

FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR

Independent Midterm Evaluation of the Rwanda Education Alternatives for Children (REACH) Project

Winrock International

Cooperative Agreement Number: IL-19515-09-75-K



2011

ICF
INTERNATIONAL

This page intentionally left blank.

**FUNDED BY THE UNITED STATES
DEPARTMENT OF LABOR**

Independent Midterm Evaluation of the Rwanda Education Alternatives for Children (REACH) Project

Winrock International
Cooperative Agreement Number: IL-19515-09-75-K

2011

This page intentionally left blank.

ACKNOWLEDGEMENTS

This report describes in detail the midterm evaluation, conducted during November 2011, of the Rwanda Education Alternatives for Children (REACH) project in Rwanda. The report was prepared by ICF Macro, Inc., according to agreements specified in its contract with the U.S. Department of Labor's (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of REACH was conducted and documented by Dr. John Seeger, an independent evaluator in collaboration with USDOL/OCFT staff, the REACH project team, and stakeholders in Rwanda.



Funding for this evaluation was provided by the United States Department of Labor under Task Order number DOLJ089K28130. Points of view or opinions in this evaluation report do not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

THANKS

I would like to express my appreciation to all individuals in Rwanda for their candor and cooperation during the field visit interviews. These included beneficiaries, district coordinators, mentors, community activists, partners, school principals, education specialists, and staff members of government ministries.

In addition, I would like to thank the REACH project management team and field office staff of Winrock International for their flexibility; planning and preparation; logistical support; organization of field visits; and the use of office space and equipment, an excellent translator, drivers, and support staff, all of whom contributed to the midterm evaluation.

Finally, I would like to give special thanks to all beneficiaries, particularly the children, for their willingness to detail their experiences, views, and opinions, as well as for their drawings, songs, dances, and humor, providing me with lasting memories.

—Dr. John S. Seeger

This page intentionally left blank.

CONTENTS

ACKNOWLEDGEMENTS	iii
LIST OF ACRONYMS	vii
MAP OF RWANDA	ix
EXECUTIVE SUMMARY	xi
I PROJECT DESCRIPTION	1
II EVALUATION OBJECTIVES	3
2.1 Scope and Objective of Evaluation	3
2.2 Midterm Evaluation Purpose	3
2.3 Intended Users	3
III EVALUATION METHODOLOGY AND LIMITATIONS	7
3.1 Approach	7
3.2 Evaluation Team	8
3.3 Document Review	8
3.4 Question Matrix	9
3.5 Interviews with Stakeholders	9
3.6 Field Visits	9
3.7 Limitations of the Evaluation	10
IV FINDINGS	11
4.1 Relevance	11
4.2 Effectiveness	19
4.3 Efficiency	23
4.4 Impact	25
4.5 Sustainability	28
V RECOMMENDATIONS	31
5.1 Key Recommendations	31
5.2 Other Recommendations	31
VI SUMMARY OF LESSONS LEARNED AND BEST PRACTICES	33
VII CONCLUSION	35

ANNEXES

Annex A: Question Matrix

Annex B: Interviews, Meetings, and Itinerary

Annex C: Stakeholder Meeting Agenda

Annex D: Documents Reviewed

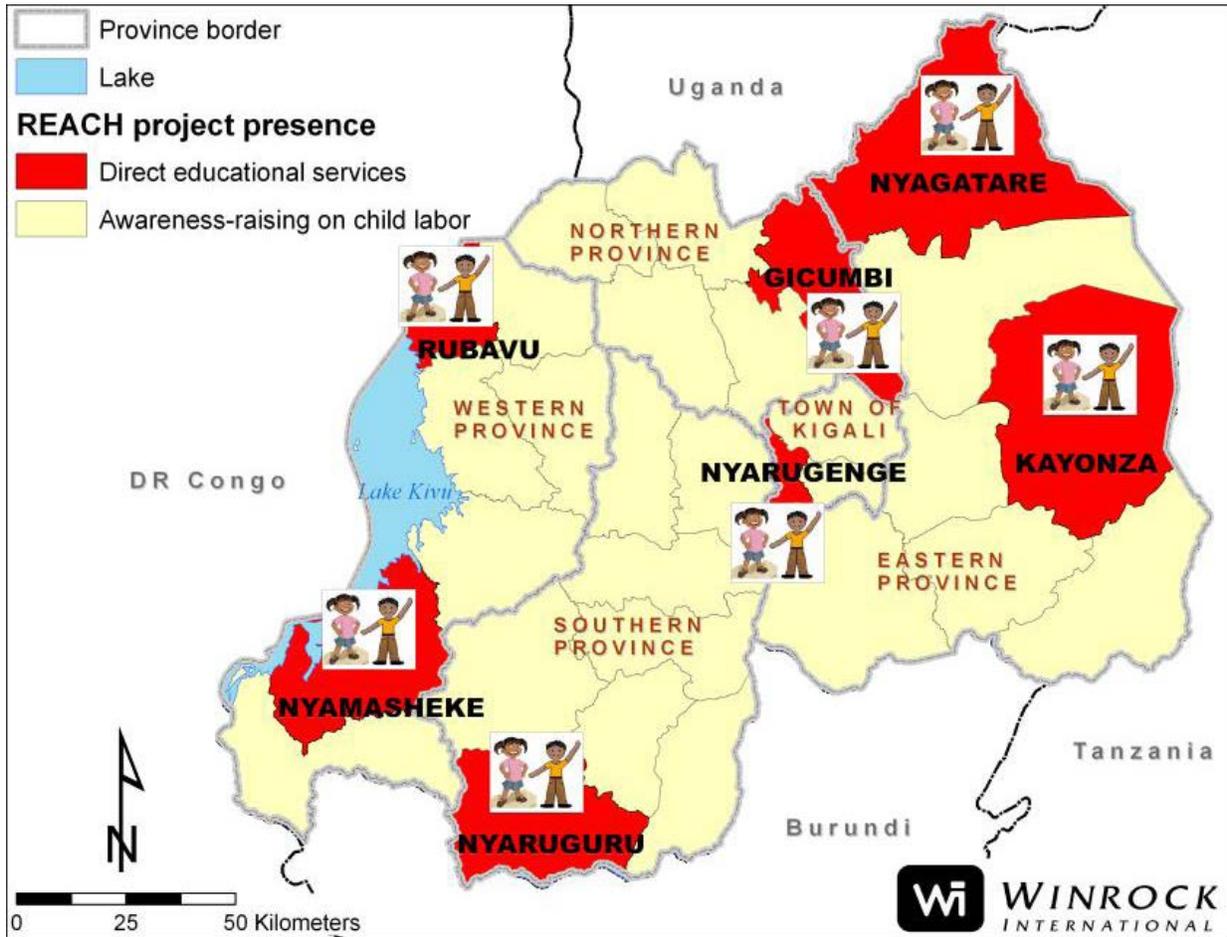
Annex E: Terms of Reference

LIST OF ACRONYMS

CA	Community Activist
CFSS	Conditional Family Scholarship Support
CLMS	Child Labor Monitoring System
EI	Education Initiative
FAWE	Forum of African Women Educationalists
GOR	Government of Rwanda
ICT	Information and Communication Technology
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
KURET	Combating Exploitive Child Labor through Education in Kenya, Uganda, Rwanda, and Ethiopia Together Project
M&E	Monitoring and Evaluation
MFS	Model Farm Schools
MIFOTRA	Ministry of Labor
NAP	National Action Plan
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
REACH	Rwanda Education Alternatives for Children
SNV	Netherlands Development Organization—Rwanda
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

This page intentionally left blank.

MAP OF RWANDA



This page intentionally left blank.

EXECUTIVE SUMMARY

On September 30, 2009, Winrock International received a 4-year cooperative agreement worth US\$4,499,998 from the United States Department of Labor's (USDOL) Office on Child Labor, Forced Labor, and Human Trafficking to implement an Education Initiative (EI) project in Rwanda. The project was aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and by supporting the five goals of the USDOL projects.

The Rwanda Education Alternatives for Children (REACH) project, also called REACH Rwanda, uses education and related intervention strategies to combat exploitive child labor in Rwanda.

As stipulated in the cooperative agreement, REACH's activities target 4,800 children for withdrawal and 3,500 for prevention from exploitive work in the agricultural sector. The project's main goal is to provide better access to formal and vocational education services, raise awareness of the importance of education, and improve policies and research on child labor and education. Winrock International is partnering with the Forum of African Women Educationalists (FAWE) and the Netherlands Development Organization—Rwanda or (SNV) for this project.

RELEVANCE

The project supports the five EI goals. It raises awareness of the worst forms of child labor, conducts research, and provides direct educational activities that withdraw children from child labor and prevent those at risk from dropping out of school and engaging in child labor.

In general, the initial project assumptions rest on a sound analysis of the situation in Rwanda. The Rwandan economy relies heavily on agriculture, with many children working in this sector. The project's main obstacles to combating child labor are the difficult socioeconomic context, the lack of enforcement of laws against child labor, and limited support for orphans and other vulnerable children. Moreover, many people within Rwandan society still do not consider child labor to be a problem and question whether the worst forms even exist in Rwanda. The project is working hard to raise awareness that changes this perception and builds on the work already done by the recently completed Combating Exploitive Child Labor through Education in Kenya, Uganda, Rwanda, and Ethiopia Together project. Moreover, the project has done a good job reaching out to girls and their families, making good use of FAWE's experience in gender issues and education.

The project's design and success of its activities in the field rely heavily on the skills and hard work of volunteers, namely the mentors and community activists (CAs). The mentors and CAs have been very dedicated to their tasks.

REACH has provided support to the CAs and mentors, including quarterly trainings and consultations, a monthly communications stipend, transport fees for mentors, bicycles for CAs, training in income-generating activities for some CAs, and training of some CAs and mentors in

the Information and Communication Technology center in Nyamasheke. REACH also highlights the work of CAs and mentors in the REACH newsletter.

The project, however, needs to devote more time and effort to improving communication with the volunteers and recognizing their contribution to ensure their continued active support. Support and training will be important for their continued good work. Volunteers need to know that someone is available for advice and support, both personal and professional.

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 expected to reach the targeted number of 8,300 direct beneficiaries during the lifetime of the project. The direct services provided to the children include uniforms and scholarship kits for children attending formal schools; a Model Farm School (MFSs), which provide agricultural and entrepreneurial skills for children withdrawn from labor situations; the Catch Up program, which provides school materials and an accelerated program for children who had dropped out of school and are older than others in the same grade; and the Conditional Family Scholarship Support (CFSS), which trains parents in single female-led households in entrepreneurship and assists them to develop the skills that will sustain them and support their children's education after the close of the project.

