Rwanda Education Alternatives for Children in Tea-Growing Areas (REACH- T)

Winrock International
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ACRONYMS

ADEPE	Action Pour le Développement du Peuple (Action for the Development of the People)
ALERT	Accountability for Labor Law Enforcement Referrals and Tracking System
ASSOC	Sector Social Affairs Officer
BDA	Business Development Agency
BDF	Business Development Fund
CA	Community Activist
CAHR	Children at High Risk (of Child Labor)
CL	Child Labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CSS	Conditional Scholarship Support
DLI	District Labor Inspectors
ECD	Early Childhood Development
FERWACOTHE	Fédération Rwandaise des Coopératives de Théculteurs (Federation of Tea-Growing Cooperatives)
FOA	Funding Opportunity Announcement
FRw	Rwandan Franc
GoR	Government of Rwanda
HCL	Hazardous Child Labor
HH	Household
IGA	Income-Generating Activity
ILAB	USDOL Bureau of International Labor Affairs
IO	Intermediate Objective
IZU	NCC's "Friends of the Family" Monitoring Program
JADF	Joint Action Development Forum
M&E	Monitoring and Evaluation
MFS	Model Farm School
MIFOTRA	Ministry of Public Service and Labor
MSI	Management Systems International
NAEB	National Agricultural Export Board
NCC	National Committee on Children

NGO	Non-Governmental Organization
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
PTC	Parent-Teacher Committee
REACH-T	Rwanda Education Alternatives for Children in Tea-Growing Areas
REST	Roundtable on Elimination of Child Labor and Sustainable Tea
SACCO	Savings and Credit Cooperative
SCREAM	Supporting Children's Rights through Education, the Arts and the Media
SPR	Selection, Planning and Management Income-Generating Activities
SSK	School Scholarship Kit
ToC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
TVET	Technical and Vocational Education and Training
TVPRA	Trafficking Victims Protection Reauthorization Act
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
VSLA	Village Savings and Loans Association
VTC	Vocational Training Center
WFCL	Worst Forms of Child Labor
WI	Winrock International

EXECUTIVE SUMMARY

Project Description: On September 17, 2013, the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) awarded a four-year cooperative agreement in the amount of USD $5 million to Winrock International (WI) to implement a child labor initiative in Rwanda. Called *Rwanda Education Alternatives for Children in Tea-Growing Areas* (REACH-T), the overall project objective was to contribute to a significant reduction in or elimination of child labor among children aged 5 to 17 years in the production of tea in Rwanda. WI implemented this project in cooperation with three Rwandan sub-grantees: FERWACOTHE, the Federation of Tea-Growing Cooperatives; ADEPE, a non-governmental organization (NGO) specializing in education; and Duterimbere, an NGO specializing in livelihoods and women's empowerment. REACH-T also signed a memorandum of understanding with the Ministry of Public Service and Labor (MIFOTRA), and closely cooperated with two Government of Rwanda (GoR) national institutions: the National Agricultural Export Board (NAEB) and the National Committee on Children (NCC).

To achieve the project's overall objective in its 12 tea-growing target districts, REACH-T established seven intermediate objectives:

IO1: Increased enforcement of child labor laws in the tea sector;
IO2: Increased school attendance among beneficiary children aged 5 to 17 years;
IO3: Increased incomes in beneficiary households;
IO4: Increased opportunities for safe employment for beneficiary children of legal working age;
IO5: Child labor issues addressed in GoR and private sector policies and actions plans;
IO6: Community attitudes toward child labor changed; and
IO7: Beneficiary households referred to social protection services.

To achieve its intermediate objectives, REACH-T developed a child labor monitoring system (CLMS) and an associated mobile tracking tool, the Accountability for Labor Law Enforcement Referrals and Tracking (ALERT) system, and provided direct services (formal education, livelihoods support and youth agricultural and vocational training) to 4,182 children aged 5 to 17 and to 1,703 households. REACH-T also worked closely with the Rwandan tea sector through District Steering Committees on Child Labor (DSCCLs) and the Roundtable on Elimination of Child Labor and Sustainable Tea (REST). The REACH-T project design was based on an integrated area-based approach (IABA) to achieve private sector and community-led reduction of child labor.

Evaluation Purpose: Per USDOL guidelines, the purpose of this final independent evaluation of the REACH-T project was to:

1. Determine whether the project's theory of change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), was appropriately formulated and whether any external factors affected the ToC in a positive or negative way;
2. Assess the relevance and effectiveness of all project interventions;
3. Assess the efficiency of project interventions and use of resources; and

4. Document lessons learned, good practices and models of intervention that might inform future child labor projects and policies in Rwanda and in other implementation regions.

An independent evaluator carried out this evaluation based on a comprehensive document review and two weeks of fieldwork in Rwanda, including interviews with 233 stakeholders and beneficiaries in key informant or focus group interviews and an exit meeting with key stakeholders in Kigali to review preliminary findings, conclusions and recommendations from the evaluation and discuss priority actions to ensure sustainability after project close on May 31, 2017.

Audiences for this evaluation include OCFT, the grantee, project stakeholders and other stakeholders working globally to combat child labor. This evaluation report will be published on the USDOL website. As such, it is written as a standalone document, providing essential background information for readers who are unfamiliar with details of the project.

Evaluation Findings

Overview: Given the sensitive environment in the tea sector in Rwanda and the number of children working in tea cooperative plantations prior to the project's start, the REACH-T project was timely and responded to a critical need. From direct observation and from all accounts (tea factories, tea cooperatives, local authorities and communities), an observable and significant reduction has occurred in child labor in REACH-T's 12 target districts since the project began.

Outputs: The project demonstrated good overall performance in terms of outputs, especially given its timeframe (two-year implementation period), budget ($5 million), geographic scope (12 districts including 38 sectors in remote locations), variety of interventions (child labor monitoring, education, vocational training, livelihoods, awareness-raising, private sector cooperation and social protection) and large beneficiary audience (8,000 people including children, youth aged 16 to 17,[1] households, schools and teacher and community volunteers).

Outcomes: While the project did make progress toward key outcomes in terms of child labor monitoring, children's education, household savings and tea cooperative and community awareness, a budget shortfall forced an early closeout. The project had a 27-month effective implementation period for direct services, starting services in January 2015 (16 months after project award) and ending services in March 2017 (six months before the original closeout date). The shortened implementation period could impact long-term outcome sustainability after the project ends. To the dismay of project beneficiaries and stakeholders, the project lacked adequate funding to continue services through September 2017. At the time of the final evaluation, the project had not yet procured or distributed start-up kits to the 908 youth whom the project trained in vocation skills (due to delays in clarifying budget modification requests and obtaining related approvals), which handicapped the youth's ability to utilize their skills for income generation.[2] The shortened implementation period also meant that handoff of the project CLMS was unduly abbreviated. At the time of the final evaluation, the REACH-T project director

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1 To simplify terminology, throughout this report the term "youth" is used to designate project beneficiary children of legal working age,16 to 17 years old.

2 In April 2017, after the final evaluation was written, USDOL approved the purchase of start-up kits to be delivered before the end of April 2017.

and deputy project director were working closely with national stakeholders to finalize a detailed sustainability plan.

Over the life of the project, an opportune alignment of project activities with two positive external factors strengthened results: first, strong supporting GoR policy and political will at the highest level to combat child labor and reduce school dropouts;[3] and second, increased commitment within the private tea sector (factories and cooperatives) to eliminate child labor through increased site monitoring and awareness-raising. The GoR actively supports public and private sector measures to reduce child labor in the tea sector, given the large role that sector plays in the national economy and its commitment to demonstrating cause for having its tea sector removed from USDOL's *List of Goods Produced by Child Labor or Forced Labor*, also known as the Trafficking Victims Protection Reauthorization Act (TVPRA) list.[4]

Project Theory of Change (ToC): Overall, the project ToC proved valid in the Rwandan context, with its focus on an integrated area-based approach to respond to the drivers of child labor in the rural tea-growing districts: widespread poverty, limited access to education and lack of enforcement of labor laws. REACH-T's core strategy to achieve a significant reduction in child labor in its 12 target districts included three components: a streamlined CLMS, engagement of tea sector leadership and strengthening household resilience through a community-centric remediation model. The project also focused on broad-based awareness-raising, especially at the local level, to increase understanding of the negative effects of child labor and the advantages of education. The project's forecasted need for industry engagement through the creation of the informal REST was offset to some degree by the establishment in late 2013 of the National Steering Committee for Child Labor (NSCCL) and DSCCLs, which provide an institutionally based mechanism for public-private dialogue on means of reducing child labor.

