the project identify project beneficiaries during school hours (in the morning on school days), and not during the holidays. An attractive alternative, adapted in Mongbwalu, is to consider all the school children in the target schools as project beneficiaries, since they all belong to vulnerable, working, or at-risk groups.

#### *Selection of beneficiaries to be enrolled in ALP and professional training*

A number of children enrolled in formal training expressed the wish to leave formal training and start the ALP or professional training courses, since these alternatives training structures represented attractive features: they were free and they could lead to accelerated learning and/or improved future earnings. The project should ensure that the selection of children for ALP and professional training corresponds to the target group and does not cause dropout from formal schools.<sup>19</sup>

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<sup>17</sup> The project stakeholders noted that the working definition that most groups can agree to is: “Work that causes death, sickness or disfigurement/amputation, or prevents a child from an appropriate education. All groups agree that there are certain types of labor that can be safely done by children around artisanal mining with the proper adult supervision.”

<sup>18</sup> The grantee noted that the selection for the next academic year began before the end of the school year for the upcoming (2009–2010) school year and provided some explanatory notes about the school kits: “The identification/selection process for the 2009–2010 academic year began before the end of the previous school year. We know that free education is not enough of a financial incentive to permanently remove children from artisanal mining. Providing school kits to all students will not alter this. School kits to all children are intended to minimize any stigma or discrimination as a result of their participation in the program.”

<sup>19</sup> The grantee noted that “the timing of the start of the ALP and professional training programs is intentionally one month after the start of the academic year in order to discourage children from leaving formal schools to join the

## **6.2 OTHER RECOMMENDATIONS—AS NEEDED**

### **6.2.1 Relevance**

#### ***General review of strategies, target number of enrollees, and direct services provided***

The project's objectives and strategies in terms of beneficiary selection and provision of services may not prevent all children from engaging in labor. A review of the number of target beneficiaries—possibly reducing the number of target beneficiaries and increasing the services—may yield a better impact. It may be useful, at midterm, to reassess strategies and concentrate future implementation on the most successful intervention types. In particular, successful activities, such as the work with Kiro and scouts, as well as the ALPs, could provide some avenues for increased attention and strengthened implementation.

#### ***Very young working children***

USDOL and the project team should consider various ways of including the many working children that are below school age in protection networks. It should be noted that the REETE project was not designed to service the preschool target population. Accordingly, new strategies, techniques, and tools will have to be developed and deployed to service this age group; these strategies, however, should probably not be based on the legal prohibition of bringing the children to the mines, since it may ultimately result in less supervision and less safety for the children.<sup>20</sup> These children, age 6 and under, can be considered as the most vulnerable mine workers.

#### ***Strategies towards excluded groups***

The project did not have specific strategies toward excluded groups, such as the pygmies, handicapped children, and albinos. It is recommended to set up specific strategies to better include these groups in the project.

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ALP/professional options. The RECOPEs and COPAs have been instructed and are vigilant in ensuring that children who are too old for primary school are directed towards the informal options.”

<sup>20</sup> The mines in which the children were found represented a relatively controlled and supervised environment. Project activities should focus on how to further improve the safety of working children (i.e., prevent them from engaging in WFCL), and to create alternatives for **all** working children below a certain age (e.g., an age range of 8–10 years may be considered as a no-tolerance limitation for child work). However, as noted by the grantee, focusing on the under 6 age group may prove to be a difficult reorientation under the current project scope: “This change entails a change of focus that requires strategies and techniques that are currently not included in this project. There is a concern that focusing on the under 6 age group would reallocate resources away from older children who need an education and vocation if they are to earn a livelihood away from artisanal mining.”

## **6.2.2 Effectiveness**

### ***The project monitoring and data system is not always linked to action***

Consideration of ways the data-monitoring system could be linked to rapid field-based follow-up is recommended. The current slowness of the follow-up system is partially connected to the fact that the project database is still being updated, and not all information regarding project beneficiaries was computerized at the time of the evaluation. However, a red flag system should be developed for an early identification of implementation problems, such as massive dropout of project beneficiaries in a school, and a correspondingly quick response from the project's side.

### ***Certain project beneficiaries did not receive school kits***

It is recommended to look into the direct services provided by the project, and where necessary, provide such kits (or other direct services) to the project beneficiaries.

### ***Most schools have inadequate lightening, water, and sanitation, Certain schools may represent a dangerous environment***

It is recommended that a risk analysis of the school environment be undertaken, to assess the problems associated with frail infrastructures, dark classrooms—and corresponding eyesight strain, lack of sanitation and water, and relative risks associated with problems of violence, rape, and drugs. This analysis could be used to prioritize the project's intervention to rehabilitate the schools that represent the highest risks. Also, the school environment risks could be compared with the risks children face in various work environments. The project's task should be to minimize the risks in both environments, especially with regard to the most vulnerable children in the preteen age (12 and under).

## **6.2.3 Efficiency**

### ***Decentralize project activities and review the staff structure***

In view of the very challenging implementation environment and transport problems, a review of staff structure is recommended taking into consideration which activities or positions could be further decentralized. For example, further involvement of Save the Children UK education and protection staff members in Bunia could ease the central staff members' work load on Mongbwalu, and ensure a greater harmonization and reinforcement of Save the Children UK's operations in the area.

## **6.2.4 Impact**

### ***Project presence in GOTEC***

The project should have a clear visibility and advocating role in GOTEC and promote a more active cooperation and coordination with other NGOs involved in education.

### ***Coordination with UNICEF, ILO, and other international organizations***

Although the project has a clear and active coordination with many organizations at the decentralized level, it is important to duplicate these connections at a central level, in Kinshasa. Most of these organizations would also be very interested in the lessons learned and experiences of this project, especially since the findings are backed by extensive research documentation (baseline study and database). Also, since some of these organizations may have privileged access to certain government levels, they can advocate REETE's cause at a high policy level.

### ***Coordination with AGK and monitoring of the situation in Mongbwalu***

The socioeconomic situation in Mongbwalu may be unrecognizable in the near future, because of the planned increase of AGK activities. It is important that the project actively monitors the situation and initiates further contact both with AGK personnel and with other concerned NGOs.

### ***Coordination with Save the Children US's former operation in Guinea***

USDOL recently financed a very successful EI project in Guinea (completed in summer 2008), which developed a large number of training modules for various project stakeholders—children clubs, teachers, and parents associations. It would be useful for the REETE project to establish contact with that project and evaluate which training modules could be adapted for use in the DRC.

## **6.2.5 Sustainability**

Review of the sustainability plan of the project. The project's sustainability plan was based on certain assumptions that may not all be equally applicable in the current political and economic situation. It is therefore recommended to reassess the project's activities in view of sustainability.

Review of the timeframe of implementation. The project's duration of three years should be reassessed in view of the sustainability of the activities. For example, the assignment of certain core staff may be prolonged for an extra year to cover certain operations of the project. Such changes will of course entail reallocation of the project budget, and possible changes in the number of beneficiaries and services offered.

## **6.3 SPECIFIC RECOMMENDATIONS REQUESTED BY SAVE THE CHILDREN UK**

### **6.3.1 Monitoring and Evaluation of Beneficiaries During Holidays and Outside of the Academic Year**

In view of the pyramidal structure of project beneficiaries (see Section 5.2.7), it is recommended that the project divide the monitoring and tracking of work status according to the population group. Regular monitoring and evaluation by RECOPEs and COPAs can focus on the beneficiaries at the bottom of the pyramid—children who live with their parents. Alternative means of tracking can be tested for the mobile beneficiary groups, possibly with the involvement of local NGOs.

### **6.3.2 Income Replacement for Families Whose Children are Withdrawn from Mining**

Discussion with children during fieldwork demonstrated that the income from their work tends to go toward the payment of school fees, clothes, and consumer goods, such as cell phones. It would be very difficult to provide alternatives to work for teenaged children, even if the project could negotiate free schooling. Therefore, it may be useful to test various approaches to withdraw preteen beneficiaries from work and at the same time ensure that teenagers do not engage in WFCL, even if they are fully employed. Various approaches should be tested for families where preteen children are withdrawn, including income-generating activities. Although the project cannot provide microfinance support to the families, it can provide training in income-generating activities, including micro-gardening, shop keeping, and other relevant activities. Also, various awareness-raising approaches should be considered to prevent WFCL for all children, and all forms of regular work for preteen children.

### **6.3.3 Use of Project Funds for School Rehabilitation Supported by Multiple Donors**

Any pooling of funds, as is already the case in certain project areas, is highly recommended. The project's coordination with mining companies in Kolwezi is an example of a best practice; similar practices could be extended to a deeper coordination with AGK in Mongbwalu. Also, firmer cooperation with international organizations and NGOs at the central level could provide avenues for further multi-donor cooperation.

### **6.3.4 Efficient Use of Community Monitors Who Have Low Levels of Education**

USDOL has financed a number of successful EI projects that have dealt with training stakeholders with a low level of education. It may be possible for the REETE project to use some of the training resources developed by other projects; for example, the aforementioned Save the Children US project in Guinea, and evaluate which training modules could be adapted for training of RECOPE and community monitors in the DRC.

### **6.3.5 Institutional Support and Capacity Building for Partners—Reliance on Unpaid Partners to Monitor Stakeholders**

In addition to the training mentioned in Section 6.3.4, the project should consider dividing tracking, follow-up, and database management into different tasks to be performed by different entities. For example, community monitors with low levels of education could perform a low-level and basic tracking and follow-up of the children, which the project would want to be sustained beyond its lifetime. Then, paper-based follow-up for database management and tracking, and for research, could be outsourced to a local NGO.