The livelihoods/income-generation activities of the MFS and CFSS have been effective for the first and second cohort. Most beneficiaries have formed or are in the process of forming cooperatives, opening up bank accounts, and planning their future activities.

The project activities are, for the most part, effective. The project registers children and encourages them to continue their education, giving them agricultural, entrepreneurial, and life skills, along with a new appreciation for learning. The biggest challenge to the project's effectiveness has been the slow pace with which the intake forms have been submitted. In some cases, beneficiaries have been identified and they are participating in direct activities, but the forms and database have not yet been updated.

Follow-up and tracking of children were not effective enough during the early stages of the project. Too much paperwork, data entry errors, and untrained staff hampered efforts to enroll and monitor the children. However, data collection forms have been shortened and the database and files have recently improved. District coordinators better understand the process and are much more confident and optimistic that monitoring and follow-up will be easier going forward.

EFFICIENCY

The costs of the project have been higher than originally expected, especially with regard to transportation, and the budget recently had to be revised. Nevertheless, in terms of its individual activities, inputs, and outputs, the project can be considered cost-effective. The use of volunteer mentors, CAs, and cost sharing among the partners has helped keep costs low. The project office in Kigali is partially provided by SNV, and the office space in the districts is provided by the district governments in five districts.

The project currently has two vehicles. However, only one of them is capable of safely traveling through the mountainous and windy roads that lead to some of the more remote project sites. Having another vehicle or two would allow staff from Kigali more opportunities to visit the project sites in the field.

The community-based monitoring system took some time to develop. Training of the mentors and CAs is ongoing, but currently the data needs and reporting requirements of the project are being met.

IMPACT

Children and their parents are sensitized to the dangers of exploitive labor and the benefits of education. Many of the children have received educational materials and have access to books, pencils, uniforms, and other learning resources. Their opportunities for play and other leisurely activities have improved. Most importantly, their performance in school, their behavior, and their self-esteem have improved as a result of project support.

Responding to the leadership and advocacy of REACH, government officials, particularly those from within the education and labor ministries, have begun to work collaboratively on the National Action Plan (NAP) and the Interministerial Committee on Child Labor and to share research and ideas. There is a new vitality, seriousness, and commitment that is apparent in their efforts to combat child labor.

SUSTAINABILITY

The sustainability of the program will depend on the ability and willingness of the Government and communities to continue project activities. REACH has an exit strategy that relies on the capacity and willingness of individuals, organizations, and national systems to continue supporting the reduction of exploitive child labor through education. The feasibility to implement this plan and its chances for being fully successful will depend on the leadership of REACH and the continuation of government and community commitment.

Communitywide campaigns, advocacy, sensitization of parents and children, and other awareness-raising activities are strengths of the project and should be sustained. Moreover, REACH has made significant contributions to the NAP on child labor based on solid research and with the support of district officials and educators, and its continued development will be crucial to the sustainability of project efforts. The NAP is currently in draft form. REACH played an important role in the development of the first draft, stressing the need for a clear definition of child labor and the development of a comprehensive strategy to combat it. REACH continues to meet with the Ministry of Labor, providing coordination for and input into the NAP, expected to be finalized early in 2012.

The project should continue to search for ways to increase beneficiaries' opportunities for income generation and to sustain a more positive and optimistic view of the future. This is particularly true for children enrolled in formal education. REACH implements agriculture clubs where both formal school beneficiaries and MFS beneficiaries learn income-generation skills such as entrepreneurship, accounting, market analysis, and marketing skills. Produce from the

agriculture clubs are sold by beneficiaries in order to purchase more material for the garden. In addition, some profits are used by families to purchase food. This component of REACH could be strengthened in order to ensure sustainability after project close-out.

KEY RECOMMENDATIONS

- The success of direct project activities relies heavily on the dedication and hard work of the volunteer mentors and CAs in the schools and districts. The project should improve its communication with these important volunteer staff and devote more time and effort to coming up with creative ways to show appreciation for their contribution and ensure their continued active support.
- The project should look for ways to increase its impact on the quality of education and improve the learning environment of the formal schools in which the majority of project beneficiaries are enrolled. This could be accomplished through the production of pictures, posters, or other learning material, which could be replicated to make classrooms more child-friendly and increase the likelihood that children would stay in school. REACH has provided some training to public school teachers, including sensitization on child labor; computer skills training; gender awareness; basic counseling; and guidance skills for teachers. However, teachers would greatly benefit from additional training in creative classroom methods, student-centered techniques, and counseling.
- To ensure sustainability, an NAP that addresses child labor issues in a comprehensive manner must be finalized. REACH is actively engaged in policy shaping for the NAP, stressing the need for a clear definition of child labor and the development of a comprehensive strategy to combat it. Finalization of the NAP will require continued cooperation at the ministerial level, as well as between stakeholders at the national, district, and sectoral levels, including parents, teachers, and educators responsible for caring for children in the field.

I PROJECT DESCRIPTION

On September 30, 2009, Winrock International received a 4-year cooperative agreement worth US\$4,499,998 from the United States Department of Labor (USDOL) to implement an Education Initiative (EI) project in Rwanda, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of education and by supporting the five goals of the USDOL project. The Rwanda Education Alternatives for Children (REACH) project, also called REACH Rwanda, uses education and related intervention strategies to combat exploitive child labor in Rwanda.

Research estimates reveal that as many as 500,000 children are involved in potentially dangerous child labor throughout the country. REACH activities target 4,800 children for withdrawal and 3,500 for prevention from exploitive labor in agriculture in the following seven targeted districts: Rubavu, Nyagatare, Kayonza, Nyamasheke, Nyaruguru, Gicumbi and Nyarugenge. The project supports the most vulnerable working and at-risk children, providing them with scholarship kits and mentoring services. It also works to raise awareness of the importance of education and improve policies and research on child labor and education. Winrock International is partnering with the Forum of African Women Educationalists (FAWE) and the Netherlands Development Organization—Rwanda (SNV) for this project.

The primary goal of the project is to withdraw and prevent children from exploitive child labor through the provision of educational services in seven targeted districts within the country. REACH has five major outputs that coincide with the five EI goals of all USDOL child labor projects. The goals are as follows:

1. Raise awareness of the importance of education and mobilize a wide array of actors to improve and expand education.
2. Reduce the number of children engaged in, or at risk of entering exploitive child labor through the provision of direct education services.
3. Strengthen policies, capacity of national institutions, and transitional education services.
4. Support research and collection of reliable data.
5. Ensure the long-term sustainability of project successes.

In order to identify, withdraw, and prevent children from exploitive labor, the project leads awareness-raising activities on children's rights, the importance of education, and the harmful effects of child labor. In order to address the issue of child labor and access to education, the project utilizes a national-level policy strategy to make and enforce existing policies and laws pertaining to child labor and education. These efforts complement awareness-raising activities in the target districts.

An important component of the project is data collection and research, including the collection of baseline data on child labor and education. Sustainability of project strategies will be achieved through effective policy implementation; refinement of a National Action Plan (NAP) and policies that address the issue of child labor; and engagement of local and community stakeholders to support similar initiatives.

II EVALUATION OBJECTIVES

2.1 SCOPE AND OBJECTIVE OF EVALUATION

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL cooperative agreement with Winrock International. The evaluation assesses the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The primary objective is to examine issues of project design, management, implementation, lessons learned, sustainability, and replicability.

2.2 MIDTERM EVALUATION PURPOSE

The purpose of the midterm evaluation is to accomplish the following:

- 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.
- Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so.
- Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time of project end.
- 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.
- 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.

The evaluation identifies lessons learned, good practices, and models of intervention that will help other child labor projects in Rwanda and elsewhere. It serves as an important accountability function for USDOL and Winrock International and provides direction in making revisions to work plans, strategies, objectives, partnership arrangements, and resource allocations that may increase the project's effectiveness.

Recommendations focus on how the project can improve in order to reach its objectives and make any necessary adjustments to promote the sustainability of project activities. The evaluation also assesses government involvement and commitment.

2.3 INTENDED USERS

This midterm evaluation provides USDOL, Winrock International, FAWE, SNV, and other project stakeholders an assessment of the project's experience in implementation and its impact on project beneficiaries. The USDOL Office of Child Labor, Forced Labor, and Human

Trafficking and Winrock International management will be able to use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results may also be used by Winrock International, the Government of Rwanda (GOR), and other current or potential partners to enhance effectiveness in implementation. Therefore, the evaluation provides credible and reliable information for how the project can enhance its impact during the remaining time of implementation.

To achieve the evaluation objectives, the findings are divided into five main sections: Relevance, Effectiveness, Efficiency, Impact, and Sustainability.

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 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.

Effectiveness

This section focuses on the project's achievement of its stated objectives 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, management, and impact of project activities.

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). In particular, the evaluation looks at the financial management of the project and budget issues with regard to the effect of these aspects on project implementation. It also considers whether the project team was able to work effectively within the current budget provision and management structure, and whether the community-based monitoring system is meeting the data collection and reporting requirements of the project.

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 to reduce the worst forms of child labor (WFCL) among its target population.

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, the section assesses whether the project has taken steps to ensure the continuation of project activities after its completion (including sources of funding and partnerships with other organizations and/or the GOR) and identifies areas where these activities may be strengthened.

This page intentionally left blank.

III EVALUATION METHODOLOGY AND LIMITATIONS

3.1 APPROACH

The evaluation approach was primarily qualitative in terms of the data collection methods used, as the timeframe did not allow quantitative surveys to be conducted. A qualitative approach allows research topics to be explored in greater depth and detail and offers more flexibility with locations and timing. The evaluation approach was independent in terms of the composition of the evaluation team. The following additional principles were applied during the evaluation process:

- Methods of data collection and stakeholder perspectives were triangulated for as many of the evaluation questions as possible. By obtaining corroborating data from multiple data sources, there is greater likelihood that the research findings accurately reflect stakeholder perceptions, and helps increase the probability that the findings are seen as credible.
- Efforts were made to include the voices of parents and children, as well as beneficiary participation, and using child-sensitive approaches to interviewing children.
- The evaluation used a gender-sensitive approach. Boys, girls, men, and women were given equal opportunity to participate. The time and place chosen for each meeting were suitable for all. Finally, the local language was used for all interviews, with the help of a local translator.
- The evaluator maintained confidentiality relative to the sensitive information and feedback elicited during the individual and group interviews. 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.
- 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.
- 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. After an initial meeting with the highest-ranking government official in the sector, the Sector Executive Secretary, the evaluator met with project staff in the district and observed ongoing project activities. Following this, focus group meetings with children and parents were held, and individual interviews were conducted with mentors, community activists (CAs), teachers, school principals, parents, and children.

3.2 EVALUATION TEAM

The evaluation team consisted of the following:

- An international evaluator
- An interpreter
- One to two members of the project staff in the targeted districts and/or partners, who traveled with the team to make the introductions.