Project Results: The evaluation based its assessment of results on three data sources: project technical progress reports (TPRs), CMEP data and final evaluation qualitative interviews with stakeholders and beneficiaries.[5]

Overall Project Objective: The evaluation concludes that REACH-T achieved its project objective of reducing child labor among beneficiary children receiving direct services from the project, at least during the two-year life of project. The child labor rate among beneficiary children dropped from 52% at intake (46% in hazardous child labor) to 4% after two years of implementation, when dropout from project educational or training services is considered a return to child labor. It is too early to determine if this 4% rate will be sustained over time. Schools, parents and local authorities express confidence that beneficiary children will remain in school and youth will pursue safe work opportunities, given increased community awareness on child labor and the ability of beneficiary households to obtain small loans for school supplies

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3 President Kagame personally stressed the importance of children's education and urged parents to remove children from child labor in several public statements in 2016.
4 USDOL maintains a list of goods and their source countries that it believes are produced by child labor in violation of international standards, as required under the Trafficking Victims Protection Reauthorization Act (TVPRA). Tea from Rwanda was listed in 2010 and is one of 139 goods from 75 countries on the 2016 list.
5 Given budget issues, REACH-T will not conduct the planned project endline study. This eliminates the possibility of a baseline/endline comparison of prevalence rates and attitudes toward child labor.

through village savings and loans associations (VSLAs), and contingent on beneficiary youth receiving the start-up kits that the project promised.

Intermediate Objectives (IOs): Project performance for REACH-T's seven IOs falls into three categories:

1. Strong Performance and Strategic Contribution

IO2: Education. REACH-T exceeded its education target of 4,090 children enrolled and receiving School Scholarship Kits (SSKs) by 6%, reaching 4,182 children, 57% of whom are female. The project reports that 96% of children enrolled attend school for at least 75% of the school year, a remarkable accomplishment in the project's very poor rural areas. The project met targets for school improvements, parent-teacher committee involvement and in-kind support from parents in all 40 target schools. Cooperatives built two new crèches, thanks to advocacy efforts of the project. Qualitative interviews with school directors and teacher-mentors indicate that beneficiary children are highly motivated and hardworking.

IO6: Increased awareness. In the absence of an endline survey, evidence for increased awareness is primarily anecdotal. In the 233 evaluation interviews, **all** stakeholders and beneficiaries confirmed that a major achievement of the project is the marked change in knowledge and attitudes in villages and among district and sector authorities regarding child labor. Stakeholders cited the visible absence of children in the tea fields and decrease in dropout rates as proof of changed attitudes due to increased awareness.

2. Adequate Performance and Strategic Contribution

IO1: Increased enforcement of child labor laws in the tea sector. REACH-T implemented a user-friendly CLMS/ALERT child labor monitoring system that volunteer community activists (CAs) from all 12 districts have used to report 478 cases of child labor since March 2015. The project used its labor law enforcement analysis to develop seven policy recommendations to MIFOTRA. The lack of uptake for REST within project target sectors has been offset by creation and project support for DSCCLs.

IO3: Increased incomes in beneficiary households. REACH-T created VSLAs among beneficiary households to promote savings for school costs and income-generating activities (IGAs). The project exceeded output targets by large margins (1,703 households, 126% of target; 1,958 individual members, 161% of target), with 99% of households increasing the value of their assets due to a VSLA. Two factors impacted other IO3 indicators: lack of substantive IGA activities and the limited timeframe to strengthen the newly created VSLAs.

IO5: Child labor issues addressed in GoR policies and private sector action plans: REACH-T more than doubled its target outputs in terms of GoR and private sector training on child labor law and policies (4,582 GoR officials across all districts in Rwanda and 1,607 tea factory and cooperative management and committee heads). In support of this IO, the project also contributed to four national child labor policies, advised on cooperative certification and internal policies on child labor, and shared project studies on labor law enforcement,

occupational safety and health (OSH) in the tea sector and baseline child labor prevalence with stakeholders. The baseline child labor prevalence study was finalized without GoR validation.

IO7: Social protection. While this component had a limited budget, REACH-T used funds to provide much-appreciated support to beneficiary households for community health care coverage (1,260 households insured from *Ubudehe* Category 2 families) and to increase CA knowledge of available social protection services. The project also encouraged VSLA members to set aside a small portion (usually 5%) of their weekly savings contributions as a social fund, with proceeds given to families experiencing hardships due to births, deaths or illness.

3. Weak Performance with Limited Strategic Contribution

IO4: Increased opportunities for safe employment for youth aged 16-17. While the project exceeded its targets in terms of outputs (number of youth trained in model farm schools [MFS] and in vocational skills) by March 2017, REACH-T had not, despite promises, provided start-up kits to the youth trained in vocational skills (908 students), nor had it met its outcome-level indicators (youth safely employed, OSH knowledge increased among potential employers, youth joining VSLAs). Due to budgetary constraints, the third MFS cohort of 574 youth (56% of MFS students) did not receive the same vocational skills training as the first two cohorts.

Prospects for Sustainability

Local Level. Project components that appear to offer the most potential for long-term sustainability include:

High Probability

- **Livelihoods/savings.** Groups express commitment to continue ongoing activities with the support of mother trainers. Sectors confirm they will support VSLAs to explore mechanisms to link to SACCOs and leverage larger loans.

- **Education**. Children are motivated to remain in school; parents indicate they will find ways of paying for school supplies. Schools will need to consider how teacher-mentors might continue to be involved, perhaps with small incentives. PTCs affirm that they will continue to maintain safe and healthy environments and ensure in-kind contributions from parents.

Probable, but Dependent on Sector and Village Leadership

- **Child labor monitoring.** REACH-T has handed off the CLMS/ALERT system to MIFOTRA, but operationalization will require focused attention from MIFOTRA, DLIs and sector officials to make sure the CLMS is used and its data informs actions and reporting. MIFOTRA will work with NCC to train *Inshuti z'Umuryango* (Friends of the Family) monitors to report and assist in follow-up.

- **Awareness-raising.** Village and school-sponsored meetings and events (including World Day against Child Labor and Day of the African Child) should continue, provided sectors allocate a small budget for these two events.

- **Private sector engagement in child labor.** Tea cooperatives are now active players in combating child labor. Cooperative General Assembly meetings address child labor, with sanctions imposed on families who bring children to the fields (fines or refusal to buy their tea). Although REST was not sustained, the DSCCLs are now the focal point for public/private district-level discussions on eliminating child labor in the tea sector.

Unlikely without Start-Up Kits and Sector Supervision

- **Youth safe employment opportunities.** Without provision of start-up kits for youth trained by the project, and a coordinated support system on the sector level to assist them in finding space and setting up collective workshops, it is unlikely that any sustained benefit will derive from project vocational training.

National Level. The project has helped strengthen the policy analysis capacity of both MIFOTRA (labor law and light work) and NAEB (national tea policy that includes mention of child labor). The project also contributed to the knowledge base and national-level public and private sector dialogue on the prevalence of child labor in Rwanda and to documentation of the GoR's substantial efforts to eliminate child labor on tea plantations throughout the country.

Monitoring and Evaluation

The REACH-T CMEP is cumbersome, with a current total of 60 indicators that rely on lengthy paper-based data collection forms. The interim evaluation prompted a review in December 2015 of CMEP indicators, resulting in the removal of seven indicators and the restatement of eight others, notably for IO3, Livelihoods, where indicators were overly ambitious for the VSLA activities. No evidence indicates that CMEP monitoring and evaluation (M&E) data were used for project management, other than to track outputs against targets. The project did not explain discrepancies between targets and actual figures until USDOL raised questions in their comments on TPR data tables.

Lessons Learned

- The two-year timeframe is insufficient for the anticipated outcomes; four years is minimum.

- Integrated interventions are required to tackle the root causes of child labor (education, livelihoods and awareness at a minimum).

- Stakeholders must be consulted on the design of any baseline/prevalence study, as the study advances and before it is finalized.

- Early adaptation of project strategy in line with any changes in the environment is critical to adjust activities and adequately cost for them. (MFS, MFS+ did not align with sector priorities or beneficiary interests.)

- Start VSLA at the same time as the education interventions to ensure that households begin as early as possible to consider saving and IGAs to cover education costs when the project ends. (REACH-T was at least six to nine months behind in its VSLA training vis-à-vis SSK provision).

- Ensure a standardized and well-structured entrepreneurship component for youth training rather than allowing each provider to develop its own approach.

- Review predecessor project conclusions when designing interventions: the REACH project concluded that youth all wanted vocational training and recommended they have the option of choosing between MFS and vocational training.

- Project planning must align to school calendar, e.g., January to December.

- Sector-level sustainability plans should be developed from project outset.

- Savings group members would benefit from small livelihoods start-up kits and/or training, as in other child labor projects (e.g., Cambodia).

- Budgets for critical components must be substantial enough to make a difference (livelihoods, youth).

- Paper-based monitoring systems must be carefully designed to be practical, with regular training and retraining of data collectors and systematic spot checks on data reported.

Good Practices

A selection of 10 key good practices identified during the final evaluation includes:

- Integrated interventions (children, youth, households, awareness, private sector);
- Close, regular local monitoring of project beneficiaries by volunteers;
- Selection process run by district/sector/village;
- Large-scale awareness-raising with message adapted to local audience;
- SSKs to facilitate entry into communities;
- VSLA cycle payouts to build confidence in the savings system;
- Local private vocational training providers (cost savings);
- Payment of community medical insurance;
- Streamlined, pre-coded design of Alert/CLMS system; and
- Youth initiatives to rent land or sewing machines, pending receipt of start-up kits.