### **6.3.6 Use of Motivation Fees/Honorarium for Underpaid Teachers and Civil Servants**

The project can set up contracts for teachers and civil servants to be paid for the services they provide to the project, as long as these services are performed outside the normal hours of duty and do not constitute a part of the teachers' normal duties. Also, the project could investigate the use of a USDOL project model in Latin America called *Espacios para Crecer* (Spaces for Growth) and *Salas de Tareas* (After school programs) that offer extended hours of classes, life skills, and recreational activities during off-school hours to keep children from working in the afternoon. Teachers could be paid an honorarium for the extra work, and this might help make up for the lost income from fewer children paying school fees. Save the Children UK and the Solidarity Center have, as principle, *not* been paying the teachers' salaries and thereby *not* alleviating children's school fees. Any such payment would be highly unsustainable and would be contradictory to the project's engagement with the Government of the DRC, to try to pressure it to assume the financing of education.

### **6.3.7 Addressing Unintended Consequences of the Project, Such As Assistance and Support to Non-Targeted Schools That Have Had an Increase in Enrollment as a Result of the Project**

Most schools in the area are overcrowded, especially new and rehabilitated schools. Whereas the project might not have any possibility to provide support to these schools through its own budget, it may be useful to set up a database of the schools in the region, with information about the safety in the schools (see the recommendations in Section 6.2.2 for creating a safety assessment of project schools). The files and database of hazardous schools could be used in negotiations with other donors and partners, such as mining companies, and inform them about the local school situation, to raise funds for the improvement of the least safe schools.

## **VII CONCLUSION**

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The REETE project is an important project operating in an extremely challenging environment. The project has so far succeeded in enrolling a large number of children in primary schooling, ALP, and professional training. After only 18 months of existence, the project, has shown a number of notable results in terms of awareness raising and the creation of protection structures, such as RECOPEs. Also, the project has, through its baseline study, collected important research documentation. However, it has also met important challenges, the most notable of which is the work status of children. As for the children's need to pay school fees, in the context of poverty and a difficult economic climate, it will be very difficult to ensure a full withdrawal of all the beneficiary children from their work. To deal with this complex issue, the project may need to accept that teenagers will be involved in some paid work in the mines, but the project should try to prevent them from WFCL while advocating against mine work for all preteen children.

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# ANNEXES

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## **ANNEX A: REPORT FROM LOCAL EVALUATOR**

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### **RAPPORT D’EVALUATION DU PROJET REETE A Mbuji Mayi**

(Du 26 au 31 mai 2009)

*Par Francis LOKA KONGO*

*Consultant National*

### **LISTE DES ACRONYMES**

AGR	Activités Génératrices de Revenu
ALP	Accelerated Learning Programs ( <i>Programme d’Apprentissage Accéléré</i> )
COPA	Comité des Parents
EP	Ecole Primaire
EPSP	Enseignement Primaire, Secondaire et Professionnelle (Ministère qui a en charge l’éducation en RDC)
Fc	Franc Congolais (Unité monétaire)
ONG	Organisation Non Gouvernementale
PROVED	Provincial de l’éducation (Responsable de l’éducation au niveau de la province)
Sous-PROVED	djoint du PROVED
RECOPE	Réseau Communautaire de Protection de l’Enfance

Le projet REETE a démarré à Mbuji Mayi au mois de janvier 2008 avec le recrutement du staff, la formation du staff recruté au mois de mars, l'étude de base au mois d'avril et le processus de mise en place de RECOPE au mois de mai dans 4 sites (Bakwa Cimuna, Luamuella, Bakwa Bowa, Boya). Le site Bipemba Divo était déjà pourvu en RECOPE par le programme enfants séparés et abandonnés de la protection. Le RECOPE est dirigé par un comité de 20 membres dont 10 sont des enfants et ces derniers forment le comité d'enfants. L'identification des écoles cibles a été faite sur la base des critères suivants : l'appartenance de l'école à l'Etat (école publique), la capacité d'accueil, une école recevant déjà plus de 600 élèves et la proximité de l'école par rapport aux sites miniers. C'est ainsi que le projet est mis en œuvre dans 5 sites miniers dans lesquels il y a 8 écoles ciblées. Dans le cadre de la mission d'évaluation, 4 écoles ont été visitées. Il s'agit de l'EP Cishimbi, l'EP Bena Kabindi, l'EP Dilunga et l'EP Tshipuka.

### Les sites d'intervention du projet REETE

	Nom du site	Nombre de mines dans le site	Distance du centre de Mbuji mayi	Nom de l'école appuyée	Observations
1	Bakwa Cimuna	29	20 Km	EP Tshishimbi <sup>1</sup> EP Nzevu Tshilanda	REETE a réhabilité et équipé l'EP Cishimbi, le programme ALP y est organisé, il y a un RECOPE et les comités d'enfants dans les 2 écoles et 1 comité pour le programme ALP.
2	Luamuella	7	25 Km	EP Luamuella	Aucune réhabilitation, le programme ALP y est organisé, le site a un RECOPE, 2 comités d'enfants (EP Luamwela et classes ALP)
3	Bipemba/ Divo	4	5 Km	EP Kanshi	Site situé dans la ville de Mbuji Mayi, une seule école ciblée qui n'a pas été réhabilitée. Le programme ALP y est organisé, le RECOPE de ce site est le plus ancien.
4	Bakwa Bowa	16	35 Km	EP Bena Kabindi <sup>1</sup> EP Dilunga <sup>1</sup>	Les 2 écoles ciblées sont appuyées, l'EP Bena Kabindi est en cours de réhabilitation tandis que l'EP Dilunga a été réhabilitée et équipée. Il y a un RECOPE fonctionnel, 4 comités d'enfants formant un club d'enfants de Bakwa Bowa
5	Boya	11	60 Km	EP Kapeta EP Tshipuka <sup>1</sup>	Site le plus éloigné du projet et l'accès est difficile à cause de l'état de la route. Deux écoles sont appuyées et aucune d'elle n'a été réhabilitée. Dans le site, il y a un RECOPE fonctionnel, 4 comités d'enfants formant un club d'enfants de Boya.

<sup>1</sup> Ecoles visitées

Pour identifier les bénéficiaires du projet, on a procédé d'abord à la sélection et la formation des enquêteurs. Ces derniers étaient composés des enseignants, des membres du RECOPE et de quelques agents des services publics (division des affaires sociales). L'identification des enfants dans les mines s'est effectuée au cours des mois de juin et juillet 2008 et à l'issue de cette opération, plus ou moins 3.422 enfants ont été identifiés, 2.436 sélectionnés et 2.101 placés dont 664 à l'école formelle, 1.129 suivent le programme ALP et 308 suivent une formation professionnelle. D'après les informations recueillies sur place, il se dégage que les enfants sélectionnés sont réellement ceux qui devaient bénéficier du projet. La différence entre les

enfants sélectionnés et ceux qui ont été placés s'explique par le fait que certains enfants ont migré avec leurs parents, d'autres se sont mariés (principalement les filles) et le décalage entre l'identification et le début de la formation professionnelle. Certains se sont découragés et sont retournés dans les mines.

Avant de poursuivre, il est utile de préciser les concepts utilisés. On parle de l'enfant dans la mine, tout enfant se trouvant dans la mine quelle que soit l'activité qu'il y exerce. Alors qu'un enfant retiré est tout enfant identifié, sélectionné et placé. Les frères et sœurs des enfants des mines et qui ne fréquentent pas encore les mines sont considérés comme des enfants épargnés.

#### Statistiques des bénéficiaires du projet REETE

Catégories	Féminin	Masculin	Total
Enfants identifiés	1.036	2.386	3.422
Enfants sélectionnés	1.009	1.427	2.436
Enfants placés	849	1.252	2.101

#### Répartition des enfants placés selon le sexe et le type de formation

	Féminin	Masculin	Total
Ecole formelle	253	411	664
ALP	414	715	1.129
Formation professionnelle	182	126	308
<b>Total</b>	<b>849</b>	<b>1.252</b>	<b>2.101</b>

Site	Niveau ALP	Elèves inscrits			Elèves ayant abandonnés			Effectif actuel
		Filles	Garçons	Total	Filles	Garçons	Total	
Bakwa Cimuna*	1	200	299	499	75	89	164	335
Luamuella	2	180	305	486	72	89	161	325
Bipemba Divo								
Bakwa Bowa*	3	33	111	144	23	30	53	91
Boya*								
<b>Ensemble</b>		<b>414</b>	<b>715</b>	<b>1.129</b>	<b>170</b>	<b>208</b>	<b>378</b>	<b>751</b>

\*Le programme ALP3 est organisé uniquement dans les sites suivants : Bakwa Bowa, Bakwa Cimuna et Boya.

Malgré la gratuité du programme ALP, on constate que 33% d'élèves ont abandonné. Cette situation s'explique entre autres par le mariage des filles, la migration des parents vers d'autres sites miniers et d'autres zones agricoles, nécessité pour l'enfant retiré des mines de contribuer à la survie de sa famille et certains enfants n'arrivent pas tenir à cause de la faim. En plus des raisons ci-haut évoquées, pour les élèves des écoles formelles, la difficulté de payer les frais scolaires est la principale raison d'abandon. D'ailleurs, la plupart d'enfants du programme ALP3 de l'EP Tshishimbi envisagent de retourner à la mine à la fin de l'année par manque d'argent

pour financer les études secondaires. Le seul moyen pour eux d'éviter de retourner à la mine est que le projet leur offre une formation professionnelle.