The international evaluator, Dr. John Seeger, was responsible for developing the methodology in consultation with ICF Macro, Inc., and REACH project staff, assigning the tasks to the staff member 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 interpreter, Ms. Gloria Mutesi, accompanied the evaluator on all of the field visits. In addition, Ms. Mutesi was present at the stakeholders workshop. She 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, gender-sensitive, and culturally appropriate.

3.3 DOCUMENT REVIEW

Preparation before field visits included an extensive review of relevant documents. During fieldwork, documentation was verified and additional documents were collected. Reviewed documents included the following:

- Project documents
- Cooperative agreement
- Technical progress and status reports
- Project logical frameworks and monitoring plans
- Work plans
- Research reports undertaken (baseline study)
- Project files (including school records), especially those related to the database

- Project audit done by Williams, Adley & Company, LLP
- Final evaluation of the Combating Exploitive Child Labor through Education in Kenya, Uganda, Rwanda, and Ethiopia Together Project (KURET) project.

3.4 QUESTION MATRIX

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

3.5 INTERVIEWS WITH STAKEHOLDERS

The evaluator conducted informational interviews with project stakeholders (see Annex B for itinerary and interviews). Depending on the circumstances, these meetings were held as either one-on-one or group interviews. The sources included the following:

- 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, and education personnel
- Project beneficiaries (children withdrawn and prevented from WFCL and their parents).

The interviews were based on unstructured and semi structured questions, and were conducted in an interactive, dialogue-like manner. The results from the initial interviews were further probed and investigated with key informants. Some of the interviewed beneficiary children were asked to draw pictures, or perform skits and dances of certain aspects of the project and/or their lives. The evaluator then established a dialogue with the children based on various aspects of their drawings or performances.

3.6 FIELD VISITS

The evaluator visited a selection of 15 project sites in 7 different districts; this included 7 Model Farm Schools (MFSs), 7 primary and/or government schools, and the Information and Communication Technology (ICT) center in Nyamasheke District. The final selection of field sites was made by the evaluator. The sites were selected based on the following criteria: sites that have experienced successes, sites that have encountered challenges, and sites that are located in different parts of the country. During the visits, the evaluator observed the activities and outputs of the project. Focus groups with children and parents were held, and individual interviews were conducted with district officials, education specialists, mentors, CAs, teachers, school principals, parents, and children.

The evaluator maintained confidentiality relative to the sensitive information and feedback elicited during the individual and group interviews. 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.

Following the field visits, a stakeholders meeting was held in Kigali (Annex C). The agenda included the following items:

- Presentation of preliminary findings from the evaluation
- Feedback and questions from stakeholders on the findings
- Opportunities for implementing partners the evaluator had not met to present their views on progress and challenges in their locality
- Group work, presentations, and discussion on the relevance, effectiveness, efficiency, impact, and sustainability of project activities

3.7 LIMITATIONS OF THE EVALUATION

Due to the limited timeframe for fieldwork (approximately 2 weeks), there was not enough time to visit all the project sites and sectors. As a result, the evaluation does not take into consideration all project sites in the formulation of the findings. All efforts were made to ensure that a representative sample of sites was visited, including both well-performing sites and those that have experienced challenges.

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.

IV FINDINGS

This section examines project strategies and activities to address child labor in Rwanda. The findings, conclusions, and recommendations are grouped into five categories according to the terms of reference of the evaluation:

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

The findings in each category are organized around the questions posed in the terms of reference and additional information is provided as appropriate.

4.1 RELEVANCE

4.1.1 Project Assumptions

REACH was created by the staff of Winrock International, FAWE, and SNV, all of whom have a thorough understanding of the economic, cultural, and political situation in Rwanda. These assumptions are based on a sound analysis of the situation in Rwanda, and the project has a clear understanding of the causes of child labor. Finally, agriculture is an important sector in the targeted districts, and there is a need for strategies, policies, and programs to combat child labor in that sector as well as opportunities for rural employment and development.

The main challenges to the project's assumptions are the difficult socioeconomic context and the limited support for orphans and children in single-parent or child-headed households.

Moreover, it was assumed that, given appropriate educational opportunities in agriculture through the MFS, children and their families would choose this type of educational service. However, this has not always been the case. Many of the children interviewed by the evaluator have enrolled in the MFS, but do not wish to continue their involvement in agriculture and would rather look for other opportunities in vocational school.

Finally, many people within Rwandan society and government ministries still do not consider child labor to be a problem and question whether the worst forms even exist in Rwanda. The project is working hard to raise awareness to change this perception.

4.1.2 Support for the EI Goals

In general, the five EI goals are supported by the project design and activities. Each of the EI goals and a description of project support for each are discussed below:

- **EI Goal 1: Raising awareness of the importance of education for all children.** The understanding of the project goals among counterparts, stakeholders, and beneficiaries is clear. REACH has, in most cases, successfully raised awareness of the concept of exploitive child labor and the need for education through the mobilization of the whole community; the training of mentors, CAs, and parents; and the provision of school supplies and other resources for vulnerable children. At the national level, the project has helped to bring all important stakeholders together to begin work on finalizing a national plan to combat child labor.
- **EI Goal 2: Strengthen systems that encourage working children and those at risk of working to attend school.** This goal has been supported by providing beneficiaries with much-needed school supplies (scholarship kits) and counseling services to ensure that at-risk and withdrawn children stay in school, remain out of exploitive labor, and acquire life skills. Mentors, MFS teachers, and CAs in targeted districts have received training in counseling and monitoring the status of the beneficiaries. In addition, the project supports the existing Catch Up program aimed at reintegrating out-of-school children into formal schools through an accelerated curriculum.
- **EI Goal 3: Strengthen national institutions and policies on education and child labor.** This goal has been supported by the REACH project through its collaboration with the GOR Inter-Ministerial Committee on Child Labor. REACH is assisting in the formation and implementation of the Ministry of Labor's (MIFOTRA) priorities as they relate to child labor. REACH is working with MIFOTRA to encourage policy studies on issues involving youth and exploitive child labor, as well as to compile best practices for the NAP. In addition, MIFOTRA, with REACH assistance, has recently disseminated survey research (conducted in 2008) on the state of child labor in the country.
- **EI Goal 4: Support research and the collection of reliable data on child labor.** This goal has been supported through the project's collection of data and its capitalization on lessons learned, both from this project and from other projects, such as KURET in Rwanda and the Tanzania Education Alternatives for Children project in Tanzania. REACH initially conducted a baseline study on the characteristics of child labor in the seven targeted districts in 2009. This study gathered information on households and socioeconomic status, children's education and involvement in labor, as well as the effects of labor on the child's health. Further, a database and child labor monitoring system (CLMS) are being set up to maximize knowledge of children's situation in Rwanda.
- **EI Goal 5: Ensure the long-term sustainability of these efforts.** This goal has been supported through the project's work at the district and sector levels; the involvement of grassroots-level actors in the project implementation; the provision of entrepreneurial skills to beneficiaries; provision of vital assistance in developing the CLMS; and the

project's collaboration with the GOR to finalize the NAP and unify the effort to combat child labor.

4.1.3 Main Strategies in Withdrawing and Preventing Children from WFCL

The project strategies include sensitization and capacity building of mentors, parents, and CAs who follow up on the children and keep them from returning to WFCL. At the same time, beneficiaries are provided with school uniforms, backpacks, and other school supplies that encourage them to stay in school. Staff and teachers in schools are informed about WFCL and help to identify at-risk children.

In MFS, out-of-school children are gaining agricultural, entrepreneurial, and life skills. Other out-of-school and often older youth are given scholarship kits and enrolled in the Catch Up program designed to reintegrate them into the formal schools. Finally, the Conditional Family Scholarship Support (CFSS) trains parents, often in single female-led households, in entrepreneurship and assists them to develop the skills that will sustain them and support their children's education after the close of the project.

Children working in potentially dangerous jobs or at risk of dropping out of school and their families are identified by community officials in the Joint Action Development Forum, in conjunction with mentors, and/or CAs. These children are referred to one of the following avenues for assistance.

Formal Schooling

The project has successfully provided support to enroll younger children in the formal school system. These children may be in either primary schools or *tronc commun* (grades 7–9). The project supports these children, providing them with school uniforms and scholarship kits of basic school supplies as well as counseling as needed. Teachers, who volunteer as project mentors, monitor the status of the project-supported students. In most of the districts visited, the mentors worked closely with a project-supported CA to complete project monitoring forms and to follow up with parents when there is an attendance or performance problem.

Nearly all of the mentors that were interviewed praised the performance of the project-supported students, stating they were often among the best in their classes. Parents were also enthusiastic in their praise for the project, stating that they had seen improvement in their children's behavior and attitude toward school and work.

Model Farm Schools

The MFS program focuses on preparing youth for income-generating work and links them with employment opportunities. Children aged 16–17 are identified by the CAs who live and work in the communities where the MFS is located. The schools offer 6 months of training on improved agricultural methods, entrepreneurship, enterprise development, and life skills. The model farm curriculum also includes safety and the wearing of protective gear provided by the project.

The crops grown at the MFS vary by the district, as each district is assigned certain crops mandated by the GOR in its nationwide land consolidation policy. The model farms visited were found to be growing pineapples, corn, potatoes, mushrooms, carrots, and wheat. In each case, except one, the students had achieved a successful harvest and were about to begin marketing their product. The only unsuccessful case was caused by the late delivery of the corn seed. This frustrated the beneficiaries initially, but they have since moved on and were optimistic about their next planting. Many had formed cooperatives, sold their crop at a profit, and were looking forward to their next crop.

Each of the MFSs is connected to an existing school and has a plot of land that has been provided by the community local leaders on which to grow a crop, and for hands-on agricultural and enterprise development training. Students are taught how to grow and market products from their demonstration plots in order to develop both agricultural and business skills.

The success of the MFS activities depends on the involvement of the community and the capacity of the MFS teacher to train the students. In addition to the agriculture and entrepreneurial skills, life skills are sometimes provided as well. The immediate goal is to help the children enhance their self-esteem and appreciate the importance of education and learning. In the long term, it is hoped that alternatives to WFCL will be found and that the children will obtain skills that will sustain them after the close of the project.

One of the main difficulties for the children wishing to attend the classes is the lack of transportation to and from the MFS. All children and parents commented that they knew many other children in their communities who would benefit from sessions at the MFS if they could find the means to attend. These beneficiaries also expressed the wish for opportunities to broaden their worldview and discover other potential vocations besides agriculture, such as becoming mechanics or beauticians. Due to the logistical difficulties of finding reliable and affordable transportation, it would be more effective to focus on better selection of MFS land sites. Sites should be located as close as possible to MFS student homes, thereby reducing the need for transportation.