Recommendations for Future Programming

A. Priority Recommendations Prior to Project End

1. REACH-T should develop a detailed sustainability plan with MIFOTRA, building on written sector sustainability plans for monitoring, remediation and — most importantly — youth business development.

2. To better assess the project's impact on children engaged in child labor, the M&E specialist should conduct a comparative analysis of child beneficiary data at intake and at project close to assess changes in types and duration of labor, age and sex of child laborers, by geographic location and identify factors contributing to the changes.

B. Recommendations for Future Child Labor Programming

3. Given the relatively high cost in human and financial resources to achieve youth targets, USDOL should carefully consider the extent to which this component contributes to projects' overall child labor reduction objectives.

4. Before the start of activities, grantees should carefully reconsider design of all project components to ensure alignment with current host government policy and local stakeholder expectations. If changes in local environments dictate new implementation strategies, the grantee should request reprogramming authorization from USDOL, along with any cost adjustments, as early as possible in Year 1 of project implementation.

5. The project should confer with MIFOTRA and NCC to confirm a plan for sustaining local use of ALERT and school-based CL monitoring systems, including awareness-raising with monitors and local authorities about the value, in terms of accuracy and systematic follow-up, of reporting instances of child labor via ALERT SMS vs. direct phone calls to district or sector officials.

6. USDOL should award five-year funding for future projects to allow sufficient time for direct service delivery upon completion of key M&E activities (CMEP, baseline study and DBMS/M&E system tested and debugged), given that these activities often consume a full year of project life.

7. Given the critical importance of livelihoods to combat child labor among vulnerable families, project designs should include more than just a VSLA component. While the VSLA is a low-cost, highly effective mechanism for generating savings and providing short-term loans at low-interest rates, complementing that economic strengthening activity with alternative income-generation activities helps poor families earn minimal income to offset school costs after the project has closed.

8. The DBMS system and related monitoring forms should be reviewed early in Year 2 to enable early correction of potential problems, even before the interim evaluation at the project's midpoint.

9. All interim evaluations should assess indicator validity and utility for project management so that midterm corrections might be made.

10. CMEP design should limit the number of outcome measures per IO to no more than three that track the most significant expected results; CMEP design should also allow for adjusting indicators over the project' life to reflect strategy changes.

11. The project semi-annual technical progress report (TPR) should require a short analysis of the CMEP indicator data, beyond simply reporting numbers in the project performance spreadsheet.

I. PROJECT DESCRIPTION

A. Project Context

The project's December 2014 baseline prevalence study[6] examined child labor prevalence in tea-growing villages across the project's 12 target districts in Rwanda. The study sample in those villages included 2,831 households with at least one child aged 5 to 17 years. The study report confirmed that extreme poverty is widespread in these areas, with the large majority of households owning very few assets and heads of households having low levels of education. Overall, the study estimated child labor rates in the tea sector in the 12 districts at 3.9% with 3.4% in hazardous child labor (HCL). When considering all children working in tea fields in the week prior to the interviews, rates increased to 5.8%, which the study cited as the "upper-bound estimate of child labor in Rwanda's tea sector." Most children working in tea farming were involved in plucking tea leaves and weeding, with 7% involved in applying fertilizers/chemicals and 20% in carrying sacks/bags of tea to weighing stations. The latter two activities constitute HCL. The study noted that child labor rates in the formal tea sector (fields managed by tea factories) are considered extremely low because of strict monitoring by tea factory personnel. Tea-producing areas owned by cooperatives or small holder farmers lacked a similar structured enforcement of laws and policies preventing child labor.

Tea is the No. 2 export commodity in Rwanda. Per NAEB, in 2015, the last full year reported, Rwanda's tea exports increased in both value (40%) and volume (9%) and tripled its revenue over the last decade from $23 million to almost $73 million. NAEB targets revenues of $147 million by 2018. Production has increased steadily, from 60 tons of black tea in 1958 to 14,500 tons in 2000 and 25,619 tons in 2015. Income to farmers has also increased, with per kilo prices more than doubling from 125 Rwandan francs (FRw) in 2014 to FRw 284 in 2016, and the share negotiated by NAEB of the sales price to cooperatives rising to 40%. Given the recognized quality of Rwandan tea, new investors are coming into the sector and others already present are increasing their investments.[7] The GoR economic growth strategy targets expanding tea production to 18,000 hectares of tea plantation by 2020.

Against this background of expected sector growth, and to sustain the reputation of Rwandan tea on the international market, the GoR has taken pains to document and publicize its measures and those of the private sector to eliminate child labor in the tea sector, with the specific goal of removing Rwandan tea from USDOL's *List of Goods Produced by Child Labor or Forced Labor,* also known as Trafficking Victims Protection Reauthorization Act (TVPRA) list. The TVPRA report lists products, and countries supplying those products, where USDOL has reason to believe that child labor is involved, in violation of international standards. The TVPRA list is used to raise public awareness about child labor and forced labor around the world and serves as a catalyst for stakeholders to coordinate and collaborate to address these problems.

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6 Laterite Ltd. Final 2017. REACH-T – Baseline Prevalence Study on Child Labor in Tea-Growing Areas in Rwanda.
7 In November 2016 President Kagame announced major investments by the Scottish Woods Foundation which will expand its East African Tea Investments to produce more than 25% of Rwanda's tea output. NAEB announced other large investments in 2017 by Unilever (Nyaruguru) and Rwandan Mountain Tea (Karongi).

To this end, the GoR has encouraged certification of factories and cooperatives. Certification requires significant focus on monitoring of child labor, a practice prohibited by the Rain Forest Alliance and Fair Trade Africa certifying boards. To minimize the risk of child labor, the 15 tea companies have strict hiring policies and are also constructing nurseries (crèches) for child care along with primary schools, and offering loans to families to cover school costs. President Kagame has recognized Sorwathe,[8] one of the oldest tea companies in Rwanda and a REACH-T advisor, as a model for other factories in terms of corporate social responsibility.

The 19 tea cooperatives in Rwanda are also carefully monitoring child labor. To date, 17 of the 19 have been certified by the GoR at a minimum, and a growing number are signing management contracts with the tea factory purchasing their harvests to supervise planting and harvesting to increase productivity. This supervision includes field monitoring for legal labor practices.

In terms of local-level actions to combat poverty, a key driver of child labor, GoR national and local authorities works with donors and NGOs through structured partnerships where expected results are defined in "performance contracts." The GoR's Joint Action Development Forum (JADF) oversees NGO coordination on development goals and performs a yearly evaluation of local project performance.[9]

B. Project Targets and Objectives

On September 17, 2013, USDOL awarded a $5 million, four-year cooperative agreement to Winrock International (WI) to implement a child labor elimination initiative in Rwanda called *Rwanda Education Alternatives for Children in Tea Growing Areas* (REACH-T), with the project objective of contributing to a significant reduction of child labor among children aged 5-17 years in the production of tea in Rwanda.

REACH-T targeted support to 4,090 children involved in child labor or at high risk of child labor, and provided livelihood services to 1,320 households of the most vulnerable children in tea growing areas. The project targeted 12 tea-growing districts: Nyamasheke, Rusizi, Rulindo, Gicumbi, Burera, Nyaruguru, Nyamagabe, Rutsiro, Karongi, Nyabihu, Rubavu and Ngororero. WI worked with three partners to implement REACH-T: Action Pour le Développement du Peuple (ADEPE), Duterimbere and Fédération Rwandaise des Coopératives de Théculteurs (FERWACOTHE). WI also worked with Sorwathé, a U.S.-owned tea factory in Northern Province that is a leader in implementing corporate social responsibility programs to increase community resilience.

REACH-T's theory of change (ToC) assumed that its project objective — reduction or elimination of child labor in the tea sector — would be a progressive and cumulative result, deriving from a three-pillar approach:

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8 Sorwathé has constructed one primary school per year over the last five years and operates as many crèches for infant care.
9 JADF has given positive evaluations to REACH-T interventions in its 12 districts in both 2015 and 2016.

- Create a streamlined, vertically integrated CLMS, using community activists to recognize and report child labor abuses and enforce laws;

- Catalyze tea sector leadership, building private sector capacity to address child labor and enhance awareness of the risks of child labor in tea by working directly with members of the tea sector; and

- Provide services through a community-centric model where community members serve as program focal points for the provision of direct services to members of households where children are involved in or at risk of child labor.

The project's Comprehensive Monitoring and Evaluation Plan (CMEP) identified seven intermediate objectives (IOs) to support the achievement of the project objective:

IO1: Increased enforcement of child labor laws in the tea sector
IO2: Increased school attendance among beneficiary children 5-17 years of age
IO3: Increased incomes in beneficiary households
IO4: Increased opportunities for safe employment for beneficiary youth (16-17 years)
IO5: Child labor issues addressed in GoR policies and private sector action plans
IO6: Community attitudes toward child labor changed; and
IO7: Beneficiary households referred to social protection services.