Dans toutes les écoles visitées, les directeurs ont déclaré que le non paiement des frais scolaires n'entraînent pas le renvoi mais on admet volontiers que c'est l'enfant lui-même qui finit par fuir jusqu'à ce qu'il sera en ordre. Mais en réalité ce sont les pressions exercées sur lui qui l'incitent à fuir. Ces pressions sont du genre : « *demain si tu ne paies pas, tu n'entreras pas en classe* » ou « *à partir de telle date si tu ne paies pas, tu n'entreras pas en classe* ». A force d'entendre ce genre de menace voilée, l'élève finit par fuir de lui-même. Bien que les responsables de l'école ne le disent pas mais je pense que c'est une pratique répandue dans la mesure où un enseignant a déclaré : « *pourquoi j'enseignerai gratuitement les enfants des autres alors que mes propres enfants n'étudient pas ou sont chassés de leurs écoles pour non paiement des frais scolaires ?* »

	EP Cishimbi	EP Tshipuka	EP Bena Kabindi	EP Dilunga	Ensemble
<b>Effectif total (Septembre 2008)</b>					
Fille		379	424	325	1.128
Garçon		463	595	354	1.412
<b>Total</b>		<b>842</b>	<b>1.019</b>	<b>679</b>	<b>2.540</b>
<b>Effectif total (Mai 2009)</b>					
Fille		--	301	297	598
Garçon		--	455	356	811
<b>Total</b>		<b>--</b>	<b>756</b>	<b>653</b>	<b>1.409</b>
<b>Effectif d'abandon</b>			<b>263</b>	<b>26</b>	289
<b>Taux d'abandon école formelle</b>			25,8	3,8	11,4
<b>Effectif enfants REETE (Septembre 2008)</b>					
Fille		14	52	1	67
Garçon		24	67	10	101
<b>Total</b>		<b>38</b>	<b>119</b>	<b>11</b>	<b>168</b>
<b>Effectif enfants REETE (Mai 2009)</b>					
Fille		--	40	1	41
Garçon		--	51	10	61
<b>Total</b>		<b>--</b>	<b>91</b>	<b>11</b>	<b>102</b>
<b>Enfants REETE ayant abandonnés</b>			<b>28</b>	<b>0</b>	<b>28</b>
<b>Taux d'abandon enfants REETE école formelle</b>			23,5	0,0	16,7
<b>Effectif total Année scolaire passée</b>					
Fille		414	324	340	1078
Garçon		613	391	398	1402
<b>Total</b>		<b>1.027</b>	<b>715</b>	<b>738</b>	<b>2.480</b>

	EP Cishimbi	EP Tshipuka	EP Bena Kabindi	EP Dilunga	Ensemble
<b>Effectif ALP</b>					
ALP1	85	45	--	41	171
ALP2	66	50	--	55	171
ALP3	47	40	--	26	113
<b>Total</b>	<b>198</b>	<b>135</b>	<b>--</b>	<b>122</b>	<b>455</b>

A l'EP Cishimbi, les statistiques n'ont été collectées que pour le programme ALP du fait qu'au moment de la visite (un après midi), seules les classes ALP fonctionnaient et le directeur de l'école était absent.

En comparant les effectifs des élèves des écoles formelles au début de l'année scolaire (septembre 2008) à ceux du mois de mai 2009, on constate il y avait 289 abandons dont 263 à l'EP Bena Kabindi et 26 à l'EP Dilunga. Quant à ce qui concerne l'abandon des enfants REETE de l'enseignement formel, il est de 28 à l'EP Bena Kabindi et nul à l'EP Dilunga. La situation à l'EP Dilunga peut expliquer par le faible effectif des élèves inscrits (11) qui facilite le suivi des enfants hors de l'école ainsi que la sensibilisation de leurs parents.

Quant à la formation professionnelle, elle a débuté le 20 avril 2009 et elle va s'étaler sur 7 mois dont un mois consacré à l'alphabétisation. Cette formation porte sur la couture, la mécanique la menuiserie et la maçonnerie (qui n'a pas encore débuté). Après l'identification des maîtres artisans, ces derniers ont suivi une formation dispensée par REETE et le projet s'est engagé à leur fournir le matériel nécessaire pour assurer cette formation. Pour l'atelier de couture visitée, le projet a promis 5 machines à coudre, les bancs, les chaises, les tissus et le matériel de couture. L'atelier de mécanique attend recevoir du projet REETE l'outillage de mécanique et les bancs. Une moto pompe, un groupe électrogène et les bancs

	Domaines	Féminin	Masculin	Ensemble
1	Couture	182	19	201
2	Mécanique	0	65	65
3	Menuiserie	0	42	42
4	Maçonnerie	0	0	0
	<b>Ensemble</b>	<b>182</b>	<b>126</b>	<b>308</b>

L'orientation des enfants dans les différentes formations s'est faite en tenant compte du choix de l'enfant au moment de l'identification. L'enfant doit confirmer son choix ou procéder à un changement après un entretien au cours duquel les différents maîtres artisans présentent les avantages de leurs métiers. L'enfant qui est orienté vers une formation a la possibilité d'effectuer un changement le premier mois. A la fin de la formation, chaque enfant recevra un kit d'insertion (matériel utilisé pendant la formation) pour pouvoir exercer à son propre compte.

Outre le matériel dont ils vont bénéficier, le projet va verser aux maîtres artisans 5 \$ US par mois et par enfant encadré car selon REETE, la formation professionnelle est gratuite et cela a été

confirmé par les entretiens avec les enfants en apprentissage. Toutefois, les maîtres artisans ignoraient le montant de la motivation que REETE leur accorderait<sup>21</sup>.

Dans l'ensemble, les enfants sont motivés mais il y a un problème de ponctualité et de régularité de certains enfants et surtout des filles<sup>22</sup>. Les filles en formation en coupe et couture ont préféré quitter la mine à cause de la rareté des diamants, des risques d'accident et de tracasseries de la part des garçons (viol, refus de paiement, harcèlement sexuel, etc). Le choix de la couture s'explique par le fait que l'habillement est un besoin universel éprouvé par tout le monde et de ce fait il y a une facilité d'écouler sa marchandise. Certains parents les découragent dans ce sens qu'ils recourent souvent aux filles pour les travaux ménagers ou pour aller vendre au marché.

Malgré ces actions, beaucoup d'enfants continuent à fréquenter les mines et certains y vont après les cours et pendant les congés et d'autres y habitent avec leurs parents. La plupart des enfants rencontrés dans les mines et travaillant pour leur propre compte vivent uniquement avec leur mère le père étant soit décédé ou parti ailleurs à la recherche d'une bonne affaire. Ils reconnaissent volontiers que c'est à cause de la pauvreté qu'ils se retrouvent dans les mines. Etudier c'est bien mais qui va payer leurs études ?

Pour les enfants scolarisés, en dépit de l'existence formelle des comités d'enfants dans les écoles et des clubs d'enfants dans les sites, ces structures ne sont pas très efficaces dans l'encadrement des enfants. D'ailleurs, le directeur de l'EP Dilunga déclaré que « *malgré l'existence du comité et d'enfants c'est l'école qui encadre les enfants dans leurs loisirs (...). Pour ce qui est du suivi des « enfants REETE », il est assuré par REETE. Le RECOPE est passé une seule fois à l'école avec des fiches à remplir. Il y a aucune collaboration entre le RECOPE et le COPA et les responsables de ces structures ne se sont jamais rencontrés* ».

### **Impacts du projet :**

- Sensibilisation de la communauté sur les droits des enfants. Cette sensibilisation est réelle mais l'appropriation du projet par la communauté est loin d'être effective et beaucoup restent à faire :
  - malgré une meilleure connaissance des droits des enfants,
  - implication timide dans la lutte contre les pires formes de travail des enfants
  - pas de changement radical de comportement parmi la population cible à cause de la pauvreté
- Accroissement des effectifs surtout dans les écoles réhabilitées ou dans celles où les travaux de réhabilitation ont débutés

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<sup>21</sup> Au moment de l'évaluation, le processus de mise en place des modalités de collaboration entre REETE et les maîtres artisans était en cours. Ces derniers avaient déjà accepté de travailler car les enfants dont ils allaient assurer l'encadrement sont des enfants de la communauté (leurs propres enfants).

<sup>22</sup> Toutes les filles ont opté pour la couture et le problème de régularité et de ponctualité se pose du fait que ces filles doivent accomplir des tâches importantes au niveau de leurs ménages (travaux ménagers, activités commerciales dans les mines, etc.). Quant aux garçons qui font la mécanique, l'ampleur du problème est moindre.