Catch Up Program

One aspect of Rwanda's nonformal educational program is the Catch Up program, administered since about 2000, by the Ministry of Education with support from the United Nations Children's Fund (UNICEF). It aims to reintegrate out-of-school children into formal schools or vocational programs. While the plan is to phase out the program in favor of the new policy making grades 1–12 compulsory, there was consensus among those interviewed that there is still a great need for the Catch Up programs.

REACH is continuing and improving the quality of the Catch Up program in the targeted districts. Teachers working with these students receive additional training, specifically designed to assist older students who had left school. Many of the children targeted for the program dropped out of primary school and are now much older than other primary students. Most are in need of an accelerated program to catch up. The beneficiaries interviewed by the evaluator were enthusiastic about their progress and hoped to make the transition to formal schools after 1 year.

The project provides scholarship kits, T-shirts, and notebooks to the students for 1 year. Mentoring services are provided for a second year if the child is on track to transition to a formal school.

Some of the target children were withdrawn from labor and had never attended school, while others interviewed were dropouts.

Conditional Family Scholarship Support

In Rwanda, women comprise 80% of the subsistence farming workforce, but have little access to enterprise development or skills. REACH has introduced the CFSS program in all seven of the target districts benefiting women and children. Priority targets are children, especially girls in grades 6–9, in order to improve transition and retention in *tronc commun*. The scholarship is provided to the school to cover the child's education costs for up to 2 years.

The program enhances women's capacity to run small enterprises, such as raising goats or marketing homegrown vegetables, improves children's school enrollment and retention, and stimulates local development. A 2-year CFSS provides a scholarship for one or two children per family plus assistance to link the mother to opportunities for small loans.

REACH offers the mothers training in small business development, literacy, numeracy, and marketing skills. The women interviewed were enthusiastic about the training they had received and optimistic about their future. All of the women interviewed had already gotten small loans and had opened bank accounts. Some had used the loans to begin raising goats and/or starting small vegetable gardens around their homes.

ICT Center in Nyamasheke

The ICT center in Nyamasheke was started by REACH, and is equipped with internet, computers, and printers. REACH hired an ICT manager in charge of training teachers and managing the center. The project has signed a memorandum of understanding with Nyamasheke District that calls for the ICT center to be handed over to the district after 1 year. The center is well kept, and has a full schedule of teachers being trained.

4.1.4 Main Obstacles to Addressing Child Labor

The main obstacles to addressing child labor include poverty; a socioeconomic and cultural setting that allows and even encourages child labor; inadequate enforcement of child labor laws; and a limited support system for orphans and vulnerable children affected by HIV. The aspects of the environment that force children to work depend on the socioeconomic status of the family. Over 13% of REACH beneficiaries at midterm are orphans, 58% have one parent deceased, and over 2% come from a child-headed household.

4.1.5 Appropriateness of the Project Design for the Cultural, Economic, and Political Context

The design of the project is appropriate in its efforts to raise awareness of child labor and of the importance of education. It encourages parents to send their children to school, gathers research data on child labor, and uses these data to help shape local and national policy processes.

Through the provision of scholarship kits, entrepreneurial training, small enterprise development, and the enrichment of agricultural skills, the project is helping beneficiaries to access much-needed income to support the education of the children.

At the macro level, the project is actively engaged in policy shaping for the NAP and advocacy for child labor issues. The NAP is currently in draft form. REACH had played an important role in the development of the first draft, stressing the need for a clear definition of child labor and the development of a comprehensive strategy to combat it. REACH continues to meet with MIFOTRA, providing coordination for and input into the NAP, expected to be finalized early in 2012.

REACH is working to establish an institutionalized national coordination mechanism for all stakeholders to eliminate exploitive child labor. In addition, MIFOTRA has recently disseminated important survey research on the status of child labor in the country. They are calling for better enforcement of existing laws and an increase in the number of inspectors who are tasked with uncovering violations in child labor laws.

4.1.6 Project Design and Existing Initiatives

Before REACH began, there had not been a comprehensive, unified initiative to combat child labor. The GOR had signed onto the International Labour Organization (ILO) Conventions 138 and 182. In addition, KURET had made significant advancements in Rwandan policy development regarding child labor. Both of Winrock International's partners have been involved in implementing programs to strengthen the educational system. FAWE's innovative activities in education helped children to stay in school and SNV worked throughout the country to strengthen parent-teacher associations; introduce household energy, water, and sanitation in schools; build the capacity of local farmer cooperatives; and increase employability and labor compliance practices in agriculture and tourism. REACH is helping to bring many groups together to develop a unified initiative. Rwanda's Economic Development and Poverty Reduction Strategy includes the elimination of child labor as a national priority.

The GOR has a strategic plan to implement its National Policy for Orphans and Vulnerable Children, targeting child labor victims including those who live in child-headed households and those who are sexually exploited, homeless, or affected by HIV/AIDS. The Government's policy on orphans and vulnerable children contains specific strategies, which the project is directly supporting. These include improving working conditions and enforcement of labor laws, providing income-generating activities for families, reinforcing nonformal educational Catch Up programs, awareness-raising activities, and better research on the issue of child labor.

In addition, REACH is supporting Ministry of Education programs that work with families at the district level to support sustainable community participation in advocating for services for needy families and supporting children who want to return to school.

The National Committee on Child Labor has recently been formed with the guidance and leadership of REACH. Core membership of this committee includes MIFOTRA, the Ministry of Education, the Ministry of Social Development, the Ministry of Health, and the Ministry of Justice. Also, the project design makes use of research data in policymaking and provides an important and necessary contribution to the Government and other institutional efforts to combat child labor.

The project recently met with Catholic Relief Services to discuss collaboration with their Farmer Field Schools program, which trains participants in modern agriculture techniques and value chain systems. Catholic Relief Services also makes use of saving and internal lending communities that provide access to small loans as well as social and education funds.

REACH has done an exemplary job reaching out to ongoing efforts to improve education and the situation of youth in Rwanda. Continued collaboration will be important to continue raising awareness and expanding opportunities to combat child labor through education. Other existing initiatives with whom REACH may want to collaborate include the following:

- **The Belgian Red Cross.** They help street children in Kigali and Butare to return to primary school or learn a vocational trade.
- **The Japan International Cooperation Agency and Deutsche Gesellschaft für International Zusammenarbeit.** They support technical and vocational education training within the Ministry of Education.
- **The Educational Development Center.** They manage a Youth Livelihoods Program that provides training for youth aged 15–24 in urban areas.
- **The World Food Programme.** They implement a school feeding program in 300 schools throughout the country, primarily in the drought-affected South and East Provinces with the Ministry of Education.

4.1.7 Relevance of Criteria for Selecting Districts and Beneficiaries

Using the findings from the needs assessment, REACH has been able to target areas effectively based on the prevalence of exploitive child labor, number of children at risk of becoming engaged in exploitive labor, high rates of school dropouts, and large number of orphans and child-headed households. Furthermore, Winrock International's partners, FAWE and SNV, already have a strong presence, outreach and education capacity, positive reputation, and good relationships with stakeholders in the target areas. The project sites visited were primarily in rural, mountainous, underserved areas with unpaved and windy roads that required an SUV to navigate safely. In these areas, the children are often engaged in labor on small holdings in coffee, tea, sugar, rice, and goat herding.

REACH targets interventions in areas with both a high concentration of vulnerable children and high prevalence of people engaged in agriculture, thus helping to contribute to the cost-effectiveness and impact of the program. The program serves school-aged children, 6–17, who are currently engaged in exploitive labor or at risk of entering exploitive labor, are at risk of dropping out, or have never attended school. These beneficiaries were chosen carefully and with input from teachers and other community stakeholders.

4.1.8 Additional Design and Implementation Issues

Other design and implementation issues are important to the success project activities. These include livelihoods and the role of the community volunteers.

Livelihoods

Through CFSS and MFS, the project is providing entrepreneurial skills and opportunities for microfinance, cooperative formation, and agricultural skills to improve household income, which is depleted when children leave their jobs. These programs have been able to use innovative strategies to promote sustainable livelihoods for the targeted families, helping to make an important contribution to helping the project meet its targets and reducing WFCL.

Most beneficiaries attending formal schools are receiving the school uniforms and scholarship kits but have little access to income-generating activities, thus they are concerned about what is going to happen at the end of the project. Better communication with the beneficiaries about future opportunities would help alleviate some of these concerns.

Dependence on Volunteers

The success of the project's activities in the field depends heavily on the skills and hard work of volunteers, namely the mentors and CAs. Volunteering is a serious commitment of time and energy. People volunteer for various reasons, including the desire to be involved and wanting to help the children, local community, and other individuals outside of their immediate family. Further, they do so of their own free will, without payment, except for the reimbursement of out-of-pocket expenses.

Up to now, the mentors and CAs have been dedicated to their tasks. The project needs to devote more time and effort to show appreciation for their contribution and ensure their continued active support. There are many creative ways to recognize the contribution of volunteers. Some examples might include the following:

- Ask them for advice.
- Send holiday cards.
- Celebrate milestones of service and achievement.
- Give awards.
- Hold farewell ceremonies when they depart.

- Invite them to make presentations about their activities and take the lead in training activities.
- Keep them fully informed of relevant activities.
- Show photos of their activities.
- Praise their successes.
- Respect their individuality.

The project is asking a lot of the volunteers and needs to be careful not to take their dedication for granted. To do this, REACH provides volunteers with important monthly training activities as well as bicycles that promote contact with both project staff and beneficiaries in the communities. Volunteer support, active communication, and training will continue to be important to motivate them to continue their good work. Volunteers need to know that someone is available for advice and support, both for personal and professional purposes. Effective and appropriate training will equip volunteers with skills and confidence and reinforce their value, which will encourage them to continue their excellent work.

4.1.9 Lessons Learned and Best Practices

There have been several important lessons learned that will help to maintain the relevance of the project during the remaining 2 years.

There are many reasons for the existence of child labor as well as obstacles to combat it. Good communication with beneficiaries, district staff, and volunteers will continue to be important to keep project activities relevant in the future. This will allow the project to adapt and maintain the flexibility necessary to manage individual cases.

The success of the project's activities in the field depends heavily on the skills and work of volunteers, namely the mentors and CAs. Up to now the mentors and CAs have been incredibly dedicated to their tasks. The project needs to devote more time and effort to show appreciation for the contribution of the volunteers to help ensure their continued active support.

An NAP that also receives input from local stakeholders and beneficiaries is crucial to building confidence and ensuring sustainability. Collaboration with the target population on the development and implementation of project strategies should be ongoing.

4.2 EFFECTIVENESS

This section focuses on the project's achievement of its stated purpose and the challenges that it has encountered.