Figure 1: REACH-T Intervention Areas

II. EVALUATION OBJECTIVES, KEY QUESTIONS AND METHODOLOGY

A. Objectives and Key Questions

All projects funded by the Office of Child Labor, Forced Labor and Human Trafficking (OCFT) are subject to external interim and final evaluations. The REACH-T interim evaluation took place in October 2015, 25 months after project start. The REACH-T final evaluation was scheduled two months prior to the early closeout date of the project. An evaluation expert from Management Systems International (MSI) carried out the final evaluation under MSI's M&E services contract to USDOL. The evaluation assessed four project aspects:

- Validity of the project's theory of change (ToC);

- Relevance and effectiveness of project interventions;

- Efficiency of project interventions and use of resources; and

- Lessons learned, good practices and models of intervention that might inform future child labor projects and policies in Rwanda and elsewhere.

As a complement to these general objectives, USDOL and WI posed 10 specific evaluation questions. Divided by category, they are:

Evaluation Results

1. Was the project's theory of change (ToC), as stated in the project CMEP, valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation?

2. How effective has the project been in achieving its goal of supporting efforts to reduce child labor in tea-growing areas and in attaining its intermediate and supporting objective as concerns:

   - Change in work and education status of beneficiary children

   - Change in socio-economic status, social protection, and awareness of child labor among beneficiary households

   - Change in safe employment for beneficiary children of legal working age

   What were the main factors influencing achievement or non-achievement of objectives?

Evaluation implementation

3. How efficient were project interventions and could these interventions be replicated in other areas or contexts? *Probe best practices in the use of an integrated area-based approach, CLMS, engagement of tea actors, peer support system empowerment of community*

activists, district leadership and participatory approaches. What could have been done differently to enhance results in terms of reducing child labor in tea growing areas?

4. To what extent has the project incorporated a gender perspective in its approach to reducing child labor in tea-growing areas?

5. How did the project coordinate activities and strategies with implementing partners, stakeholders and research institutions to reduce child labor?

6. What factors contributed to a budget shortfall? What tracking and communication processes were in place in regards to project budget?

Sustainability

7. How well did the project's various interventions align with district priorities?

8. Which, if any, of the project interventions and results are likely to be sustained after project end? By whom and how?

Monitoring and Evaluation:

9. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?

10. Were recommendations from the interim evaluation integrated into the project's strategy after the evaluation? If so, how did the adjustments contribute to achieving project outcomes? If not, why did the project choose not to implement the recommendations?

B. Methodology

1. Approach

The evaluator worked closely with USDOL and WI's home office and local staff to ensure a participatory design that involved mixed methods and relied on jointly agreed selection criteria for project sites and interviewees. Quantitative data were drawn from CMEP indicator tables. Key informant interviews and focus groups of beneficiaries provided qualitative information. The evaluator conducted all interviews, assisted by a Rwandan interpreter, without the presence of project staff. The evaluation also ensured:

- Analysis of performance based on an indicator-by-indicator examination of reported results, comparing progress toward targets over time.

- Respect of gender and cultural sensitivities in the interviews.

- Use of a standard questionnaire and approach for interviews at each project site.

2. Data collection

Data collection involved three steps:

a) **Document review.** An extensive pre-trip review of project documents (original project proposal, USDOL cooperative agreement, CMEP, baseline survey report, biannual technical progress reports, work plans, Management Procedures and Guidelines) and non-project background information on child labor in Rwanda.

b) **Field interviews** with beneficiaries and stakeholders. The evaluation included individual interviews and focus groups with as many project beneficiaries and stakeholders as possible, including children, parent members of VSLAs, teacher-mentors and mother trainers, community activists,[10] local and national government representatives, implementing partners, USDOL and the U.S. Embassy.

c) **Stakeholder meeting.** At the end of the field visits, this meeting brought together 52 stakeholders, including beneficiaries, local and national officials and implementing partners. The agenda, developed in cooperation with REACH-T staff, focused on presentation of preliminary findings, conclusions and recommendations, with an opportunity for questions and answers from stakeholders. Small group sessions focused on identification of sustainability priorities and means for implementing those priorities (see agenda and group session reports in Annex G).

3. Site Selection Criteria

The jointly agreed site selection criteria included:

- Districts not visited during the interim evaluation;

- Most project interventions provided in the sectors selected;

- Balance among selected sectors in terms of potential for longer-term sustainability; and

- Ability to visit two sectors in one district in two to three days maximum.

Over a 10-day period, the evaluator visited 25% (three of 12) of project districts and 16% (six of 38) project sectors (see Table 1).

Table 1: Sites Visited During Final Evaluation

Region	District	Sector
Western	Karongi	Twumba Sector
		Rwankuba Sector
Southern	Nyaruguru	Mata Sector
		Nyabimata Sector
Northern	Rulindo	Kinihira Sector
		Base Sector

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10 Village-level volunteers fall into three categories: community activists monitor all beneficiaries within households; teacher mentors track beneficiary school attendance and performance; mother trainers advise and monitor VSLAs.

4. Interviewee Selection Criteria

The following criteria served to select key informants and focus group participants:

Direct Beneficiaries. Focus groups with a preference for no more than eight participants:[11]

- Beneficiary children from two target age groups (5–15 and 16–17 years) with approximately equal numbers of female and male beneficiaries and including recipients of formal, model farm school (MFS) and vocational training services.

- Beneficiary households participating in village savings and loans associations (VSLAs).

Local and national government, implementing partners and other stakeholders. Key informant interviews included national and local government officials, the U.S. Embassy, WI core and field staff and heads of implementing partner organizations, and focus groups comprised teacher mentors, community activists, mother trainers and school directors.

In total, the evaluation interviewed **233 people** individually or in focus groups, per the following breakdown (see Annex F for a list of interviewees):

- 12 WI and partner core and field staff
- 4 GoR national officials
- 1 U.S. Embassy representative
- 15 local government officials (6 district and 9 sector-level)
- 9 community activists
- 13 teacher-mentors
- 2 mother trainers
- 51 VSLA members from 4 groups
- 11 vocational trainers from 8 vocational training centers or providers
- 2 MFS trainers
- 72 youth (children of legal working age) from 8 groups
- 24 children 5-15 years of age from three groups (mixed primary and lower secondary)
- 4 school directors
- 3 tea factory general managers (Mata, Karongi, Sorwathé)
- 9 tea cooperative presidents, managers or members from 4 cooperatives

5. Limitations

Evaluation fieldwork lasted 10 days, including 1.5 days for meetings in Kigali with project staff and national stakeholders and 8.5 days of interviews in the districts, followed by one day for the final stakeholder meeting. The evaluator relied on the project to identify a representative sample of sites, based on jointly agreed-upon selection criteria and including sites that had performed well and others that experienced challenges. Findings for the evaluation are based on information collected from grantee progress reports, including the CMEP data, and from

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11 VSLA groups were typically larger since most parents requested to be present for the interview.

interviews with stakeholders, project staff and beneficiaries. The accuracy of the evaluation findings depends on the integrity of information provided to the evaluator from these sources. The last CMEP data available to the evaluator was the October 2016 TPR. The project collected no further monitoring data after that reporting period.

III. EVALUATION FINDINGS

The following sections summarize evaluation findings. The first section reviews challenges related to project scope; the second provides responses to each of the 10 evaluation questions.

A. Project Scope: Challenges

The $5 million, four-year REACH-T project built on a predecessor project that WI also implemented, titled REACH: *Rwanda Education Alternatives for Children*, from 2009 to 2013. The predecessor project targeted 8,575 children engaged in or at risk of child labor in seven districts in Rwanda for enrollment in formal school or WI's model farm school (MFS). This project laid the foundation for REACH-T's CLMS and played a major role in developing the 2013-2018 National Policy to Eliminate Child Labor (NPECL). Guided by this prior experience, REACH-T set reasonable targets[12] for direct-services recipients: 5,410 total direct beneficiaries, including 4,090 children and 1,320 households, across a geographic area representing approximately 40% of the surface area of Rwanda. This area-based program encompassed 12 districts in Northern, Western and Southern provinces.

Table 2 shows key dates for project start-up, implementation and closeout.

Table 2: Key Dates for Project Implementation

Year	Date	Implementation Milestone
2013	September 13	Award signed
2014	March 14	MOU with MIFOTRA
	September 14	CMEP finalized
	December 15	Baseline fieldwork completed
2015	January 15	First formal school cohort (followed by September 15 and February 16 cohorts)
	September 15	NAEB draft tea policy
	October 15	Interim evaluation
2016	March 16	President Kagame's national statement on child protection in general, including child labor
	September 16	Budget shortfall announced
2017	January 17	Priority budget submitted
	February 17	Project early closeout announced to staff
	March 17	Project early closeout announced to MIFOTRA
	March 31	Final evaluation
	May 31	Project closeout

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12 REACH-T, district and sector officials all confirmed that there was a huge unmet demand for project services within target districts: in most villages, project resources met less than 10% of demand for educational and livelihoods support among the rural poor working in tea fields.

The project faced the following scope-related challenges:

Partners. REACH-T implementation involved a series of partnerships, all of which contributed to project success but required careful management. On the national level, the project worked closely with three government institutions, MIFOTRA, NAEB and NCC, as well as the MIFOTRA-led National Steering Committee on Child Labor (NSCCL). On the local level, REACH-T coordinated selection and interventions with officials at two levels: district (vice mayors for social affairs and district labor inspectors, the latter serving as the project point of contact) and sector (education, social affairs and cooperatives officers). On the local level, the project established a network of committed volunteers within the villages and schools targeted by the project, and through them, identified local resources for vocational training for beneficiary youth 16 and 17 years old.