- Plaidoyer pour la gratuité scolaire et la mise en place d'une structure provinciale de lutte contre les pires formes de travail des enfants.
- Accroissement de la capacité des enseignants des classes ALP [On peut entre autres citer la formation de 5 inspecteurs, 24 enseignants et 2 représentants de la division des affaires sociales à l'utilisation rationnelle du nouveau programme national de l'enseignement non formel (ALP)]

### **Points forts du projet :**

- Mise en place des mécanismes pour faire sortir les enfants des mines et les placer à l'école ou dans un centre de formation professionnelle. Le projet participe de ce fait à la lutte contre l'analphabétisme.
- Réhabilitation des écoles : cela entraîne non seulement l'amélioration des conditions d'études des enfants mais également l'afflux des élèves qui désertent les écoles environnantes dont les infrastructures sont en état de délabrement avancé. Cet afflux est aussi constaté à l'EP Bena Kabindi où les travaux de construction ont démarré. Car s'il faut attendre la fin des travaux, on risque de ne plus avoir de place.
- La gratuité dans le programme ALP. Cette gratuité a entraîné l'afflux des élèves des écoles formelles vers ce programme (cas de l'EP Cishimbi). Malgré le refus de les admettre, leur ténacité a fini par l'emporter d'autant plus que l'on a enregistré des abandons dans les classes ALP. D'après les témoignages recueillis, ces enfants s'appliquent très bien.
- Remise des Kit Scolaires aux enfants. Cependant, tous les enfants ciblés n'ont pas reçu des Kits scolaires. En effet, le nombre de Kit étant limité, seuls les enfants présents le jour de la distribution en bénéficient. A l'EP Tshipuka seulement les enfants de 1<sup>ère</sup> et 2<sup>ème</sup> ont pu avoir le Kit. L'EP Tshiteku n'a pas reçu de Kit Unicef. A l'EP Benakabindji par contre le Kit REETE était destiné uniquement aux élèves de 3<sup>ème</sup> et 4<sup>ème</sup> car ceux de 1<sup>ère</sup> et 2<sup>ème</sup> ont bénéficié du Kit Unicef<sup>23</sup>.
- Renforcement des capacités des acteurs : le projet a eu à former les enseignants, les membres du comité des parents (COPA) et les membres du RECOPE. Pour ce qui est des enseignants, la formation a porté sur les matières suivantes : l'éducation à la santé et à l'environnement, les droits de l'enfant et la discipline positive et enfin le nouveau programme national
- Remise du matériel didactique ainsi que les fournitures de bureau. Bien que REETE n'a pas consulté les enseignants dans le choix du matériel, il est toutefois jugé nécessaire par

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<sup>23</sup> L'Unicef s'est engagé à offrir aux élèves de certaines écoles de la RDC des KIT scolaires pour soulager la charge financière des parents. En plus des Kit pour élèves, UNICEF offre également des Kits pour les enseignants et construit des sanitaires dans les écoles qui en sont dépourvus. Certaines écoles ciblées par UNICEF sont également concernées par le projet REETE et dans ces écoles, les enfants ciblées reçoivent à la fois les Kit REETE et les Kit Unicef.

les enseignants qui souhaitent bénéficier prochainement d'autres matériel tel que les mesures de longueur, de poids, de capacité, de temps.

### **Points faibles du projet:**

- Le nombre limité d'écoles ciblées. Plusieurs écoles auraient souhaité être associées à ce projet pour pouvoir bénéficier des réhabilitations ;
- La modicité des fonds destinés à la réhabilitation des écoles (plus ou moins 2500 \$ US par école) D'après les données recueillies sur le terrain, 22.500 \$ US serait une bonne moyenne compte tenu de l'état avancé de dégradation de ces écoles. Par contre, le coût moyen de la construction (ou la reconstruction) se situe autour de 45.000 \$ US.
- Absence de mécanisme de compensation de la perte pour les familles des revenus du travail des enfants. Le projet ne peut compenser cette perte car il n'a pas pris en compte le soutien à accorder aux parents (AGR) de façon à leur permettre de payer les études de leurs enfants.
- Problèmes liés au déplacement de l'agent des affaires sociales chargé de payer les enseignants des classes ALP avec les fonds mis à sa disposition par REETE. Pour palier à cette difficulté, un avenant au contrat liant la division des affaires sociales et Save the Children vient d'être signé pour la prise en charge des frais de transport de l'agent percepteur.
- Lenteur dans la construction (cas de l'EP *BENAKABINDJI*) et promesse de construction des bâtiments de l'école non encore réalisée (EP *TSHIPUKA*).<sup>24</sup>
- La durée du projet est de 3 ans alors que le cycle normal est de 6 ans. Le que le projet abandonnera donc certains enfants qui se sont retrouvés dans les mines par manque de moyens.
- Ce projet n'a pas d'avenir sans l'implication des pouvoirs publics et les propos du sous PROVED de LUPATAPATA l'illustre bien la non-implication de l'état : « *le suivi du projet est fait par les inspecteurs de l'EPSP mais en réalité depuis le début de l'année, le responsable de l'éducation n'a reçu aucun rapport de suivi. Le comité RECOPE n'a jamais cherché à me voir et le COPA au niveau de LUPATAPATA n'est pas actif* ». Par ces propos, le Sous PROVED reconnaît qu'il n'est pas informé de la mise en œuvre du Projet REETE sur le terrain puisque le fonctionnaire de l'Enseignement Primaire, Secondaire et Professionnelle (EPSP) qui devrait lui faire le rapport ne l'a jamais fait. De plus, les structures mises en place par le projet (COPA et RECOPE) ne l'ont jamais contacté.
- Le cadre où se déroule la formation professionnelle n'est pas approprié (sous l'arbre ou en plein air) et REETE a promis de doter ces centres d'apprentissage des hangars ;

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<sup>24</sup> Les responsables de REETE déclarent que c'est un souhait légitime exprimé par les élèves, les enseignants et la direction de l'EP Tshipuka et non une promesse du projet.

- REETE n'a pas encore disponibilité le matériel de formation professionnelle promis et cela a pour conséquence de rendre difficile le respect de la durée de la formation professionnelle (6 mois comme prévue initialement). L'atelier de couture visité n'a qu'une seule machine pour 18 enfants.
- Certains membres du cadre de concertation n'ont pas été associés à la réalisation du projet mais uniquement aux travaux de restitution fait sur le terrain. C'est le cas notamment des syndicalistes, des encadreurs des mines et les associations des creuseurs qui sont sur le terrain et peuvent aider à la réussite du projet.
- Livraison tardive de la documentation pour les enseignants du programme ALP (début mai 2009) et ces derniers qui utilisaient les manuels de l'école formelle au début de l'année.

### **Contraintes à la réussite du projet :**

- La non-implication de l'état dans la défense des droits des enfants. Bien que la RDC s'est dotée un arsenal juridique qui garantie les droits des enfants, le gouvernement ne s'est jamais sentie dans l'obligation d'appliquer ses propres lois. La priorité est accordée aux problèmes sécuritaires. Cette situation crée dans le chef des administrations locales un complexe et une situation de dépendance par rapport aux ONG internationales dans la mesure où ces administrations attendent l'assistance de ces ONG pour faire leur travail de routine.
- La pauvreté de la population qui ne peut faire face aux frais scolaires. Dans l'ensemble des écoles visitées, les frais scolaires par élève et par an varient entre 2.500 et 3.000 Fc (environ 3 à 3,5 \$ US).
- La migration des ménages à la recherche des mines où sont les chances d'avoir le diamant sont grandes. Cette migration est à l'origine de l'abandon scolaire de plusieurs enfants.
- Le contexte culturel favorise le recours aux enfants dans l'exploitation du diamant dans la mesure où il est admis que le diamant s'attrape facilement par ceux qui sont « purs » ou « saints » c'est-à-dire les individus qui n'ont jamais eu des rapports sexuels. Comme la probabilité de trouver des « saints » parmi les adultes est très faible, le recours aux enfants par les « *supporters* » (ceux qui exploitent le plus les enfants) se justifie amplement.
- La pauvreté des sols où est exploité le diamant découragent ceux qui veulent bien s'orienter dans la production agricole à cause de la faiblesse des rendements.
- Le fait que certaines familles habitent dans les mines avec leurs enfants n'est pas de nature à garantir le succès du projet. En effet, quand bien même les enfants sont scolarisés, la proximité de la mine est un facteur de risque qui compromet la poursuite de la solarisation de l'enfant puisque les activités sociales, économiques du ménage tournent

autour des activités minières. Pour couper l'enfant de cet environnement, il est utile d'offrir à sa famille la possibilité de s'installer ailleurs. (« Mitanda » : case de fortune construite dans les mines)

### **Pérennité du projet :**

- La pérennité du projet n'est pas encore assurée à cause entre autres de la non-implication de l'état et l'appropriation du projet par la communauté.
- Le problème d'appropriation du projet par la communauté le cas du comité RECOPE de Boya résume assez bien la situation. En effet ce comité réunit 2 fois par mois pour sensibiliser sur les droits des enfants et à la fin de chaque mois, un rapport d'activité est transmis à SAVE mais ce rapport n'est même pas discuté en communauté. Il se pose visiblement un problème d'appropriation du projet par la communauté. Dans son fonctionnement le RECOPE ne collabore avec aucune structure même pas le COPA. Et le président du COPA qui a appris l'existence du RECOPE pendant une formation organisée par SAVE et à laquelle il a participé le confirmera. D'ailleurs, aucun membre du COPA n'est dans le RECOPE et le président du COPA dira : « *S'il était dit de collaborer avec le RECOPE on allait le faire* ».
- La pérennité des activités initiées par projet n'est pas assurée par faute de moyens et toutes les structures mises en place dans le cadre du projet dont le RECOPE ne peuvent survivre à la fin du projet parce que ces structures se comportent non pas comme des structures communautaires mais bel et bien des structures REETE.
- A mi-parcours, certaines activités viennent à peine de débiter et cela risque de poser un problème pour la pérennisation (formation professionnelle, réhabilitation).