4.2.1 Midterm Achievements

At midterm, the project is on track to provide educational services to all of the direct beneficiaries. According to the most recent data provided by the project’s monitoring and evaluation (M&E) specialist, the project has a current enrollment of 5,726 beneficiaries, including 2,860 prevented and 2,866 withdrawn from WFCL. This indicates that the number of project beneficiaries is more than halfway toward the project’s goals. Table 1 illustrates the current and target enrollment in REACH programs.

Table 1: REACH Programs at Midterm—Enrolled and Targeted Beneficiaries

Program	Current Enrollment	Target Enrollment
Catch Up Program	846	1,600
Conditional Family Support Scholarship	200	200
Model Farm Schools	1,430	2,200
Formal Schooling	3,884	4,300
Total Enrollment	6,360	8,300
Total Withdrawn from WFCL	3,518	4,800
Total Prevented from WFCL	2,842	3,500

The target number of 8,300 direct beneficiaries is, according to all project staff, within reach in the lifetime of the project. Enrollment in MFS, CFSS, and the Catch Up program has progressed more slowly than that of formal education, but this was anticipated. Enrollment in the various programs will increase in subsequent cohorts.

4.2.2 Effectiveness of “Direct Action” Interventions Meeting the Needs of the Target Population

The direct services provided to the children include the provision of scholarship kits, formal education, agricultural, and life skills and entrepreneurial training. These are provided in the MFS, the CFSS, and the Catch Up program.

The scholarship kits provided to students have effectively motivated them to stay in either formal school or to enroll in the Catch Up program. Additionally, both teachers and parents have commented on the students’ improved performance and behavior both in and out of school. However, many parents expressed concern over what would happen at the end of the project. Moreover, although education is “free,” the parents complained of hidden costs such as exam fees and the need for medical insurance.

The project is keeping its students in formal school through the provision of uniforms and scholarship kits. However, if the project could help to brighten up the classrooms or partner with another organization involved in this activity, attendance and morale of the students and teachers would improve. In addition, examples of student work, inspirational quotes, educational posters, seasonal decorations, a bulletin board, and other displays are just a few ways to make the

classroom a more welcoming place for students, parents, and other visitors. This could be done at little cost to the project.

The Catch Up program is effectively meeting the needs of project beneficiaries. The youth have been removed from harmful labor after having dropped out of primary school much earlier. They are receiving an accelerated program to enable them to reintegrate into school. Teachers receive additional training, specifically designed to assist older students who had left school. The beneficiaries interviewed by the evaluator were enthusiastic about their progress and looked forward to attending school. Mentoring services will be provided for a second year if the child is transitioning to formal school.

Children enrolled in MFS are gaining agricultural, entrepreneurial, and life skills. The project had successfully withdrawn nearly all of them from child labor. The MFS program focuses on preparing youth for income-generating work and links them with employment opportunities. The students make use of land donated by the community to plant and market their crops through the formation of cooperatives.

All MFSs visited had completed the first 6-month training session and were currently training the second cohort. The project design includes the training of four cohorts of students, each of which receives 6 months of training. The youth attending MFS learn to work together, be responsible, and design and implement a plan. These important skills have increased the students' self-esteem and confidence. However, many of the students interviewed were not interested in continuing in agriculture, but rather hoped to enroll in vocational programs.

The CFSS enhances women's capacity to run enterprises, improves children's school enrollment and retention, and stimulates local development. A 2-year CFSS provides a scholarship for one or two children per family, plus assistance to link the mother to opportunities for small loans. The mothers of families enrolled in the CFSS interviewed were very positive about the training they had received, and they were looking forward to increasing their activities and putting the money they had already earned to good use.

4.2.3 Identification of Beneficiaries

The project has been successful in identifying and recruiting beneficiaries from WFCL in Rwanda. As mentioned previously, there is still a belief among some that Rwanda does not have a problem with WFCL. The projects are located in the districts and sectors where poverty and agriculture are prevalent. The CAs also meet with families, employers, schools, and other community organizations to identify children. The MFSs are located around local schools. Teachers, counselors, and parents often refer students to these schools.

The project selects children who live in extreme poverty. They are often orphaned, affected by HIV/AIDS, live in a child-headed household, have siblings engaged or formerly engaged in exploitive labor, receive assistance from the community, live in close proximity to activities that often employ children, and/or have a history of being abused. In addition, they may have a high rate of absenteeism, poor performance in school, and live far from school.

4.2.4 Monitoring Systems for Tracking the Work Status of Children

It is primarily the responsibility of the mentors and CAs, under the supervision of the district coordinators, to monitor the work status of children. They keep files on the children and visit the schools, homes, and workplaces to locate children. When children drop out, the mentors and CAs will track them down and try to persuade them to return to school. They speak with the children and parents to ensure the child attends class regularly and does not return to potentially dangerous labor.

In practice, the project has had challenges in following up on the work status of the beneficiary children. Follow-up is a time-consuming task due to the large number of forms that have to be completed. In order to improve this, the project has both simplified and reduced the number of forms while continuing to collect the required information. All district staff members were pleased with this and felt they would now have more time to devote to children's issues.

The M&E specialist also mentioned that the large number of individuals responsible for administering surveys and entering data has increased the likelihood for data error. It has been a challenging process to train district staff in both the data collection techniques and in the importance of timely submission of the forms. These efforts are ongoing and continue to improve, thus building important capacity and skills.

An additional challenge to monitoring the status of children is the distance and rough terrain CAs and mentors often need to travel to visit the families. Although the CAs are given bicycles, the terrain in many sectors makes the bikes nearly impossible to use. The projects visited by the evaluator were primarily in rural, mountainous, underserved areas with unpaved and windy roads that required an SUV to navigate safely.

4.2.5 Management of REACH

REACH is well managed and all staff members are competent in their fields. The three main partners—Winrock International, FAWE, and SNV—all understand their roles, have highly competent staff, and work well with one another. Early in the project, staff attrition, especially among district coordinators, was high, and this slowed progress and made early successes difficult. However, the project has achieved greater stability and the partners' confidence in one another has increased.

One challenge has been the anticipated role of SNV in the provision of entrepreneurial and agricultural skills in the MFSs. SNV normally provides assistance in three agricultural areas: bee keeping, dairy farming, and coffee. Because the GOR mandates the crops to be grown in each district, the MFSs have not been able to focus on the same areas as those of SNV. Consequently, this has limited the effectiveness of SNV's role in agriculture as envisioned in the project proposal. On the other hand, SNV continues to play an important role in awareness raising and linking MFS beneficiaries to cooperatives and apprenticeships.

Coordination with the government ministries has also brought some challenges. While all involved ministries are committed to combating child labor, there is considerable turnover in the

important decision-making positions. Most promising has been the project's support of the GOR's Inter-Ministerial Committee on Child Labor.

REACH is encouraging and assisting MIFOTRA to take a stronger leadership role of the Inter-Ministerial Committee on Child Labor, which had been inactive prior to the involvement of REACH. A technical assistant for child labor alleviation from MIFOTRA has been assigned to meet regularly with REACH staff in order to share current activities and future plans. REACH is assisting in the formation and implementation of MIFOTRA priorities as they relate to child labor. REACH is working with MIFOTRA to encourage policy studies on issues involving youth and exploitive child labor, as well as compile best practices for the NAP.

Another area of concern is that district coordinators, each of whom is responsible for up to 50 mentors/teachers and CAs, often do not have a background in education. Yet, they are tasked with training mentors and CAs and counseling children and parents on the benefits of education. Educational specialists from FAWE and Winrock International train district coordinators and provide tools to train CAs and mentors. Coordinators would benefit from additional training in teaching and counseling methods.

Budget/financial issues are a major area of concern for all partners. The partners are all expected to do more with less as prices increase. Early in the project more than half the district coordinators left the project for higher-paid positions with other organizations. Volunteer mentors and CAs all discussed their financial difficulties and wondered if the project could give them a bonus or some monetary incentive.

4.2.6 Lessons Learned and Best Practices

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

- The capacity building of community-level stakeholders, mentors, and CA is crucial and gives them ownership of the child protection process.
- Training is an effective tool to raise mentors' awareness. It enhances understanding of what the project does and at the same time improves the quality of the teaching and learning in the schools.
- The baseline study and survey on child labor have provided invaluable insight into the status of child laborers in Rwanda.
- Follow-up of the status of the beneficiaries is a crucial task that is ongoing and time-consuming. Simplifying the necessary forms and the process gives the mentors and CAs more time to meet their other responsibilities.

4.3 EFFICIENCY

This section provides analysis as to whether the strategies employed by the project are efficient in terms of the resources used (inputs), compared with its qualitative and quantitative impact (outputs).

4.3.1 Cost-Effectiveness of the Project

Rising costs have stretched the budget to the limit. However, in light of the project's midterm achievements, especially the direct educational services provided along with training and awareness-raising activities, it can be said that the project strategies are cost-effective in terms of the inputs, activities, and corresponding outputs in a challenging environment.

Several areas have been adversely affected by a lack of funds. The district staff would benefit greatly from additional funding that would enable them to provide transportation for beneficiaries to and from the MFS, as well as for fieldtrips and other outings. These are highly valued by the children and would increase the visibility and popularity of project activities. Important research on the causes and effects of child labor requires a large amount of data gathering, experts, travel, and technology, all of which are expensive.

The utility of bicycles was questioned by some of the CAs. This was due to the rough terrain and distances found in most of the target districts. Some suggested that a small transportation allowance and more air time on mobile phones would be a more efficient way to monitor the status of the beneficiaries.

4.3.2 Financial and Human Resources

Project strategies have generally been efficient in terms of the use of financial and human resources, despite the challenges of early staff attrition. The use of community groups and volunteers to manage the process of direct beneficiary identification, intake, and enrollment in direct educational services is very cost-effective. The direct services, pioneered by FAWE and SNV, are innovative, well known, and well established in Rwanda. Consequently, they were rapidly and easily adjusted by stakeholders at both the national and local levels.

4.3.3 Efficiency of the Monitoring and Reporting Design

The project had begun to refine the monitoring and reporting design just prior to the midterm evaluation. Field personnel responsible for monitoring and follow-up had been complaining about the amount of time needed to spend on paperwork. They were happy with the new forms and expected to be able to gather the necessary data in considerably less time.

Data entry and management also had trouble early in the project. This has improved with the redesign of the follow-up forms and the hiring of interns and volunteers to verify and enter data as well as create and organize project files in Kigali. District staff and volunteers have greatly increased their capacity to enroll and monitor beneficiaries, and they created sustainable systems and teams for this purpose.

4.3.4 Lessons Learned and Best Practices

- Maintenance, transportation, and research costs are increasing and creative ways to deal with these costs will need to be found.