For project implementation, the project collaborated with three partners, each providing specific interventions to complement the other partners' activities. Effective implementation required ensuring that all partners provided quality services and accurate monitoring and reporting. Duterimbere had a long track record of operating across Rwanda, but ADEPE and particularly FERWACOTHE were new to large-scale service provision and required substantial support at project outset. WI worked closely with all three to build capacity to meet USDOL's reporting standards. An unexpected result of this partnership was increased visibility and management capacity within ADEPE that enabled the NGO to expand its grant base in education.

Table 3: Partner Responsibilities for Direct Services in Target Provinces

Area	WI	ADEPE	Duterimbere	Ferwacothe
Education	Oversight	10 districts		
VSLAs	Oversight		12 districts	
Youth – MFS	Oversight + 2 districts			8 districts
Youth – CSS	Oversight		12 districts	
CLMS/ALERT	12 districts			
Awareness	**12 districts**	**10 districts**	**12 districts**	**12 districts**

Staffing. Staff was spread out across the country, with the WI management team based in Kigali (project director, financial manager, deputy director/M&E specialist and technical specialists for livelihoods and education) providing guidance to field teams. The two field nodes, one in Western Province (Rubavu) and one in Southern Province (Nyamsheke), plus a Kigali-based team covering the Northern Province, oversaw activity implementation and beneficiary monitoring. A local contractor headed each office, working with an M&E assistant and covering an average caseload of 2,000 beneficiaries. The field nodes also housed a representative from Duterimbere and FERWACOTHE who supported youth training and VSLAs.

Based on discussions with district and sector officials at project launch in 2014, REACH-T agreed to more than double the number of districts and sectors receiving education and livelihoods services, with no increase in the size of the local WI management team. Once partner subcontracts ended (ADEPE in June 2016 and Duterimbere and FERWACOTHE in September 2016), the local coordinators assumed responsibility for ongoing monitoring of children and households across all sectors and villages.

Programming shift. It became evident early in project implementation (February 2015) that core activities needed to be reprogrammed to increase the numbers of districts, sectors and households targeted for services and to integrate vocational training for beneficiary youth aged 16-17 years as a complement to MFS. USDOL was not notified of any financial adjustments expected to accommodate these changes until March 2016.

The lack of clear communication about budget projections for the additional services, combined with a less than timely revised budget submission and resolution of funding scenarios in 2016, prompted an early project closeout due to a budget shortfall, to the dismay of partners and beneficiaries. Early closeout also carries the attendant risk of jeopardizing longer-term sustainability for many of the project results, due to the shortened implementation period and rushed shut-down of project activities (notably CLMS and youth employment opportunities).

REST. The need for industry engagement through the creation of a Roundtable on Elimination of Child Labor and Sustainable Tea (REST) was offset in large part due to the late 2013 establishment of the National Steering Committee for Child Labor (NSCCL) and District Steering Committees for Child Labor (DSCCLs), which provide the opportunity for public-private dialogue on means of reducing child labor. These groups made the REST initiative partially redundant. The fact that REST had no GoR institutional base, existing as an ad-hoc roundtable, further complicated organization of these committees.

Duration. The effective REACH-T implementation period was two years due to delays in Year 1 related to scheduling of the baseline prevalence study[13] and the budget shortfall that prompted project activity closeout six months prior to the cooperative agreement end date.

Beneficiaries and Services. Excluding other family and community members who received indirect benefits from the project in terms of awareness-raising and increased incomes, the project reached 8,000 individuals in 38 sectors across Rwanda, with services ranging from school supplies to VSLA training to vocational training, to child labor awareness-raising and monitoring support. Table 4 details the range of REACH-T beneficiaries and services.

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13 Dates for the baseline prevalence launch were delayed due to redesign of the study's scope of work, requested by USDOL to ensure compliance with requirements in the Funding Opportunity Announcement. This redesign increased the study cost by $200,000.

Table 4: Project Beneficiaries and Services

Beneficiary Type	Inputs and Services Provided	Target/Actual
Children (5-15)	School supplies, uniforms and shoes Teacher-mentors (attendance, studies) Peer mentors and SCREAM Clubs	2,700 / 2,700 100%
Youth (children of legal working age, 16-17)	MFS – 6 months of agricultural training: **574 youth** MFS + VCT – additional months vocational training; no start-up kits at time of evaluation: **447 youth** CCS, girls' vocational training; no start-up kits at time of evaluation: **461 girls**	1,390 / 1,482 107%
Households	Savings and loan associations / mother trainers: **1,703 households including 1,793 individuals**	1,320 / 1,703 129%
	Subtotal	*5,975 individuals*

School/Local Authorities	Inputs and Services Provided	Actual
School Directors	Child Labor Training ILO Scream Clubs	40 schools
School Teachers		800 (20 x 40)
Teacher-Mentors		80 (2 per school)
Peer Mentors		285
Parent-Teacher Committees		160 (4 x 40 schools)
Community Activists	Awareness-raising materials Training sessions Special events (International Day of the Child, World Day Against Child Labor)	102
Mother Trainers (VSLAs)		41
Sector Officials		76 (2 x 38)
DSCCL		420 (14 x 30 districts)
NSCCL		21
	Subtotal	*2,025*
	Grand Total	**8,000**

Despite the significant challenges posed by the scope, REACH-T met or exceeded all of its output targets except for MFS+ by end September 2016. See Figure 2.

Figure 2: Project Targets vs. Achievements
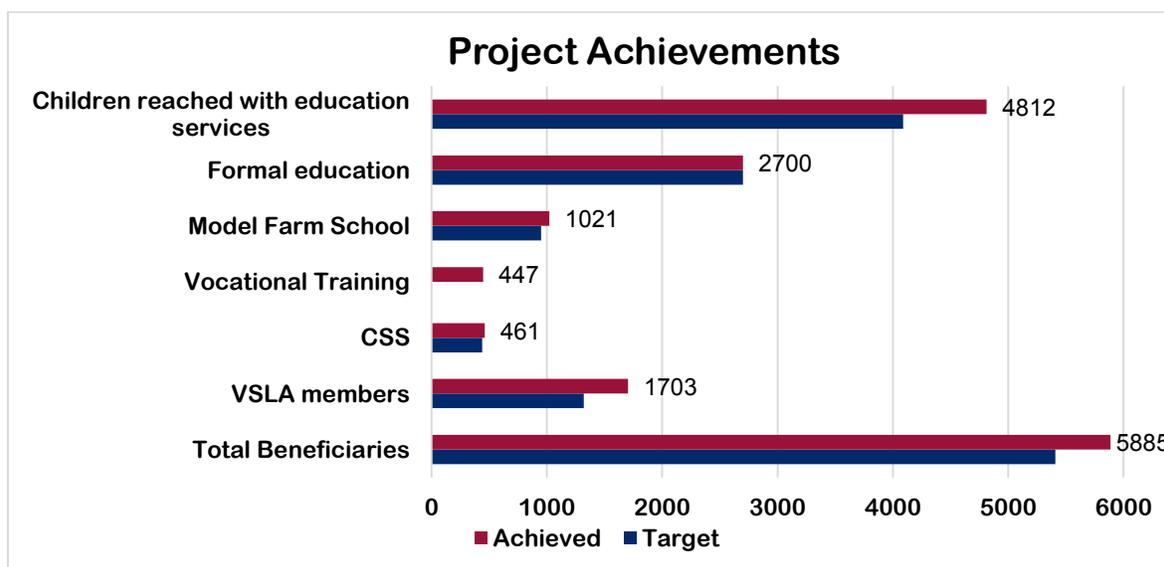
B. Evaluation Questions

1. Validity of Project Theory of Change (Evaluation Question 1)

Evaluation Question 1: Was the project's theory of change (ToC) valid? Were there external factors that affected its validity in a positive or challenging way during implementation?

The REACH-T TOC was developed in response to the problem analysis in its project document, which identifies three drivers for child labor in Rwanda: a first driver related to household poverty and limited access to education, a second related to inadequate institutional capacity and a reporting and enforcement system and a third related to insufficient private sector engagement in combatting child labor. To produce the desired change in its target districts, the project pursued the strategies that Table 5 identifies.

Table 5: Child Labor Drivers, Related Strategies and Activities

Primary Drivers	Related Strategies	Project Activities
Widespread poverty and access to education	Increased resilience through community-centric remediation	Direct educational services (school support kits), VLSAs and youth skills training
Lack of institutional CL prevention and enforcement capacity	Streamlined, vertically integrated CLMS with community-level CL monitors and district/sector training	CLMS/ALERT design, community activist and district/sector officials training
Need for stronger private sector engagement	REST to bring together tea sector actors: factories and cooperatives with local authorities	Creation of sector-level REST committees

The project TOC was also grounded in:

- Selection criteria focusing on rural households in GoR poverty categories 1 and 2[14];

- Integrated interventions for beneficiaries — education, livelihoods, awareness; and

- Continuous local monitoring working with community activist volunteers in the villages.