### **Souhaits exprimés :**

- Etendre si possible la gratuité scolaire à tous les enfants, du fait de la pauvreté et ainsi limiter ou éradiquer la déperdition scolaire.
- Doter l'école d'une cantine scolaire à cause des problèmes de malnutrition et famine constaté dans les sites. Ces problèmes sont à l'origine de l'abandon de beaucoup d'élèves<sup>25</sup>. Le Programme Alimentaire Mondial (PAM) peut aider à mettre en place des cantines scolaires comme c'est le cas à l'EP2 de Mongwalu.
- Organiser les loisirs à l'école en redynamisant les comités des enfants
- Doter l'école en bancs et équiper le bureau du directeur

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<sup>25</sup> L'abandon pour cause de faim est effectivement l'une des raisons évoquée dans les sites visités mais dans le cadre de cette évaluation l'ampleur de ce phénomène n'a pas été estimée. Toutefois, il est très important et serait la conséquence de la pauvreté de plusieurs ménages.

- Motiver les enseignants avec une prime conséquente. Si la prime a pour but de supprimer les frais scolaires, il faut ici considérer deux cas : les enseignants non mécanisés c'est-à-dire qui ne perçoivent pas le salaire de la fonction publique et ceux qui perçoivent ce salaire. Les enseignants non mécanisés ont le même statut que les enseignants des classes ALP et leur prime pourra être alignée à celle des enseignants ALP c'est-à-dire 50\$ US par mois. Pour les enseignants mécanisés, leur prime peut se situer autour de 30 \$ US.
- le projet peut signer un partenariat avec le service national pour l'encadrement des enfants dans les métiers et cela dans le strict respect de leur droit
- A la fin du projet, il est souhaitable que le matériel acquis dans par les maîtres artisans leur reviennent sous certaines conditions (à définir entre SAVE et les intéressés) et ceci dans le but de pérenniser la formation professionnelle dans ces contrées.
- Assurer la prise en charge sanitaire et nutritionnelle au niveau de l'école.
- Accroître le budget destiné à la réhabilitation ou construction des écoles.

**Recommandations :**

- Les pouvoirs publics doivent prendre leurs responsabilités dans la protection et scolarisation des enfants. L'USDOL et REETE peuvent : 1) intensifier les actions de plaidoyer auprès des responsables des institutions nationales qui s'occupent de près ou de loin à la protection et à la scolarisation des enfants ; 2) impliquer le plus possible les pouvoirs publics dans la mise en œuvre et le suivi de toutes les activités du projet.
- Améliorer les stratégies portant sur la pérennisation des acquis
- Céder aux maîtres artisans qui se seront acquittés de leurs engagements vis-à-vis de REETE le matériel reçu afin d'assurer la pérennité des activités de formation professionnelle.
- Prendre en compte coût d'opportunité supporté par les parents du fait de la scolarisation des enfants (mesures de compensation: création des AGR).
- Pour les familles installées dans les mines, chercher d'abord à les retirer de là ensuite scolariser leurs enfants.

**Tableau synthèse**

	<b>Mongwalu</b>	<b>Kolwezi</b>	<b>Mbuji mayi</b>
Début des activités			<b>Janvier 2008</b>
Nombre d'enfants sélectionnés			2.436
Nombre d'enfants placés			2.101
Nombres d'écoles ciblées	8	19	8
Nombre d'écoles réhabilitées	4	4	3
Gratuité école formelle	Non	Oui	Non
Gratuité Programme ALP	Oui	Non opérationnel	Oui
Gratuité formation professionnelle	Non opérationnel	Non opérationnel	Oui
Distribution des Kits scolaires aux enfants	Enfants REETE uniquement en plus des objets classiques, ils reçoivent aussi l'uniforme	Enfants REETE uniquement	Tout enfant (REETE ou non) présent le jour de la distribution et qui appartient à la classe choisie par la direction pour bénéficier du Kit
Problèmes spécifiques au site	Non prise en compte des problèmes particuliers des pygmées ; L'agriculture est délaissée au profit de la recherche d'or car le profit est immédiat		Sols des sites miniers ne sont pas fertiles ; Certains enfants vivent carrément dans les mines avec leurs parents. Les croyances selon lesquelles les enfants attrapent facilement les diamants car ils sont encore purs du fait qu'ils n'ont pas encore eu des rapports sexuels. Migration des familles à la recherche des meilleurs sites.
Conséquences non prévues		Baisse du revenu des enseignants du fait que les enfants REETE ne paient pas	

### **Aspect coût efficacité du projet REETE**

Pour rappel, le projet REETE a pour but de retirer les enfants de la mine et les amener à l'école. Cela suppose que les écoles existent mais elles ne sont pas fréquentées du fait que les enfants préfèrent travailler dans les mines. Et pourtant, dans tous les sites visités, les infrastructures scolaires sont inexistantes ou dans un état de délabrement avancé. Il faudrait soit les construire ou les réhabiliter afin d'offrir aux enfants un environnement propice à leur épanouissement. Sans la réhabilitation, le projet va échouer. Il a été constaté dans les écoles que le projet a réhabilité une augmentation des effectifs. Cela s'explique par le souci des parents à offrir à leurs enfants de meilleures conditions d'études. D'ailleurs, avant même la fin des travaux, la direction de l'école reçoit déjà beaucoup de demande d'inscription.

A Mbuji Mayi par exemple, le projet REETE qui intervient dans 8 écoles a prévu en moyenne 2.500 \$ US par école pour la réhabilitation. Cette somme insignifiante car le coût de construction d'une école de 6 classes plus bureau du directeur et les sanitaires varie de 25.000 à Bunia à 45.000\$ US à Mbuji Mayi. Avec 5,5 millions de dollars prévue il aurait été souhaitable qu'au moins le tiers de cette somme soit destinée à la construction et réhabilitation des écoles et le deux tiers restant couvriraient les frais administratifs et les activités de sensibilisation sur le terrain. Le budget de réhabilitation étant dérisoire, REETE ne peut faire que du saupoudrage et d'ailleurs, la plupart d'écoles réhabilitées l'ont été grâce à l'intervention d'autres organismes dont Katanga Mining (Kolwezi), Projet éducation de Save (Mongwalu) et REIZEDOR (Mbuji Mayi).

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## **ANNEX B: TERMS OF REFERENCE**

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### **TERMS OF REFERENCE**

**for the**

**Independent Midterm Evaluation**

**of the**

***Réduire l'exploitation des enfants travailleurs par l'éducation (REETE)***  
**Project in the**

**Democratic Republic of the Congo (DRC)**

<b>Cooperative Agreement Number:</b>	IL-16575-07-75-K
<b>Financing Agency:</b>	U.S. Department of Labor
<b>Grantee Organization:</b>	Save The Children Foundation UK & The American Center for International Labor Solidarity
<b>Dates of Project Implementation:</b>	September 30, 2008-September 30, 2012
<b>Type of Evaluation:</b>	Independent Midterm Evaluation
<b>Evaluation Field Work Dates:</b>	May 9-27, 2009
<b>Preparation Date of TOR:</b>	April 17, 2009
<b>Total Project Funds from USDOL Based on Cooperative Agreement:</b>	US \$5,500,000
<b>Vendor for Evaluation Contract:</b>	Macro International, Inc., Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## **I BACKGROUND AND JUSTIFICATION**

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$720 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensure the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects—decreasing the prevalence of exploitive child labor through increased access to education—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

USDOL reports annually to Congress on a number of indicators. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees is accurate and reported according to USDOL definitions.

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs:<sup>26</sup>

1. *International Labour Organization's International Programme on the Elimination of Child Labor (ILO-IPEC)*

Since 1995, the US Congress has earmarked some \$410 million to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and

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<sup>26</sup> In 2007, the US Congress did not direct USDOL's appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

research projects; and international awareness raising projects. In general, most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

## *2. Child Labor Education Initiative*

Since 2001, the US Congress has provided some \$249 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

### *Other Initiatives*

Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

## **Project Context**

The latest ILO estimates on child labor indicate that progress towards the elimination of child labor in Africa lags behind other regions in the world. Sub-Saharan Africa has the greatest incidence of economically active children – 26.4 percent of all 5-14 year olds, compared to 18.8 percent for Asia and the Pacific and 5.1 percent for Latin America. Africa ranks second behind Asia in absolute terms, with 49.3 million children working.<sup>27</sup> The persistent challenges of widespread and extreme poverty, high population growth, the HIV/AIDS epidemic, recurrent food crises, and political unrest and conflict exacerbate the problem.

Although it is difficult to obtain reliable data on child labor in DRC, research has estimated that at least 50,000 children are involved in artisan mining across the country, where children work in dangerous and hazardous conditions, and thousands more are known to be working in the

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<sup>27</sup> “International Programme on the Elimination of Child Labor—Africa.”  
<http://www.ilo.org/ipec/Regionsandcountries/Africa/lang--en/index.htm>

informal sector, particularly in agriculture and petty trade.<sup>28</sup> Children in the DRC have long been victims of one of the Worst Forms of Child Labor (WFCL): at the height of the conflict in the eastern part of the country, over 30,000 children were associated with armed forces or armed groups as soldiers, porters, cooks or for sexual exploitation.<sup>29</sup>

USDOL has supported several initiatives in DRC, having devoted approximately \$6.5 million to date in combating exploitative child labor in the country. From 2003 to 2007, USDOL funded a \$7 million ILO/IPEC multi-country initiative, the “Global Child Soldiers Project,” in DRC, as well as Burundi, Republic of Congo, Rwanda, Colombia, Philippines, and Sri Lanka. The project provided vocational training, catch-up education, employment support services, management training, and psycho-social assistance, and supplemented the Disarmament, Demobilization, and Reintegration (DDR) process in these countries. Across all the countries participating in this project, the project withdrew 4,335 children from child soldiering and prevented 4,560 children from involvement with armed groups.<sup>30</sup>

DRC is a signatory to ILO Convention No. 182 on the Worst Forms of Child Labor.