- Winrock International’s choice of well-established and highly respected partners has helped it to operate more efficiently. The staffs of these partner organizations are already aware of the issues, the stakeholders, and the environment in which the project is working.

4.4 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.

4.4.1 Direct Beneficiaries

On an individual level, REACH’s formal and nonformal educational services are on track to change the lives of 8,300 children and their families. Children have been sensitized to the dangers of certain forms of labor and the benefits of education. They have received school supplies as well as sessions on life, entrepreneurial, and agricultural skills in the MFS.

Many of the children interviewed by the evaluator said they felt better about themselves because of project activities and had an increased appreciation for learning. They were enthusiastic and animated about their accelerated lessons in the Catch Up program and in the formal schools. They drew pictures, danced, and did a variety of creative activities during many of the sessions attended by the evaluator. They expressed happiness and appreciation at the support they had begun receiving from their parents.

In the Catch Up program, the children are learning a curriculum sanctioned by the Ministry of Education that could lead to their returning to the formal school system. All of the children interviewed had been removed from potentially harmful labor. They are excited by potential opportunities open to them because of project support. They openly discuss their goals, studies, and plans for the future. They say they feel more confident in expressing their feelings.

4.4.2 Parents

The parents have been sensitized to the dangers of certain forms of labor for children and the benefits of education. All of the parents interviewed have received training from the project through their involvement with the CFSS. They have increased opportunities for earning a crucial income that can transform their lives. Parents speak of the positive impact of the project activities and their children’s increased interest in learning. They are proud of their children, often commenting on their improved behavior and interest in their futures.

Parents have a greater understanding of the protection of children under the law. They recognize the rights of children to an education and to a childhood free from exploitive labor. This awareness should help build a stronger workforce, better economic prospects, and an improved quality of life for children and their families.

4.4.3 Mentors and Community Activists

The mentors and CAs are directly responsible for implementing and monitoring the project activities in the districts. They have been sensitized to the dangers of certain forms of work for children. The mentors are still teaching other students in the formal schools as well as monitoring the progress of project-supported students. They have also gained prestige and respect from other teachers and school administrators because of their participation in the project. All have received training, which has helped to improve their planning and teaching skills.

Much like the parents, the mentors are also proud of the changes they see in the children attending their classes. They talk about the positive changes they have witnessed in the children and express their wish that other children in the formal school setting could experience aspects of the program.

4.4.4 Impact on District and Sector Officials

Meetings were held with the Sector Executive Secretary or his/her deputy in each of the districts. All of them were aware and appreciative of the project's activities and had been sensitized to the dangers of WFCL. Many had been involved in providing other services to the targeted communities, and the project is providing them with their first opportunity to offer services aimed at reducing or eliminating child labor.

The capacity of the communities to identify and reach out to children in exploitive labor situations has improved. Each district has a trained CA responsible to work closely with mentors to collect data forms and gather information on beneficiaries. They have a newfound confidence to discuss and advocate for quality education programs that help to eliminate child labor. They intend to sustain their advocacy efforts on issues regarding child labor and children's rights to quality education.

4.4.5 Impact on Government and Policy Structures

At midterm, REACH is in a position to advocate for systemwide change on education and child labor issues with government authorities. REACH has met with MIFOTRA to develop plans to disseminate the child labor survey conducted in 2008 and to revise the NAP on child labor.

Many of the REACH objectives coincide with those of MIFOTRA. Additionally, the project has established better working arrangements with GOR ministries. REACH is working closely with UNICEF and the technical expert for child labor at MIFOTRA and sharing all planned activities and policy studies.

An important contribution REACH is making is in the design of the CLMS. With the support of MIFOTRA, the CLMS will help contribute to the sustainability of efforts to combat child labor. The CLMS will collect data from all districts yearly to provide timely information on child labor in the districts and assist MIFOTRA to develop strategies and allocate resources more appropriately. Finally, enforcement of child labor laws remains a key issue and it is being strengthened by project training of inspectors from MIFOTRA.

REACH has also played a leadership role in helping the Kigali City Council in developing appropriate guidelines for local leaders to combat child labor in Kigali.

4.4.6 Impact on Education Quality

The project has supported the enrollment and retention of at-risk students through the provision of scholarship kits and uniforms. However, it has done little to improve the infrastructure in schools where project beneficiaries attend. The classrooms visited were drab and the walls were bare and in need of painting. It would cost little for the project to brighten up the classrooms or provide posters and other simple learning materials on the walls, and the result could be improved attendance and morale of the students and teachers. Winrock International has assessed schools and identified seven schools for renovations and water improvements, utilizing expert engineer reviews and a competitive process for services.

Additionally, REACH could partner with other organizations involved in providing teacher training. KURET had created welcoming educational environments and introduced innovative teacher approaches such as learner-centered methodology and a more active and participatory way of teaching. These were recognized in the final evaluation as having been very important in keeping children in school. However, REACH has not continued these improvements to the quality of education in Rwanda schools.

4.4.7 Emerging Trends or Issues

The following issues may emerge during the remaining 2 years of the project and require consideration and response:

- The special needs of orphans and children affected by HIV are widely discussed among the public. Children are forced into labor because their parents have become infected with HIV/AIDS. While infection rates have dropped, HIV/AIDS will likely continue to be a factor in causing child labor.
- Public-private partnerships are being examined that could provide additional resources to reduce WFCL. Employers must begin to accept some of the responsibility for their role in exploitive child labor.
- Research on the detrimental effects of child labor are reaching more people and increasing the public's understanding of the issues.
- Issues of special education and learning disabilities are entering the mainstream.
- Parents are becoming more vocal and demanding policies and actions that will allow them to raise and educate their children in good schools.

4.4.8 Lessons Learned and Best Practices

- Employers' taking more responsibility for monitoring their hiring practices with regards to child labor would have an impact on the local socioeconomic situation and, as a result, directly affect child labor.
- Employers often feel a strong social commitment when they are sensitized to the issue of child labor and they will work with CAs, if given the opportunity.
- There are laws and ethical guidelines prohibiting involvement with child labor, but these are often under-enforced. This has minimized the impact of the project activities in some cases.

4.5 SUSTAINABILITY

This section assesses the steps taken by REACH to ensure the project's approaches and benefits continue after completion of the project.

4.5.1 Exit Strategy and Sustainability Plan

REACH has an exit strategy and sustainability plan that relies on the capacity and willingness of individuals, organizations, and national systems to continue supporting the reduction of exploitive child labor through education. It was developed and discussed with partners and government stakeholders.

SNV will continue its work to strengthen the community-based Joint Action Development Forum to identify children at risk and develop the appropriate withdrawal and prevention strategies that will continue beyond the life of the project. Fawe will continue its work with educators and will empower communities and district governments to gather data and monitor children using information and communication technology. REACH's impact in mobilizing the communities and raising awareness will help them to identify and serve at-risk children engaged in exploitive child labor after the program's end.

The project has already taken some concrete steps as it prepares for sustainability. The capacity of the districts to provide quality educational activities has improved and has resulted in better programs and improved attendance by the beneficiaries. Moreover, as a direct result of project advocacy, the Ministry of Education, MIFOTRA, and other stakeholders have begun to collaborate more closely on the NAP, which is crucial to the sustainability of the project activities. Work on the NAP depends on government and community collaboration to ensure local input and support. Involving the communities in this process remains a challenge for the project.

The use of volunteer mentors and CAs has sparked an interest in others about getting involved. Their enthusiasm is infectious and, if replicated, has the possibility of revitalizing community efforts in other districts as well. In addition, REACH has gotten its targeted districts to recognize officially the importance of child labor issues and include ways to combat it into their own action

plans. This is an important accomplishment and should be replicated throughout the country and the region.

Finally, the baseline study, midterm evaluation, best practices, and lessons learned throughout the course of the project's implementation have contributed to the body of knowledge on child labor issues in Rwanda.

4.5.2 Non-project Resources

The project has been relatively successful in leveraging non-project resources through matching funds. Partners are committed at an institutional level to leverage a total of US\$652,122 in-kind contributions that complement and enhance the achievement of REACH's objectives. FAWE's educational activities for dropouts and at-risk children are highly valued by national and local governments and other social and educational institutions throughout the society. In addition, Winrock International shares office space in SNV's Rwanda headquarters in Kigali, and FAWE has provided office space in the districts, thereby reducing overall costs for rent, security, utilities, and other expenses related to office space.

4.5.3 Partnerships

At midterm, the project has been in regular contact with representatives from the key governmental institutions directly responsible for addressing child labor issues in Rwanda. Those interviewed for the midterm evaluation recognize the contribution of REACH in implementing high-quality educational interventions as well as its success at withdrawing and preventing children from WFCL. They also recognize the value of the research system to provide more reliable statistics on child labor. The opportunity exists, therefore, to build institutional capacity to establish a reliable system to monitor its impact. The project is collaborating with UNICEF to raise the awareness of parents of the value of education in each of the seven targeted districts.

Collaboration with the ILO International Programme on the Elimination of Child Labour (ILO-IPEC) has focused on doing additional research to define the nature of hazardous work in Rwanda in order to assist the GOR in policy formation. In addition, REACH is collaborating with ILO-IPEC to provide current data and assistance to the GOR in its efforts to continue its revision of an NAP that maximizes use of the country's resources and contains benchmarks for measuring progress toward the goal of eliminating child labor.

The strength of REACH's project strategy is its work in the districts and sectors where the direct interventions occur. To ensure sustainability, a plan that addresses child labor issues in a comprehensive manner must be developed. This will require increased cooperation at the ministerial level, as well as between stakeholders at the district and sector levels, including parents, and educators in the planning and policymaking that will improve the lives of all children throughout Rwanda.

4.5.4 Additional Steps/Lessons Learned

Interviews with partners, key project staff, beneficiaries, and district officials have shown that project sustainability is among their major concerns. They commented that in order to support

the project's sustainability efforts, they need a detailed plan, timeline, activities, and specific groups that are designated as responsible to carry out these actions. The following is a summary of the additional steps needed and lessons learned for sustainability made by stakeholders during the field visit.

- Create an advisory group responsible for project sustainability efforts.
- Continue meeting with both national and local officials to support sustainability efforts.
- Work collaboratively with the district officials and educators to recruit other local stakeholders.
- Increase communication with and recognition of the volunteer mentors and CAs working in the field.
- Provide success stories to present to potential donors.
- Create a web page to raise awareness and share results.
- Look for funding from international organizations.
- Involve scholars, universities, and statisticians in providing ongoing research and M&E support.