Overall, the project ToC proved valid in the Rwandan context, with its focus on an integrated area and a sector-based approach to respond to the drivers of child labor in the rural, tea-growing districts in Rwanda (widespread poverty and limited access to education and lack of enforcement of labor laws). REACH-T's core strategy to achieve significant reduction in child labor in its 12 target districts included three components: a streamlined child labor monitoring system (CLMS), engagement of tea sector leadership and strengthening household resilience through a community-centric remediation model. The project also focused on broad-based awareness-raising, especially at the local level, to increase understanding of the negative

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[14] The GoR categorizes its population into four categories based on income and assets, to determine which persons qualify for social services. Category 1 includes households living in extreme poverty, able to provide one meal per day to household members and living in precarious conditions. These households receive community medical insurance from the GoR. Category 2 households are also below the poverty line but have access to housing and small incomes and can provide two meals per day to household members.

effects of child labor and the advantages of education. The need for industry engagement through the creation of a Roundtable on Elimination of Child Labor and Sustainable Tea (REST) was superseded to some degree by the establishment in late 2013 of the NSCCL and DSCCLs, which provide the opportunity for public-private dialogue on means of reducing child labor. These groups made the REST initiative partially redundant and without an institutional base.

Two external factors affected the ToC validity in a positive manner during implementation: Government of Rwanda policy and increased tea sector monitoring of child labor.

Figure 3: REACH-T's Alignment with GoR Policy and Tea Sector
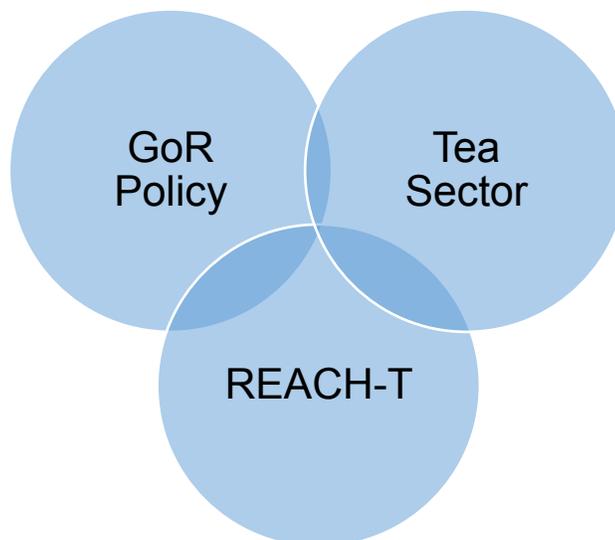
GoR policy: Strong GoR policy statements and political will from the presidential level down sought to combat child labor and reduce school dropouts. In addition to personal statements by President Kagame — the most recent in March 2016 calling on all Rwandans to eliminate school dropouts and remove children from child labor — MIFOTRA has taken pains to document and publicize increased enforcement and school attendance and public and private sector cooperation.

Tea sector certification. In the last three years (2014 to 2017), the number of certified (certifying bodies include Rain Forest Alliance, Fair Trade Africa, ISO 22000, among others) tea factories in Rwanda increased from five to 14 (93%) of 15 total factories while certified tea cooperatives have grown from seven to 17 (89%) of 19 total cooperatives. A major criterion of certification is a full ban on child labor and clear demonstration that tea fields are strictly monitored to prevent any incidence of it. Tea factory directors interviewed during the final evaluation were adamant that no worker on the factory industrial blocks can be employed or paid without a national identity card certifying that s/he is at least 18 years of age. Three factories noted an emerging trend in tea cooperatives to enter into management contracts with the tea companies buying their tea, in which the companies provide field-level monitoring to ensure not only improved planting and harvesting, but also elimination of child labor in the fields.

2. Results Achieved (Evaluation Questions 2 and 3)

Evaluation Question 2: How effective has the project been in achieving its intermediate and supporting objectives? What were the main factors influencing achievement?

The evaluation assessed effectiveness in terms of **project outcomes** (actual results as opposed to activities) based on a review of three data sources: project TPRs, CMEP indicator data (see details in Annex A), and qualitative feedback from the evaluation's interviews. Results for this question are presented below, in line with the REACH-T results framework (RF). The RF is a graphic representative of the project's theory of change and includes the overarching project objective, seven intermediate objectives and 19 supporting objectives. The RF below is color-coded according to the assessed level of achievement of its objectives.

GREEN *(strong performance and strategic contribution)*

IO2: Education overview: REACH-T exceeded its education target of 4,090 children enrolled and receiving School Scholarship Kits (SSKs) by 6%, reaching 4,182 children, 57% of whom are female. The project reports that 96% of children enrolled are attending school for at least 75% of the school year, a remarkable accomplishment in these very poor rural areas. Targets for school improvements, parent-teacher committee involvement and parental in-kind support were achieved in 100% of the target schools and cooperatives built two new crèches through the advocacy efforts of the project. Per qualitative interviews, beneficiary children are highly motivated and hardworking students.

IO6: Increased awareness. In the absence of an endline survey, evidence for increased awareness is primarily anecdotal. In the 233 evaluation interviews, all stakeholders and beneficiaries confirmed that a major achievement of the project is the marked change in attitude in villages and among district and sector authorities regarding child labor. Parents all confirmed increased awareness and understanding of the importance of their children's education. School authorities confirmed that this awareness impacted the dropout rate at their schools among both primary and secondary students. Stakeholders cited the visible absence of children in the tea fields and decrease in dropout rates as proof of changed attitudes due to increased awareness.

YELLOW (adequate *performance and strategic contribution)*

IO1: Increased enforcement of child labor laws in tea sector. REACH-T implemented a user-friendly CLMS/ALERT child labor monitoring system that CAs from all 12 districts have used to report 478 cases of child labor. The project used the labor law enforcement analysis to make seven policy recommendations to MIFOTRA. Given the creation by MIFOTRA in 2014 of DSCCLs to ensure local tea sector child labor coordination, uptake for REST was limited to only a few sectors within the project's target tea-growing districts.**IO3: Increased incomes in beneficiary households.** REACH-T created VSLAs among beneficiary households to promote savings for school costs and income-generating activities (IGAs). The project exceeded output targets by large margins (1,703 households, 126% of target; 1,958 individual members, 161% of target), with 99% of households increasing the value of their assets due to VSLA. Two factors

impacted other indicators: lack of a substantive IGA component and the limited timeframe for support to the newly created VSLAs.

IO5: Child labor issues addressed in GoR policies and private sector action plans: REACH-T more than doubled its target outputs in terms of GoR and private sector training on child labor law (4,582 GoR officials across all districts in Rwanda; 1,607 tea factory and cooperative managers and committee heads). The project also contributed to four national child labor policies, advised on certification and child labor internal policies, and shared its studies.

IO7: Social protection. While this component had a limited budget, REACH-T used funds efficiently to provide much-appreciated support to beneficiary households for community health care coverage (1,260 households insured from *Ubudehe* Category 2 families) and to increase CA knowledge of available services. In addition, the project encouraged VSLA members to set aside a small portion (usually under 5%) of their weekly contributions as a social fund, with proceeds given to families experiencing hardships due to births, deaths or illness.

ORANGE *(weaker performance and limited strategic contribution)*

IO4: Increased opportunities for safe employment for youth aged 16-17. While the project exceeded its targets in terms of outputs (number of youth trained in MFS and in vocational skills), by March 2017 and despite promises, REACH-T had not provided start-up kits to the youth trained in vocational skills (908 students), nor had it met its outcome-level indicators (youth safely employed, OSH knowledge increased among potential employers, youth joining VSLAs). The third MFS cohort of 574 (56% of MFS students) was deeply disappointed that they did not receive the same vocational skills training as the first two cohorts.

Figure 4: REACH-T Outcomes

Project Objective: Incidence of child labor reduced or eliminated in tea sector in Rwanda
POC.1 % of beneficiary children in CL
POC.2 % of beneficiary children in HCL

IO 1: Increased enforcement of child labor laws in tea sector (TIME)
Indicators:
CL cases investigated by police/DLI
active REST members
policy recommendations to MIFOTRA
CAs using ALERT
district/sector officials using CLMS

IO 2: Increased school attendance among beneficiary children 5-17 years of age
Indicators:
% of children attending school 75% of time
% of target schools meeting minimum health and safety standards
# of target schools with parents making in-kind contributions to school
# of parents with plan to cover school expenses after project end

IO 3: Increased incomes in beneficiary HHs (TIME)
Indicators:
% of HH with increase in assets,
% of HH with improved food security
% of HH reporting increased alternative production
% of HH with increase in savings

IO 5: Child labor addressed in GoR policies and private sector plans (TIME)
Indicator:
# of national/local authorities with increased knowledge of CL laws
# of tea cooperative internal policies addressing CL/OSH

IO 7: Beneficiary HHs referred to social protection services
Indicators:
% of beneficiary HH referred by CA to social protection services
# CAs with increased knowledge of available social protection services

IO 4: Increased opportunities for safe employment of beneficiary children 16-17 (NO TOOLS)
Indicators:
% of target youth safely "employed"
% of target youth demonstrating increased skills
# tea sector personnel aware of OSH

IO6: Community attitudes toward child labor changed (expanded to other sectors as well)
Indicator:
% communities with positive change in attitudes regarding CL
# community- or child-led awareness-raising activities

Project objective: The project's highest-level objective was to reduce or eliminate the number of beneficiary children engaged in child labor (CL) and hazardous child labor (HCL) over the life of the project in the tea-growing target districts, using an integrated area- and sector-based approach. The project worked closely with district authorities and sector officials to identify children among the poorest families in selected villages[15] who, because of their poverty level and cultural practice of sending children to the tea fields, were assumed to have children aged 5-17 engaged either in CL or HCL. The final selection of families was carried out in open, fully transparent village-level meetings where village populations agreed on which families most needed services. The project accepted all children aged 5-17 in the beneficiary households.