The Government of DRC is implementing a national plan for Disarmament, Demobilization, and Reintegration of combatants, including children supported by UNICEF and the World Bank. The Government of DRC also continues to participate in other programs funded by international donors, including a \$1.28 million project implemented by ILO-IPEC and funded by the Government of Norway to prevent the involvement of children in armed conflict and support rehabilitation of former child soldiers in DRC and Burundi.<sup>31</sup>

Additionally, DRC was one of 24 countries to adopt the Multilateral Cooperation Agreement to Combat Trafficking in Persons and the Joint Plan of Action against Trafficking in Persons, Especially Women and Children, in West and Central African Regions. As part of the Multilateral Cooperation Agreement, the governments agreed to use a child trafficking monitoring system developed by the USDOL-funded ILO-IPEC LUTRENA project; to assist each other in the investigation, arrest, and prosecution of trafficking offenders; and to protect, rehabilitate, and reintegrate trafficking victims.<sup>32</sup>

### **REETE: Réduire l'Exploitation des Enfants Travailleurs par l'Education**

On September 30, 2007, Save the Children Foundation UK, in association with the American Center for International Labor Solidarity, received a 4-year Cooperative Agreement worth \$5.5 million from USDOL to implement an EI project in the Democratic Republic of the Congo, aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the original four goals of the

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<sup>28</sup> Save the Children-UK, “Curbing Exploitative Child Labor in the Democratic Republic of Congo” Project Document.

<sup>29</sup> Ibid.

<sup>30</sup> U.S. Department of Labor, “2007 Findings on the Worst Forms of Child Labor.”. <http://www.dol.gov/ilab/programs/ocft/PDF/2007OCFReport.pdf>

<sup>31</sup> U.S. Department of Labor, “2007 Findings on the Worst Forms of Child Labor”.

<sup>32</sup> Ibid.

USDOL project as outlined above. Save the Children was awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, this project targets 8,000 children for withdrawal and 4,000 children for prevention from mining, mining-related services, small-scale commerce, agro-pastoral activities, and the worst forms of child labor in the Katanga Province, the Kasai Orientale Province, and the Ituri District.

The Goals and Objectives of the REETE project include:

Contribute to the prevention and elimination of child labor in the Democratic Republic of Congo through the provision of relevant, quality education to children involved in and at risk of becoming engaged in exploitive child labor. The project objectives are to:

- Reduce the population of working children in the project target areas by 2010 through the provision of quality basic education;
- Develop policies and laws on child labor and basic education; and
- Mobilize a wide array of actors to improve and expand education infrastructures and the protection of children from exploitation.

## **II PURPOSE AND SCOPE OF EVALUATION**

OCFT-funded projects are subject to midterm and final evaluations. The REETE project in DRC went into implementation in September 2007 and is due for midterm evaluation in 2009.

### **Scope of Evaluation**

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Save the Children UK and The Solidarity Center. All activities that have been implemented from project launch to evaluation fieldwork should be considered. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, and replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

**The purpose of the midterm evaluation is to:**

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government;

2. Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so;
3. Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time of project end;
4. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement; and
5. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.
6. Propose and discuss other strategies and tactics for results achievement to improve project performance.

The following project-specific concerns and questions have also been suggested by Save the Children UK/Solidarity Center staff:

The evaluation should also identify emerging lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in DRC and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Save the Children UK/Solidarity Center and provide direction in making any revisions to workplans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to increase its effectiveness and meet its objectives. Recommendations should focus on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities. The evaluation should also assess government involvement and commitment in its recommendations for sustainability.

## **Intended Users**

This midterm evaluation should provide USDOL, Save the Children UK/Solidarity Center, and other project stakeholders an assessment of the project's experience in implementation and its impact on project beneficiaries. USDOL/OCFT and Save the Children UK/Solidarity Center management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results should also be used by Grantee, the Government of DRC and other current or potential partners to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated.

The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## **Evaluation Questions**

Specific questions that the evaluation should seek to answer are found below, according to five categories of issues. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and Macro.

### **Relevance**

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed?
2. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
3. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc) Has the project been successful in addressing these obstacles?
4. Is the project design appropriate for the cultural, economic, and political context in which it works?
5. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?
6. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.
7. What other major design and/or implementation issues should be brought to the attention of the grantee and DOL?

### **Effectiveness**

The evaluation should assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?

2. At midterm, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?
3. Assess the effectiveness of the “direct action” interventions, including the education interventions provided to children (i.e. formal sector education, informal education programs for apprenticeships and professional training, life-skills training, mentorships, literacy training, children’s club activities, the provision of formal school supplies, scholarship program, and physical rehabilitation of educational facilities). Did the provision of these services results in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
4. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking.
5. Assess the effectiveness of the specific models (i.e. the peer-based workplace model and the life skills module) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
6. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (i.e., mining, mining related services, small-scale commerce, and agro-pastoral activities)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?
7. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?
8. What monitoring systems does the project use for tracking the work status of children? Is it feasible and effective? Why or why not? How does the project monitor work status after school and during holidays?
9. What are the management strengths, including technical and financial (control, of this project?
10. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?
11. Assess the effectiveness of the project’s policy towards school fees. Did this strategy increase school enrollment? What impact will this strategy have on teacher performance?
12. Assess the project’s strategy for school construction. Does the project have a systematic approach to rehabilitating and monitoring school infrastructure? Is this project’s approach to school construction likely to create a safer learning environment for children?

13. Assess the effectiveness of the project's approach to HIV/AIDS awareness and prevention. How has the project integrated HIV/AIDS training?
14. Provide guidance on the ability to monitor and evaluate beneficiaries during holidays and outside of the academic year.
15. Provide guidance on income replacement for families whose children are withdrawn from mining, in light of the prohibition on the use of project funds for income-generating activities.
16. Provide guidance on the use of project funds for multi-donor supported school rehabilitation projects. (Possibility of combining donors to generate capital needed to roof a building, add a room, set up electricity in a school, etc.)
17. Provide guidance on the efficient use of community monitors who have low levels of education.
18. Provide guidance on institutional support and capacity-building for partners. Can the project rely on unpaid partners to properly monitor children and follow-up?
19. Provide guidance on the use of motivation fees/honorarium for underpaid teachers and civil servants who contribute to the project.
20. Provide guidance on addressing unintended consequences of the project, such as assistance and support to non-targeted schools that have had an increase in enrollment as a result of the project.

### ***Efficiency***

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?

### ***Impact***

The evaluation should assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents. Specifically, it should address:

1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)?
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc)?
3. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
4. If applicably, assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
5. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?
6. At midterm, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?

### ***Sustainability***

The evaluation should assess whether the project has taken steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination.
5. What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly the national-level Ministry of Labor and Ministry of Education, as well as other government agencies active in addressing related children's issues?

6. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
7. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
8. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
9. What additional steps need to be taken in order to promote the sustainability of project components?

### **III EVALUATION METHODOLOGY AND TIMEFRAME**

The evaluation methodology will consist of the following activities and approaches:

#### **A. Approach**

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments to be made for the different actors involved and activities conducted and the progress of implementation in each locality.

## **B. Mid Term Evaluation Team**

The evaluation team will consist of:

1. The international evaluator
2. If Applicable: A national consultant
3. One member of the project staff may travel with the team to make introductions.

The international evaluator is Dr. Bjorn Nordtveit. He will be responsible for developing the methodology in consultation with Macro and the project staff; assigning the tasks of the national consultant and interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The national consultant, Mr. Francis Loka Kongo, is responsible for helping to facilitate interviews and group meetings under the direction of the international evaluator; providing insights on the cultural context to the international evaluator; relaying all information gathered to the international evaluator; interpreting during interviews with individual informants; taking notes of information gathered during interviews and meetings and sharing these with the international evaluator; assisting in ensuring that the approach of the team is child-friendly and culturally appropriate.

## **C. Data Collection Methodology**

1. Document Review
  - Pre-field visit preparation includes extensive review of relevant documents
  - During fieldwork, documentation will be verified and additional documents may be collected
  - Documents may include:
    - Project document and revisions,
    - Cooperative Agreement,
    - Technical Progress and Status Reports,
    - Project Logical Frameworks and Monitoring Plans,
    - Work plans,
    - Correspondence related to Technical Progress Reports,
    - Management Procedures and Guidelines,
    - Research or other reports undertaken (baseline studies, etc.), and
    - Project files (including school records) as appropriate.

## 2. Question Matrix

Before beginning fieldwork, the evaluators will create a question matrix, which outlines the source of data from where they plan to collect information for each TOR question. This will help the evaluators make decisions as to how they are going to allocate their time in the field. It will also help the evaluators to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

## 3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible, based on both random and stratified sampling. At least four community representatives, two teachers, five parents /caregivers and five direct beneficiaries (children) will be interviewed in each target community visited during the evaluation. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

The interviews will be based on unstructured and semi-structured questions, and conducted in an interactive, dialogical manner. The results of the findings from the field will be further probed and investigated with key informants, both related and unrelated to the project. Some of the interviewed beneficiary children may be asked to draw pictures of a certain aspect of the project and/or their lives (e.g., what are you doing in your free time? what has the project changed in your life?). The evaluator will then establish a dialogue with the children based on various aspects of their drawings. The evaluators will take pictures of the drawings to use them in the subsequent analysis (the children will keep their drawings).