V RECOMMENDATIONS

5.1 KEY RECOMMENDATIONS

The following three recommendations are critical for successfully meeting the project objectives:

1. **Improve communication with volunteer mentors and CAs in the districts and recognize their contributions.** The success of direct project activities relies heavily on the dedication and hard work of the volunteer mentors and CAs in the schools and districts. The project should improve its communication with these important volunteer staff and devote more time and effort to coming up with creative ways to show appreciation for the contribution of the volunteers to help ensure their continued active support.
2. **Improve the learning environment.** The project should look for ways to increase its impact on the quality of education and improve the learning environment of the formal schools in which the majority of project beneficiaries are enrolled. This could be accomplished through the production of pictures, posters, or other learning material that could be replicated to make classrooms more child-friendly, and increase the likelihood that children would stay in school. REACH has provided some training to public school teachers, including sensitization on child labor, computer skills training, gender awareness, basic counseling, and guidance skills for teachers. However, teachers would greatly benefit from additional training in creative classroom methods, student-centered techniques, and counseling.
3. **Finalize the National Action Plan.** To ensure sustainability, an NAP that addresses child labor issues in a comprehensive manner must be finalized. REACH is actively engaged in policy shaping for the NAP, stressing the need for a clear definition of child labor and the development of a comprehensive strategy to combat it. Finalization of the NAP will require continued cooperation at the ministerial level, as well as between stakeholders at the national, district, and sector levels—including parents, teachers, and educators responsible for caring for children in the field.

5.2 OTHER RECOMMENDATIONS

- The provision of transportation to and from the project activities could greatly increase the number of beneficiaries, especially among girls.
- University involvement with the project's implementation could build a sustainable research component to study the long-term impact of the project.
- District staff training should include guidance and counseling, activity management, alternative disciplinary methods, participatory/active learning, and use of low-cost materials.

- A sustainability plan needs input from local project stakeholders to enhance commitment and action. The feasibility to implement a plan and its chances for being fully successful depend on sustained government and community collaboration.
- An M&E system that depends on many data entry personnel requires close attention on the part of the M&E specialist to ensure accuracy. Capacity building should be ongoing for those responsible throughout the project period to ensure the accurate collection and entry of data.
- A livelihoods component that includes apprenticeships and/or small loans to families with children who are enrolled in formal schools but not eligible for the CFSS would alleviate some of the concern of parents. Other children with special needs are often at greater risk of engaging in child labor.
- Awareness raising is a never-ending process. The project should continue its efforts to reach out to those officials who still do not consider child labor to be a problem.
- REACH should continue to provide innovative training in teaching methods and counseling to district coordinators who do not have a background in education.
- Recent efforts to include bee keeping in the MFS curriculum should be intensified. This would enhance the involvement of SNV, which is a recognized leader in this activity. Meanwhile, SNV's important role in awareness raising and linking MFS beneficiaries to cooperatives and apprenticeships should be continued.

VI SUMMARY OF LESSONS LEARNED AND BEST PRACTICES

The midterm evaluation highlights a number of lessons learned and best practices implemented by REACH:

- Winrock International and its partners' experience in Rwanda have enabled the development of a project design relevant to the political, economic, and cultural context of the region, along with a cost-efficient implementation.
- It is appropriate for the project to focus on formal and vocational educational activities as well as raising awareness.
- The project design and strategies fit well with existing government and donor initiatives.
- A livelihoods component that would provide alternative sources of income for poor families ineligible for the MFS or CFSS would be a valuable addition to the project.
- Training for volunteer mentors and CAs should include guidance and counseling, project management, participatory learning, and use of low-cost materials.
- Local involvement in national committees, continuous communication, and productive working relationships among all stakeholders will improve facilitation of national policies.
- Students with special needs should be identified and assisted by the project as they are often at greater risk of engaging in exploitive labor.

This page intentionally left blank.

VII CONCLUSION

REACH is an important project operating in a challenging environment that has great natural beauty. Part of the challenge of the environment is the still commonly held belief that child labor is not a significant problem in Rwanda. After 2 years of existence, the project has been successful in raising the awareness of the public about child labor in Rwanda and its potential effects on the health and welfare of children, their families, and the society as a whole.

REACH has met important challenges, the most impressive of which is the bringing together of stakeholders to collaborate on the issue of child labor. REACH has succeeded in building a very strong team of partners and others working in the field directly providing educational services to the children. The staff is dedicated, hardworking, and committed to help children and their families.

The project has supported a large number of children in formal and nonformal education and prevented others from dropping out of school. Similarly, through its baseline study, the project has collected important data on the detrimental effects of child labor and has begun a national dialog on the issue.

The project relies heavily on the work of volunteer mentors in schools and CAs to recruit, counsel, and monitor the status of the beneficiaries. The project should intensify its efforts to maintain good communication with all stakeholders, especially at the grassroots level.

This page intentionally left blank.

ANNEXES

This page intentionally left blank.

ANNEX A: QUESTION MATRIX

Question Matrix for the Midterm Evaluation of the REACH Project in Rwanda

Relevance

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
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	X	X	X
What are the project's main strategies meeting objectives in withdrawing and preventing children from WFCL? Please assess the relevance of these strategies.	X				X	
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)? Has the project been successful in addressing these obstacles?	X	X	X	X	X	X
Is the project design appropriate for the cultural, economic, and political context in which it works?		X	X	X	X	X
How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?	X	X	X	X	X	X

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.	X				X	X
What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?	X	X	X	X	X	X

Effectiveness

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
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?	X				X	X
Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children. Did the provision of these services results in children being withdrawn or prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?		X	X	X	X	X

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children prevented or withdrawn from labor/trafficking. Has the project succeeded in identifying and attracting rural children to education in agriculture and entrepreneurship through REACH educational services? Is the project effectively creating opportunities to entrepreneurship (i.e., microfinance from outside institutions) for the youth and their parents?		X	X	X	X	X
Assess the effectiveness of the specific models on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.		X	X	X	X	X
Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (agriculture: smallholder coffee, tea, sugar, rice farms, herding)? In a larger sense, did they accurately identify the worst forms of child labor in the country?		X	X	X	X	X
Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?			X	X	X	X

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
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?		X	X		X	
What are the management strengths, including technical and financial (controls), of this project?			X	X	X	X
What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?				X	X	X

Efficiency

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?		X		X	X	
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	X	
Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?			X	X	X	X

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
Has the project developed strategies to address improvements in community-based monitoring and data capture? For example, have the community structures, such as committees, Community Activities, and Mentors creatively monitored children and developed sustainable systems?		X	X	X	X	X

Impact

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc.)?		X	X	X	X	X
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.)?			X	X	X	X
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	X	X

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
If applicable, assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and nonformal interventions). How has the education quality improvement component been received by the government and the communities?		X	X			X
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?		X	X	X	X	X
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?		X	X	X	X	X

Sustainability

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
Have an exit strategy and sustainability plan been integrated into the project design? What are the project's capacity building elements and its level of stakeholder engagement? Will the project likely be effective in establishing sustainability and potential for replicability?	X	X	X	X	X	X

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
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 in community participation, ownership, and stakeholder involvement, as well as with other USDOL-funded projects?				X	X	
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.				X	X	X
What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly, as well as other government agencies active in addressing related children's issues?					X	X
What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?				X	X	
What have been some of the challenges and opportunities in working with international and/or multilateral organizations?				X	X	

Questions	Project Documents	Children & Parents	Mentors & CAs	Project Staff	Officials & Partners	Stakeholder Meeting
What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?				X	X	X
What additional steps need to be taken in order to promote the sustainability of project components?	X	X	X	X	X	X

ANNEX C: STAKEHOLDER MEETING AGENDA

Venue: Hotel Beausejour

Date: Nov. 10, 2011

Agenda

Session	Time	Facilitator
Arrival and registration of participants	09:00–09:30	Administrative Assistant, Winrock International
Welcome remarks and introduction of participants	09:30–09:45	Program Director
Warmup/icebreaker	09:45–10:00	International Evaluator
TEA BREAK	10:00–10:15	N/A
Presentation of initial findings and questions	10:15–11:15	International Evaluator N/A
Group work on the relevance, effectiveness, efficiency, impact and sustainability of project activities	11:15–12:15	N/A
Group presentations and discussion	12:15–13:15	International Evaluator
Closing remarks	13:15–13:30	Program Director
LUNCH and DEPARTURE	14:00–15:00	N/A

This page intentionally left blank.

ANNEX D: DOCUMENTS REVIEWED

1. REACH Project Document
2. REACH Cooperative Agreement
3. REACH Technical Progress Reports
4. REACH Project Logical Frameworks, Project Monitoring Plans, and Work Plans
5. REACH Project Files
6. Cooperative Agreement
7. REACH Baseline Study
8. National Committee on Child Labor: Terms of Reference
9. USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Rwanda Country Report
10. Final Evaluation of the KURET Project in Rwanda
11. Terms of References for Mentors, Community Activists, District Coordinators, and Field Coordinator for REACH
12. REACH Revised Budget Information
13. SNV, Child Labor Toolkit
14. SNV, Joint Action Development ‘Forum in Rwanda: Experiences and Lessons Learned
15. Examination Report, Office of Child Labor, Force Labor and Human Education Initiative, Project, Winrock International and Association Partners, by Williams, Adley and Company, LLP Cooperative Agreement IL-19515-09-75-K, June 28, 2011
16. Rwanda National Child Labour Survey 2008

This page intentionally left blank.

ANNEX E: TERMS OF REFERENCE

Terms of Reference for the Independent Midterm Evaluation of Rwanda Education Alternatives for Children (REACH)

Cooperative Agreement Number:	IL 19515-09-75-K
Financing Agency:	U.S. Department of Labor
Grantee Organization:	Winrock International
Dates of Project Implementation:	September 30, 2009–March 30, 2013
Type of Evaluation:	Independent Midterm Evaluation
Evaluation Field Work Dates:	October 31–November 14, 2011
Preparation Date of TOR:	September 20, 2011
Total Project Funds from USDOL Based on Cooperative Agreement:	US\$4,499,998
Vendor for Evaluation Contract:	ICF Macro 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 US\$780 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. Reducing exploitive child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households.
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, nonformal and vocational education opportunities to provide children with alternatives to child labor.

3. Raising awareness of exploitive child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income.
5. Ensuring 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 and improving the livelihoods of vulnerable families—is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The funds available to ILAB may be used to administer or operate international labor activities, bilateral and multilateral technical assistance, and microfinance programs, by or through contracts, grants, sub grants and other arrangements.

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:¹

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

Since 1995, the U.S. Congress has appropriated some US\$450 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 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 exploitive and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and nonformal education. Most IPEC projects also have a capacity-building component to assist in building a strong enabling environment for the long-term elimination of exploitive child labor.

2. Child Labor Education Initiative

Since 2001, the U.S. Congress has provided some US\$269 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of

¹ In 2007, the U.S. Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated US\$60 million for child labor elimination projects through a competitive process.