The REACH-T baseline prevalence study, conducted from October to December 2014 before project implementation began in January 2015, reported child labor and hazardous child labor rates in the 12 tea-growing districts of Rwanda for children aged 5-17 as 3.9% and 3.4%, respectively. The upper estimate of children working in tea industry the week prior to the interview is 5.4%.[16] For comparison purposes, the 2013/2014 Integrated Household Living Conditions Survey (to monitor progress in poverty reduction) indicated that the child labor rate nationwide, regardless of economic activity, averaged 5.5% with 2% working in hazardous conditions, but noted that rates are higher in rural areas (6% child labor) with Rwanda's Northern and Western provinces having still higher rates (8%) and the highest rates overall among children who do not attend school (12%).[17]

Given its focus on the most vulnerable families in remote tea-growing areas, REACH-T originally projected that **44%** of children 5-17 would be engaged in child labor at intake (1,800 of 4,090) and 20% of children aged 5-17 would be engaged in hazardous child labor (800 of 4,090). Once children were selected, the project community activists completed intake forms to determine how many children in each family were engaged in which type of child labor. Actual numbers at intake were **52%** (2,180 of 4,182) of target beneficiaries aged 5-17 engaged in child labor and **46%** (1,915 of 4,182) of beneficiaries aged 5-17 engaged in hazardous child labor.

Per the intake forms and final evaluation qualitative interviews, the key sectors of child labor in the target districts at project start-up were tea farming and domestic labor, the latter categorized as child labor due to long hours. Hazardous labor occupations included use of sharp tools and chemicals, carrying heavy loads and working long hours in high temperatures.

Given the absence of a project endline study, the only numbers that can be cited to reflect changes to the CL and HCL rates for the beneficiary population are those that measure numbers of children having dropped out of school or not completing their MFS or vocational training, with the assumption that these children may have returned to child labor. Per the October 2016 TPR, at the end of two years of educational services, a total of 167 of 4,182 beneficiary children had dropped out **(4%),** including 112 having left formal school (4% of 2,700 — and including three children who died) and 55 of those aged 16-17 years dropping out of

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15 Children were selected from families in the GoR income categories of 1 or 2 (lowest incomes).
16 Baseline prevalence study on child labor in tea-growing areas in Rwanda, 2014, p. 6-7.
17 Enquête sur les Conditions de Vie et des Ménages (EICV 4), Final Report, March 2016.

MFT or skills training **(4%** of 1,390). Reasons for dropping out ranged from children who moved from their original district and could no longer be monitored, or lack of commitment.

The following sections review CMEP data for each REACH-T intermediate objective (IO).

IO1: Increased Enforcement of Child Labor Laws in the Tea Sector

IO1 measures the ability of local monitors (CAs), sector officials- education and social affairs officers (SEOs and ASSOC), and District Labor Inspectors (DLIs) to understand, report and use data from the CLMS/ALERT system, leading to cases being referred to social protection or in serious cases, being investigated by police or the DLIs. Two other sub-IOs were to contribute to improved enforcement: first, policy recommendations to strengthen enforcement based on a REACH-T gap analysis and second, stronger engagement between the tea sector and GoR through REST. The project results were positive for CLMS/ALERT and analysis of CL enforcement gaps (IO1.2 and IO1.3) but faced challenges in implementing REST (IO1.1).

Table 6: Increased Enforcement Indicators and Results

Indicators	Target	Actual
IO1: Increased enforcement of child labor laws in the tea sector		
Number of reported child labor cases investigated by police or DLIs	N/A	3
IO1.1 Improved institutional coordination between private sector and GoR stakeholders for CL law enforcement		
Number of GoR agencies and tea companies/cooperatives actively participating in REST meetings	40	31
Number of joint action/resolutions on child labor taken by REST	25	4
IO1.2 Increased understanding of CL enforcement roles and responsibilities among stakeholders		
Number/percent of policy recommendations from labor law gap analysis presented to MIFOTRA and other concerned ministries	7	7
IO1.3 Improved follow-up on child labor abuses		
Number/percent of reported child labor cases referred to social protection services	70%	74%
➢ *IO1.3.1 Improved child labor monitoring system*		
Number of Community Activists reporting child labor cases using ALERT system[18]	102	102
Number and percent of DLIs and sector-level education and social affairs officers using ALERT/CLMS system data for reporting	30	125[19]
➢ *IO1.3.2 Increased DLI and CA knowledge of monitoring systems and responsibilities*		
Number/percent of DLIs, SEOs, ASSOCs and CAs demonstrating correct understanding of ALERT/CLMS	631[20]	149

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18 The target for this number was incorrectly recorded on the CMEP data tracking form. The correct number is 102, representing all the community activists in the cells served by the project.

19 The number reported reflects the DLI/sector officials who consulted the CLMS database, rather than those who used data for reporting.

20 The original target includes all DLIs and sector officials in Rwanda. This country-wide training was not conducted. Actual reported users include only officials who were trained in the project's target districts.

Understanding and use of CLMS/ALERT IO.1.3: CMEP data indicate good results in terms of creating, distributing and using an effective, simple, local-level child labor monitoring system, based on mobile phone-based reports of child labor incidents filed by the community activists in project villages.

The project trained 149 DLIs, sector education and social affairs officers and CAs to utilize CLMS/ALERT, a streamlined, coded two-tier system. CAs received simple mobile phones with phone credit, which they could use to send in reports of child labor instances they had observed using an SMS-coded questionnaire. That information was uploaded into a CLMS database that included data on child name, location, work performed, action taken and recommended follow-up. All entries are coded except for recommended follow-up. There are 13 codes for types of child labor, which are not limited to tea sector infractions. Per the CLMS database, the category with the highest number of abuses is domestic labor (33%). As of December 8, 2016, 478 cases of child labor had been reported in the system, with 85% closed, meaning that the sector-level education or social affairs officer had intervened to find a solution. The first entry in the system was August 21, 2015, and the last was February 3, 2017. The immediate prior entry to the February 3 entry was dated October 7, 2016, due apparently to a connectivity problem from November to January that has since been resolved.
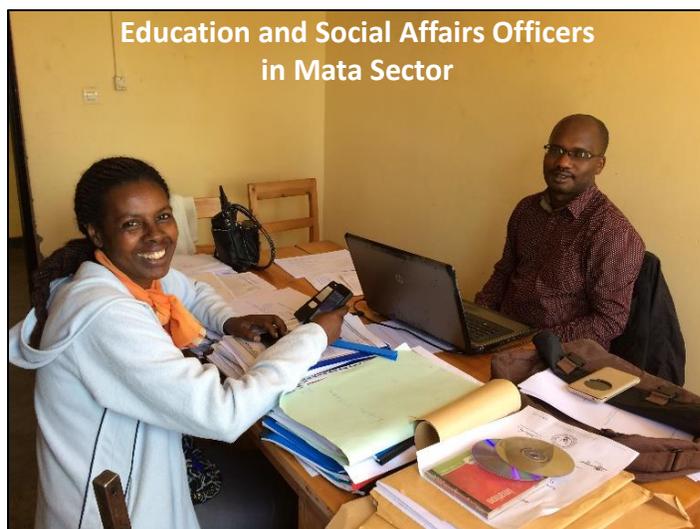
Education and Social Affairs Officers in Mata Sector

Each district case is reported in the system, with district instances recorded ranging from 1 to 59. The CAs and sector officials interviewed all liked the system, but certain officials noted a preference for receiving direct calls from monitors to report child labor so the sector could intervene without having a record of the case in the database, which would reflect badly on the sector or district's GoR performance contract.

In preparation for handoff, the project retrained the DLIs and MIFOTRA IT team in use of the system on March 9, 2017. Handoff meetings are ongoing with MIFOTRA IT to ensure they can maintain the CLMS database and mobile technology.

Labor law enforcement policy: The project supported and/or commented on three major policy initiatives that emerged from the labor law enforcement analysis:

- Draft National Tea Policy, with the recommendation that the policy specifically include reference to child labor;

- Revision of the Rwandan labor law, notably provisions on light work for children not included in previous labor law; and

- OSH regulatory proposals related to safe work for children of legal working age

REST. REST was designed to fill a gap in local-level tea factory, tea cooperative and district authority coordination to fight child labor, per the project's ProDoc, which dated from early 2013. By the time of project launch, MIFOTRA had already moved to fill this gap through the creation of the NSCCL and DSCCLs. In the October 2015 TPR, the project noted: "There have been delays in organizing REST … primarily due to the fact that key partners (MIFOTRA, NAEB and NCC) consider REST to be near-duplication of the NSCCL."