#### 4. Field Visits

The evaluators will visit a selection of about fifteen project sites. The final selection of field sites to be visited will be made by the evaluators, based on stratified sampling methods: every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

Depending on the flight schedule the evaluators will go to one province together and then split for the second and third province. The evaluators will visit at least one field site together to ensure that they use common instruments and approaches. The field visits conducted by the local evaluator will result in a separate field report (in French or English), that will follow the report structure in section IV below (Expected Outputs/Deliverables), (see attached Question Matrix for questions to be discussed in the field report). This field report will be annexed to the main report – and used for triangulation and verification purposes when establishing the main evaluation report.

During observation and/or interview sessions, the evaluators may take pictures of and/or videotape aspects of the project and of the local condition of the children and the population. These photos will be used in the subsequent analysis of the project, and a folder with photos will be submitted to US-DOL as an Annex to the main report, to illustrate aspects of the project and the implementation environment. The ethical guidelines of UNICEF will be used for any photography or videotaping.

#### **D. Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

#### **E. Stakeholder Meetings**

Following the field visits in each province, the evaluators will conduct a provincial stakeholders meeting that brings together the provincial-level implementing partners and other stakeholders. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meetings will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including

those not interviewed earlier. The agenda of the meetings will be determined by the evaluators in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary findings in the province
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible SWOT exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

## **F. Limitations**

Fieldwork for the evaluation will last two weeks, and the evaluators will not have enough time to visit all project sites. As a result, the evaluators will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluators are visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

## **G. Timetable and Workplan**

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

<b>Activity</b>	<b>Responsible Party</b>	<b>Proposed Date(s)</b>
Phone interview with DOL and Grantee Headquarters	Macro, DOL, Grantee, Evaluation team	March
Desk Review	Evaluation team	March/April

<b>Activity</b>	<b>Responsible Party</b>	<b>Proposed Date(s)</b>
Question Matrix and Instruments due to Macro / DOL	International evaluator	April 1
Finalize TOR and submit summary to Grantee	DOL / Macro/Evaluation team	April 17
International Travel	International Evaluator	May 8
Introductory Meetings with Project Staff and National Stakeholders	Evaluation Team	May 10-11
Field Site Visits	Evaluation Team	May 13-26
De-brief with project staff in Kinshasa	Evaluation Team	May 27
International Travel	International Evaluator	May 27
Local evaluator's field report to international evaluator	Local evaluator	June 5
Draft report to Macro for QC review	International Evaluator	June 15
Draft report to DOL, Local Evaluator & Grantee for 48 hour review each	Macro	June 18
Draft report released to stakeholders	Macro	June 24
Comments due to Macro	DOL/Grantee & Stakeholders	July 10
Report revised and sent to Macro	International Evaluator	July 24
Revised report sent to DOL	Macro	July 28
Final approval of report	DOL	July 31
Finalization & distribution of report	Macro	August 31

## **IV EXPECTED OUTPUTS/DELIVERABLES**

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to Macro. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
  - A. Findings - answering the TOR questions

- B. Lessons Learned/Good Practices
- VII. Effectiveness
  - C. Findings—answering the TOR questions
  - D. Lessons Learned/Good Practices
- VIII. Efficiency
  - E. Findings—answering the TOR questions
  - F. Lessons Learned/Good Practices
- IX. Impact
  - G. Findings—answering the TOR questions
  - H. Lessons Learned/Good Practices
- X. Sustainability
  - I. Findings—answering the TOR questions
  - J. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
  - K. Key Recommendations—critical for successfully meeting project objectives
  - L. Other Recommendations—as needed
    - 1. Relevance
    - 2. Effectiveness
    - 3. Efficiency
    - 4. Impact
    - 5. Sustainability
- XII. Annexes—including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the international evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluation team, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.



## ANNEX C: LISTS OF INTERVIEWS AND VISITS

Days	Time	Activities	Place
May 9 <sup>th</sup>	PM	<ul style="list-style-type: none"> <li>Arrival to DRC—Bunia</li> <li>Security briefing by SC</li> <li>Initial introduction of SC staff and work in Bunia</li> </ul>	Bunia
May 10 <sup>th</sup>	PM	<ul style="list-style-type: none"> <li>Preliminary meeting with project manager, national evaluator</li> </ul>	Bunia
May 11 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Meeting with project team</li> <li>Meetings with local government (Social Affairs, Women and Children, Education)</li> </ul>	Bunia
May 12 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Travel to Mongbwalu</li> <li>Initial meeting with project team</li> <li>Work session with project-related teachers</li> </ul>	Mongbwalu
May 13 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>School visit at EP1 (meeting teachers, children)</li> <li>Visit to mines</li> </ul>	Mongbwalu
May 14 <sup>th</sup>		<ul style="list-style-type: none"> <li>School visit at Pili Pili and Pluto Yalala (meeting parents, RECOPE, COPA, visit ALP session)</li> </ul>	Mongbwalu
May 15 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Visit pygmy group at Lodjo</li> <li>School visit at Lodjo (meeting teachers, RECOPE, children)</li> </ul>	Mongbwalu
May 16 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Stakeholders meeting (Mongbwalu)</li> <li>Travel to Bunia</li> </ul>	Bunia
May 17 <sup>th</sup>	AM & PM	<ul style="list-style-type: none"> <li>Work in office in Bunia</li> </ul>	Bunia
May 18 <sup>th</sup>	AM & PM	<ul style="list-style-type: none"> <li>Travel to Goma</li> </ul>	Goma
May 19 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Travel to Lubumbashi</li> <li>Initial meeting with Solidarity Center Staff</li> </ul>	Lubumbashi
May 20 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Travel to Kolwezi</li> <li>Meeting with local authorities</li> </ul>	Kolwezi
May 21 <sup>st</sup>	AM PM	<ul style="list-style-type: none"> <li>Visit Kristu Mwokuzi school</li> <li>Visit Katanga Mining</li> </ul>	Kolwezi
May 22 <sup>nd</sup>	AM	<ul style="list-style-type: none"> <li>Visit Mapendo school</li> <li>Visit Church Officials (Administration of Education)</li> </ul>	Kolwezi
May 23 <sup>rd</sup>	AM PM	<ul style="list-style-type: none"> <li>Stakeholder Meeting (Kolwezi)</li> <li>Travel to Lubumbashi</li> </ul>	Lubumbashi
May 24 <sup>th</sup>	AM & PM	<ul style="list-style-type: none"> <li>Travel to Kinshasa</li> </ul>	Kinshasa
May 25 <sup>th</sup>	AM PM	<ul style="list-style-type: none"> <li>Meeting with Oxfam (GOTEC)</li> <li>Meeting with UNICEF</li> <li>Meeting with World Bank</li> </ul>	Kinshasa
May 26 <sup>th</sup>		<ul style="list-style-type: none"> <li>Meeting with National Committee against WFCL</li> <li>Stakeholders Meeting (Kinshasa)</li> </ul>	Kinshasa
May 27 <sup>th</sup>		<ul style="list-style-type: none"> <li>International travel (Kinshasa—Cairo)</li> </ul>	

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## **ANNEX D: DOCUMENTS REVIEWED**

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REETE Project Document,

REETE Cooperative Agreement,

REETE Technical Progress and Status Reports,

REETE Project Logical Frameworks and Monitoring Plans, and Work plans

Correspondence related to Technical Progress Reports

Research Reports undertaken (Baseline Study)

Project Files (including school records) especially as related to the database

Cooperative Agreement Save UK & Solidarity Center

REETE Baseline Study Summary (Eng)

REETE Proposal (Project Document)

ILO (2006). *The end of child labour within reach: Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work*. Geneva: International Labor Office.

Ombaka, M. NRC/Inter-Agency Network for Education in Emergencies. See [http://www.ineesite.org/uploads/documents/store/doc\\_1\\_NRC\\_in\\_DRC-Mary\\_Ombaka.pdf](http://www.ineesite.org/uploads/documents/store/doc_1_NRC_in_DRC-Mary_Ombaka.pdf).