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 exploitive 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 US\$2.5 million for awareness-raising and research activities not associated with the ILO-IPEC program or the EI.

Project Context

In Rwanda, children work in agriculture, on tea plantations and in domestic service. Limited evidence suggests that children also herd livestock and produce goods such as charcoal, potatoes, corn, beans, sorghum, banana, rice and sugar. Children also make bricks and work in mines and quarries. Children working on the street beg, sell goods and collect garbage. Some children, mostly girls, are victims of commercial sexual exploitation. Children are also trafficked to Uganda, Tanzania and Kenya for forced labor in agriculture, commercial sexual exploitation and domestic servitude.²

The Government of Rwanda has ratified Conventions 138 and 182 and is an ILO-IPEC participating country. The minimum age of employment is 16 and the minimum age for hazardous work is 18. The 2010 Ministerial Order on the worst forms of child labor prohibits children from working at industrial institutions and in domestic service, mining and quarrying, construction, brick making and applying fertilizers and pesticides. In addition to the national laws, some districts have bylaws against hazardous child labor, sanctioning employers and parents for violations. The law also prohibits slavery, the use of children in armed conflict, recruiting, using or profiting from child prostitution and using children in pornographic publications or for illicit activities.³

The Ministry of Public Service and Labor (MIFOTRA) is charged with enforcing child labor laws and employs 30 labor inspectors, one per district. MIFOTRA trains labor inspectors at least

² USDOL, "U.S. Department of Labor's 2009 Findings on the Worst Forms of Child Labor," Rwanda country report, p. 551.

³ USDOL, "U.S. Department of Labor's 2009 Findings on the Worst Forms of Child Labor," Rwanda country report, p. 552.

twice a year to identify and investigate child labor violations. The National Advisory Committee on Child Labor coordinate government efforts relating to the worst forms of child labor and is responsible for reviewing child labor laws, advocating for the inclusion of child labor policies in national development plans, interventions and conducting field visits to assess child labor and raise awareness. The Government's National Policy for Orphans and Other Vulnerable Children includes strategies to address the worst forms of child labor. The Government has also participated in other efforts to address the problem of child labor, including operating a rehabilitation center for former child combatants and raising awareness of child labor through radio shows and television announcements.⁴

USDOL has provided USD 21.5 million in regional projects to combat child labor which include Rwanda.⁵ In 2004, USDOL funded a USD 14.5 million regional project implemented by World Vision and the International Rescue Committee, entitled the Combating Exploitive Child Labor through Education in Kenya, Uganda, Rwanda, and Ethiopia Together (KURET) project. Ending in 2009, KURET withdrew and prevented over 7,000 HIV/AIDS-affected Cs 5 to 17 years in Rwanda from the worst forms of child labor through the provision of educational services. In 2003, USDOL also funded a regional project, implemented by ILO-IPEC at USD 7 million that withdrew and prevented approximately 800 children from armed conflict in Rwanda.⁶ In 2009 USDOL funded a US\$4.9 million dollar program to combat worst forms of child labor in the agriculture sector in Rwanda.

USDOL-Funded Projects in Rwanda

Years	Grantee	Project	Amount
2003–2007	ILO-IPEC	Prevention and Reintegration of Children Involved in Armed Conflict: An Interregional Program	US\$7,000,000
2004–2009	World Vision International Rescue Committee	Combating Exploitive Child Labor through Education in Kenya, Uganda, Rwanda and Ethiopia Together (KURET)	US\$14,500,000
2009–2013	Winrock International	Rwanda Education Alternatives for Children (REACH)	US\$4,499,998
Regional Total			US\$21,500,000
Rwanda Only Total			US\$4,499,998
Total			US\$25,999,998

⁴ USDOL, "U.S. Department of Labor's 2009 Findings on the Worst Forms of Child Labor," Rwanda country report, pp. 552–554.

⁵ USDOL, "Project Status—Africa," http://www.dol.gov/ilab/projects/sub-saharan_africa/project-africa.htm.

⁶ USDOL, "Project Status—Africa," http://www.dol.gov/ilab/projects/sub-saharan_africa/project-africa.htm. See also USDOL, "U.S. Department of Labor's 2009 Findings on the Worst Forms of Child Labor," Rwanda country report, p. 554.

Rwanda Education Alternatives for Children (REACH)

On September 24, 2009, Winrock International received a 4-year Cooperative Agreement worth US\$4.5 million from USDOL to implement an Education Initiative in Rwanda, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the original four goals of the USDOL project as previously outlined. Winrock International was awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, the project targets a total of 8,300 children, or more specifically, 4,800 for withdrawal and 3,500 for prevention from exploitive child labor. The project's purpose is to withdraw and prevent children from exploitive child labor in agriculture on smallholder coffee, tea, sugar, and rice farms, as well as through animal herding, and these children will be provided with educational services. Project interventions were to be implemented in seven of Rwanda's rural districts: Nyarugenge, Nyaruguru, Gicumbi, Nyamasheke, Rubavu, Kayonza, and Nyagatare.

II PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to external midterm and final evaluations. The REACH project in Rwanda began implementation in September 2009 and is due for midterm evaluation in fall 2011.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Winrock International. All activities that have been implemented from project launch through time of 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.

Midterm Evaluation Purpose

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.
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.

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 Rwanda and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Winrock International 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, Winrock International, and other project stakeholders an assessment of the project's experience in implementation and its impact on project beneficiaries. USDOL/OCFT and Winrock International 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 Winrock International, the Government of Rwanda, 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 ICF 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. Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?
3. 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.
4. 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?
5. Is the project design appropriate for the cultural, economic, and political context in which it works?
6. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?
7. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.
8. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?

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. 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?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (i.e., Model Farm Schools, business training and entrepreneurship, educational scholarships, agriculture training and safe practices, savings and credit skills, etc.). 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?

3. 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. Has the project succeeded in identifying and attracting rural children to education in agriculture and entrepreneurship through REACH educational services? Is the project effectively creating opportunities to entrepreneurship (i.e., microfinance from outside institutions) for the youth and their parents?
4. Assess the effectiveness of the specific models, such as the Model Farm Schools and Catch-up Programs, on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (agriculture: smallholder coffee, tea, sugar, rice farms, herding)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?
6. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?
7. 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?
8. What are the management strengths, including technical and financial (controls), of this project?
9. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?

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?

4. Has the project developed strategies to address improvements in community-based monitoring and data capture? For example, have the community structures, such as committees, Community Activities, and Mentors creatively monitored children and developed sustainable systems?

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 nonformal 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? What are the project’s capacity building elements and its level of stakeholder engagement? Will the project likely be effective in establishing sustainability and potential for replicability?
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 in community participation, ownership, and stakeholder involvement, as well as 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 Ministry of Public Service and Labor, Ministry of Youth, Ministry of Education, Ministry of Gender and Family Promotion, National Advisory Committee on Child Labor, Rwandan National Police, National Human Rights Commission and Rwanda Demobilization and Reintegration Commission, 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/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children (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 Midterm Evaluation Team

The evaluation team will consist of:

1. The international evaluator
2. A research assistant/interpreter fluent in Kinyarwanda and English who will travel with the evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator is Dr. Jack Seeger. He will be responsible for developing the methodology in consultation with ICF Macro and the project staff, assigning the tasks of the research assistant/interpreter for the fieldwork, directly conducting interviews and facilitating other data collection processes, analyzing the evaluation materials gathered; presenting feedback on the initial findings of the evaluation to the national stakeholders meeting, and preparing the midterm evaluation report.

The responsibility of the interpreter in each provincial locality is to ensure that the evaluator is understood by the stakeholders as much as possible, and that the information gathered is relayed accurately to the evaluator.

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 evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator 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. 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.

4. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. 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.

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 Meeting

Following the field visits, a stakeholders meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. 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 meeting 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 meeting will be determined by the evaluator 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 main findings
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, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is 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 Work Plan

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

Activity	Responsible Party	Proposed Date(s)
General Logistics Call	ICF Macro, USDOL, Grantee	August 26
Planning Teleconference with Grantee Staff/Headquarters	Grantee, Evaluator	TBD by Grantee and Evaluator
Pre-fieldwork Teleconference with USDOL	ICF Macro, USDOL, Evaluator	September 12
Desk Review	Evaluator	September–October
Question Matrix and Instruments Due to ICF Macro	Evaluator	September 2
Finalize TOR and Submit to Grantee and USDOL	USDOL/ICF Macro/Evaluator	September 20
International Travel	N/A	October 30
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	October 31
Field Site Visits	Evaluator	October 31–November 14
National Stakeholder Meeting	Evaluator, Grantee	November 14

Activity	Responsible Party	Proposed Date(s)
International Travel	N/A	November 15
Post-evaluation Debrief Call with USDOL	ICF Macro, USDOL, Evaluator	November 21
Draft Report to ICF Macro for QC Review	Evaluator	December 5
Draft Report to USDOL & Grantee for 48-Hour Review	ICF Macro	December 12
Draft Report Released to Stakeholders	ICF Macro	December 19
Comments Due to ICF Macro	USDOL/Grantee & Stakeholders	January 2, 2012
Report Revised and Sent to ICF Macro	Evaluator	January 9, 2012
Revised Report Sent to USDOL	ICF Macro	January 11, 2012
Final Approval of Report	USDOL	February 9, 2012
Finalization & Distribution of Report	ICF Macro	February 27, 2011

IV EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator’s return from fieldwork, a first draft evaluation report will be submitted to ICF 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
 - A. Findings—answering the TOR questions
 - B. Lessons Learned/Good Practices

VIII. Efficiency

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

IX. Impact

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

X. Sustainability

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

XI. Recommendations and Conclusions

- A. Key Recommendations—critical for successfully meeting project objectives
- B. 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; stakeholders 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 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 evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on December 5, 2011, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on February 21, 2012, as indicated in the above timetable. All reports including drafts will be written in English.

V EVALUATION MANAGEMENT AND SUPPORT

ICF Macro has contracted with Jack Seeger to conduct this evaluation. Jack has worked in education and international development for over 36 years. He has a Ph.D. in international education from the Pennsylvania State University. He has demonstrated ability to manage every facet of large, complex programs in multicultural environments, having served as the Country Director of the Peace Corps program in Jordan, Provincial Coordinator of the Decentralized Basis Education 2 project (DBE 2) in Indonesia, and Deputy Chief of Party of the Basic Education project in Senegal. As a monitoring and evaluation specialist, he has advised U.S. Department of Labor education project grantees in Indonesia, Lebanon, and Yemen on the design and implementation of their educational initiatives to reduce the worst forms of child labor. In 2010, Jack conducted the midterm evaluation of the CECLE in Jordan, making this his second evaluation for ICF Macro.

ICF Macro will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g., plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables. ICF Macro will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.