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# ANNEX E: POWERPOINT PRESENTATION AT STAKEHOLDERS MEETINGS

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## 1. **Projet REETE**

Évaluation à mi-parcours

8 Mai–30 Mai 2009

Bjorn H. Nordtveit

Faculty of Education

University of Hong Kong

## 2. **Plan de Présentation**

- Objectifs de l'évaluation
- Déroulement et méthodologie
- Les conclusions
  - Document du projet (stratégie, objectifs)
  - Les réalisations du projet
  - Impact et pérennisation
- Les questions pour les travaux de groupe

## 3. **Objectifs de l'Évaluation**

- Assister les acteurs à capitaliser sur les leçons apprises
- Aider le DOL pour identifier des bonnes pratiques qui peuvent être utilisées ailleurs
- Vérifier à mi-parcours si les objectifs du projet peuvent être atteints

## 4. **Déroulement de l'Évaluation**

- Visites, observations, discussions et interviews
  - Personnel du projet
  - COPA, RECOPE, élèves et enseignants et directeurs des écoles, ALP (à Mongbwalu et Mbuji-Mayi)
  - Autorités locales, agents des services décentralisés

## 5. **Déroulement de l'Évaluation**

- Méthodologie
  - Questions ouvertes sur le projet, sur les pratiques locales de travail d'enfants et sur l'éducation des enfants
  - Dessesins
  - Approche constructiviste et anthropologique

## **6. Le Document du Projet : Forces**

- Un choix judicieux de régions, comprenant trois types de mines (or, diamant et cobalt/ cuivre)
- Une approche de base sur la sensibilisation des acteurs de la base
  - La création des RECOPEs
  - Une grande participation communautaire
- Complète les efforts du gouvernement
- ALP et formations professionnelles pour ceux qui ne peuvent pas intégrer l'école formelle

## **7. Faiblesses**

- Une stratégie qui n'offre pas de compensation pour la cessation du travail des enfants
  - Risque paradoxalement d'entraîner une déperdition si les enfants ne peuvent pas payer la collation/frais d'appoint
  - Ou le départ des enseignant si les enfants ne payent pas
- Des ressources insuffisantes par rapports aux objectifs
  - Cas de réhabilitation

## **8. Faiblesses**

- Certaines hypothèses ne sont pas prouvées:
  - Certains enfants aiment leur travail
  - Manque de place d'accueil dans certaines écoles
- Mongbwalu : une stratégie qui ne prends pas en compte des particularités ethniques
  - Cas de pygmées

## **9. Les réalisations du projet**

- Environ 5000 enfants sont retirés des mines et remis à l'école
  - Soit dans des ALP (Mongbwalu) ou en Primaire
- Fourniture des bancs (pupitres) des enfants
- Réhabilitation de certaines écoles
- Services directs offerts aux enfants : kits scolaires et gratuité scolaire (pour ALP et certaines écoles)

## **10. Les réalisations du projet**

- Sensibilisation des communautés, des COPA, des RECOPE et des forces de l'ordre
- Sous-bases opérationnelles à Mongbwalu, à Kolwezi et à Mbuji-Mayi

- Formation des enseignants (Mongbwalu)
- Formation et appui des enquêteurs, des scouts et des Kiro sur le droit des enfants
  - Renforcement des capacités des scouts et des Kiro dans l'encadrement des enfants

#### **11. Les choses à améliorer**

- Une sensibilisation limitée aux aspects négatifs du travail d'enfants
  - Risque de rendre difficile tout travail avec les enfants et utilisateurs des services des enfants
  - Les enfants ont pris peur des « chemises rouges » à Mongbwalu
  - Manque de distinction entre travail acceptable et les pires formes du travail
- Un suivi des enfants souvent limité au cycle scolaire
  - Beaucoup d'enfants travaillent durant l'après-midi, durant les week-ends et durant les vacances scolaires

#### **12. Les choses à améliorer**

- Une grande partie de bénéficiaires directs reçoit peu d'assistance par ce projet
  - Limité à des kits scolaires, pas de suivie individualisée pour prévenir la déperdition
  - Pour certaines écoles à Kolwezi et Mbuji-Mayi, insuffisance des kits scolaires
- La sélection à Kolwezi s'est faite durant les grandes vacances et certaines insuffisances se sont manifestés
  - Sélection des élèves qui étaient déjà inscrits à l'école primaire

#### **13. Les choses à améliorer**

- Les enfants travaillent toujours
  - Quelquefois le travail est même indirectement incité par les RECOPEs et les enseignants
- La suivie ne semble pas suffisamment liée aux actions
  - On ne sait pas quelle action a été menée, par exemple à Pili Pili (Mongbwalu), suite aux déperditions qu'on a constaté par manque de paiement de la collation
  - Peu de clarté entre les enfants « retirés » et « prévenus » et sur le statut de travail des enfants au niveau de la sous-base

#### **14. Coût-efficacité**

- Forces
  - Compétences du personnel du projet à tous les niveaux
  - Structure et outils pour la collecte des données
- Faiblesses

- Le contexte de pauvreté et de crise que traverse le Congo a empêché le projet d'atteindre son objectif majeur (retrait définitif des enfants des mines)
- Structures de budget et de personnel qui ne correspondent pas toujours aux objectifs du projet
- Retards dans la saisie et gestion des données : la base de données n'est pas encore utilisée pour le suivi des enfants
- Problèmes de déplacement (coûteux)

### **15. Impact**

- Etudes et recherche sur le travail des enfants
  - Base des données et étude de base
- Sensibilisation des communautés
  - Meilleure connaissance du phénomène de pires formes de travail pour les enfants
  - Le changement de comportement parmi la population cible reste en question (à cause de la pauvreté)
- Renforcement des capacités de tous les acteurs
- Accroissement des effectifs dans certaines écoles

### **16. Impact**

- Scouts et Kiros : meilleur encadrement des enfants dans les activités extra-scolaires (Kolwezi)
- Matériel donné aux écoles
- Impacts non attendus :
  - Diminution du revenu des enseignants
  - Découragement de certains acteurs (COPA, RECOPE et enseignants) du fait que la réhabilitation n'est pas encore effective (Kolwezi)

### **17. Pérennisation**

- La durabilité des acquis n'est pas encore assurée
- Pas d'appropriation des activités
  - Les agents des RECOPE se comportent comme si c'est une structure du projet
- Peu d'implication de l'état

### **18. Pérennisation**

- Certains enseignants ne souhaitent plus accueillir les enfants REETE gratuitement
  - Leurs propres enfants sont chassés de l'école

- A mi-parcours, plusieurs activités du projet n'ont pas encore débutés; risque de poser un problème pour la pérennisation
  - ALP, formation professionnelle, réhabilitation

### **19. Recommandations**

- Sélection des bénéficiaires (le faire pendant la période scolaire)
- Distinction entre les pires formes du travail et le travail des enfants
- Décentralisation des activités du projet—autant que possible
- Améliorer les stratégies portant sur la pérennisation des acquis
- Réflexion nécessaire sur le nombre d'enfants à retirer, les frais scolaires, les services à offrir et le travail des enfants

### **20. Questions pour les travaux de groupe**

- Comment assurer la durabilité des acquis?
- Problème de la collation (ou minerval / frais d'appoint)
- Distinction entre travail acceptable d'enfants et les pires formes de travail des enfants
- Comment améliorer le suivi des enfants (après-midi, fin de la semaine, vacances)

Merci!

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## ANNEX F: QUESTION MATRIX

### Question Matrix for the Midterm Evaluation of the REETE Project in the Democratic Republic of the Congo (DRC)

X: Addressed by the Evaluation Report

XX: Addressed by the Evaluation Report *and* the Field Report established by the Local Evaluator

#### Relevance

Questions	Project & supporting documents	Children Family & Community	Teachers, Education staff	Project staff (SCF/SCA)	Officials & Partners
Have the project assumptions been accurate?		XX	XX	X	XX
What are the main project activities designed toward meeting objectives? What is the rationale behind using these strategies?	X			X	
What are the main obstacles or barriers to addressing child labor in the target area? Has the project been successful in addressing these obstacles?	X	XX	XX	X	XX
Is the project design appropriate for the cultural, economic, and political context in which it works?		XX	XX	XX	XX
How has the project fit within existing programs to combat child labor and trafficking, especially government and other donor initiatives?				X	X
What other major design and/or implementation issues should be brought to the attention of SC and DOL?	X	XX	XX	XX	X

**Effectiveness and efficiency**

<b>Questions</b>	<b>Project &amp; supporting documents</b>	<b>Children Family &amp; Community</b>	<b>Teachers, Education staff</b>	<b>Project staff (SCF/SCA)</b>	<b>Officials &amp; Partners</b>
Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?	X			X	
At midterm, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they?				X	
Assess the effectiveness of the "direct action" interventions.		XX	XX	XX	XX
Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children prevented and withdrawn from labor/trafficking.		XX	XX	X	XX
Assess the effectiveness of the specific intervention models employed by the project.		XX	XX	X	XX
Has the project accurately identified and targeted children engaged in, or at risk of working, especially in WFCL?		XX	XX	XX	XX
Are there any sector specific lessons learned regarding the types and effectiveness of the services provided?			XX	XX	X
What monitoring systems does the project use for tracking the work status of children? Is it feasible and effective? Why or why not?		XX		X	
What are the management strengths, including technical and financial, of this project?				X	
What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?				X	
Is the project cost-efficient?		XX		XX	XX

**Effectiveness and efficiency (continued)**

Questions	Project & supporting documents	Children Family & Community	Teachers, Education staff	Project staff (SCF/SCA)	Officials & Partners
Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?			X	X	XX
Was the monitoring system designed efficiently to meet the needs and requirements of the project?				X	

**Impact**

Questions	Project & supporting documents	Children Family & Community	Teachers, Education staff	Project staff (SCF/SCA)	Officials & Partners
What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)?		XX	XX	XX	XX
Assess the impact, to the extent possible, of project activities on education quality. How has the education quality component been received by the provincial governments and the communities?		XX	XX	XX	XX
What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, etc)?			XX	XX	XX
What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?			X	X	X

**Sustainability**

<b>Questions</b>	<b>Project &amp; supporting documents</b>	<b>Children Family &amp; Community</b>	<b>Teachers, Education staff</b>	<b>Project staff (SCF/SCA)</b>	<b>Officials &amp; Partners</b>
Are an exit strategy and sustainability plan integrated into the project design? Will it likely be effective?	X	XX	X	X	X
How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?				X	X
What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with other USDOL-funded projects?				X	
What have been the major challenges and opportunities of initiating and maintaining coordination with the host country government?				XX	XX
What have been some of the challenges and opportunities in working with international and/or multilateral organizations and other NGOs involved in child labor issues?				X	
What additional steps need to be taken in order to promote the sustainability of project components?		XX	XX	XX	XX