Since DSCCLs were meeting at the district level, FERWACOTHE focused on REST roundtables at the sector level, but effectiveness depended on the willingness of tea factories and

District and sector officials discuss child labor strategy

cooperatives to attend periodic meetings on child labor. Certain sectors had some level of success, but most struggled to get the initiative off the ground. From October 2015 to March 2016, FERWACOTHE reported organizing 19 sector-level meetings (of 38 target sectors) with representatives from both tea factories and cooperatives. Although these committees agreed to conduct monthly monitoring visits to tea plantations, develop action plans to cover gaps in child labor law enforcement and hold quarterly meetings with minutes sent to FERWACOTHE, few continued to function after mid-2016. None of the factories or cooperatives interviewed during the final evaluation reported a functional REST in their sector.

Overall, tea cooperatives were much more receptive to REACH-T efforts than the tea factories were. One direct result of project efforts is the fact that all cooperatives now include a discussion of child labor issues in their semi-annual General Assembly meetings and have adopted specific measures to prevent child labor, including: (1) payment for tea pluckers through SACCOs, which require pluckers to have a national identity card; (2) assigning field monitors to track tea production processes and to report incidences of child labor; (3) refusal to pay any family for tea if they have been reported using children to assist; and (4) working with sector leaders to impose fines on families whose children are not in school or who bring their children to work in the fields (one cooperative cited FRw 50,000 per incident, or USD $60). Several cooperatives have begun replicating tea factory initiatives to create crèches for infants.

Summary of Key Factors Influencing CLMS and Policies/Regulations Achievement

- Local volunteer monitors available to report on child labor incidents using simple mobile phone messaging that feeds into a centralized database.

- Receptivity of tea cooperatives to work with the project to combat child labor.

IO2: Increased School Attendance among Beneficiary Children 5-17 Years of Age in Target Districts

Sector officials determined which villages would receive REACH-T education services in target districts. Each of the 40 villages selected had to have a local school that could accommodate 50 to 75 project beneficiary children. In an open meeting among all households, community members jointly selected the households to receive services based on their poverty level. All children in a selected household between 5 and 15 years old were eligible for services, which included an SSK with basic supplies, a uniform, shoes and a backpack. Parents signed an agreement to keep them in school.

The project enrolled 2,250 children in 40 schools at the start of the January 2015 school term. The schools were all parochial, with enrollments upward of 2,000 students in primary grades 1-6 and senior grades 1-3. Class size averaged 65 students, with five to seven children sitting on each school bench designed for four children. Annual dropouts at the primary level averaged 20%, while those at the secondary level were above 30%.

REACH-T's IO2 indicators focused on outputs (numbers of children enrolled and receiving SSKs, improved school safety and health, increased parent involvement and beneficiary household planning to cover school supplies, and factory or cooperative agreement to provide nurseries (crèches) or early childhood development (ECD) programs for villagers.

REACH-T met or exceeded its IO2 targets for all indicators, except for the number and percent of households with a plan to cover educational expenses post-project. VSLA mother trainers and Duterimbere agree that the ambitious target of 100% of beneficiary households was not met because the VSLA implementation period was under two years. From an output standpoint, REACH-T exceeded its education target of 4,090 children enrolled and receiving SSKs by 6%, reaching 4,182 children, 57% of whom are female. The project reports that 96% of children enrolled are attending school at least 75% of the school year, a remarkable accomplishment in these very poor rural areas. Targets for school improvements, parent-teacher committee involvement and in-kind support were achieved in 100% of the target schools. Two new crèches were built by cooperatives through advocacy efforts of the project.

Table 7: Education Indicators and Results

Indicators	Target	Actual
IO2. Increased school attendance among beneficiary children 5-17		
Number and percent of target children attending formal school 75% of the time	100% 2,700/2,700	96% 2,589/2,700
E1. Number of children receiving educational services	4,090	4182 57% female
E2. Number of children receiving formal education services	2,250	2,700 51% female

Indicators	Target	Actual
IO2.1 Reduced economic obstacles to school attendance		
Number and percent of children who receive school kits	100% 2,700/2,700	100% 2,700/2,700
IO2.2 Improved safety and health of learning environment		
Number and percent of target schools meeting basic minimum required health and safety standards	100% 40/40	98% 39/40
Number and percent of target schools whose school improvement grants are completed	100% 10/10	100% 9/9
IO2.3 Increased community support for education		
Number and percent of communities in which PTCs hold regular meetings	100% 40/40	100% 40/40
Percent of target schools where parents make in-kind contributions to the school	80% 32/40	100% 40/40
➢ *IO2.3.1 Increased beneficiary household commitment to children's education*		
Number and percent of beneficiary HHs with plan to cover children's educational expenses after project support ends	100% 1,320/1,320	26% 434/1,703
➢ *IO2.3.2 Increased tea sector financial and in-kind contributions to crèches and ECD*		
Number of companies or cooperatives[21] providing in-kind or financial support for ECD and crèches	2	2

Qualitative feedback from final evaluation interviews indicated that project beneficiary children are highly motivated. School directors reported their schools decreased dropouts by 50 to 75%. In its April 2016 TPR report, REACH-T reported that 102 beneficiary children sat for end-of-cycle exams in December 2015; 80 of 83 primary students passed into secondary school and 18 of 19 senior 3 students passed into upper secondary; one of the three female senior students received a scholarship for upper secondary school.

Primary and secondary school beneficiary children in Mata Sector

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21 Rwanda has 14 tea companies and 19 tea cooperatives as of January 2017. Given the financial commitment of organizing crèches for infants, the project conservatively targeted two new crèches over the life of the project.

All interviewed school directors and teachers affirmed that the SSKs were an excellent entry point into communities and a strong motivator for beneficiary children, resulting in not only a significant upswing in regular attendance, but a commitment to working hard for good grades. Teacher mentors also commented on the usefulness of the REACH-T mentoring guide.

In the second year of the project, teacher mentors selected peer mentors to work with beneficiary children through clubs called Supporting Children's Rights Through Education, the Arts and Media (SCREAM). These clubs usually had 10 student members each and met weekly to allow students to express their thoughts through poems, stories and drawings. While children indicated that they enjoyed the club, given the opportunity to work in small groups on arts projects, the timeframe for implementation was very short.

REACH-T contributed to improved safe and heathy learning environments in 39 of the 40 (98%) target schools, through small grants ($1,500 each to nine schools; see photo at left of school benches provided under one grant) and work with parent-teacher committees (PTCs) to solicit in-kind contributions from parents and funding from tea factories or cooperatives for infrastructure support. Parents' in-kind contributions included labor for school infrastructure projects and sharing food for the school feeding program.

School benches provided by REACH-T small grants program in Bigugu

School directors and teachers confirmed that the teacher monitors (two per school) played an important role in tracking attendance and building students' awareness of the negative effects of child labor and the importance of education.

Summary of Key Factors Influencing Education Achievements

- **SSKs:** Key to achieving increased enrollment and improved performance were the low-cost, high-return ($30 each) SSKs, offered three times to each child in formal school, with Year 3 covering supplies only.

- **School-level student monitoring and peer mentoring**: Regular follow-up by the two teacher monitors appointed per school was instrumental in sustaining regular school attendance among beneficiary children. Teacher-mentors also provided advice and support to the children in their school work and coordinated activities of the peer mentors. They went out of their way to maintain contact, visiting children in their homes and meeting with parents at least once a term.

- **School-level awareness-raising:** Teachers indicated that they are sensitive now to child labor and able to identify children at risk. Children interviewed could all describe child labor and child rights and noted that while they still help at home after school, their parents are more careful about the number of hours worked and tasks performed.

IO3: Increased Incomes in Beneficiary Households

IO3 addresses the need to increase incomes in poor households to ensure that children remain in school rather than working in the tea fields for income, or dropping out of school because parents cannot afford school materials. The primary IO activity was the creation of VSLAs for beneficiary households. REACH-T exceeded its output indicators for this IO by large margins (1,703 households in VSLAs vs. 1,320 target and 1,958 individuals involved vs. 1,215 target). The highest-level indicator — increase in household assets, a proxy for increased income — was also on target at 99% of enrolled households. The fact that the planned MFS+ program for 105 households was not implemented explains the lower-than-targeted performance for five indicators (increased food security, MFS+ enrollments, increased ag/IGA production, business accounting skills and consultations with agriculture extension agents). The limited time for VSLA implementation (only one full VSLA cycle was possible due to delayed start-up of this component) affected performance for the other two indicators whose targets were not met (SACCO accounts and financial literacy skills). Duterimbere, the partner responsible for the VSLA process, noted that while they were pleased with the progress achieved in the 18 months that they worked with households, a full two-year cycle is needed to create a firm foundation of sustainable VSLAs.

Table 8: Income Generation Indicators and Results

Indicators	Target	Actual
IO3 Increased incomes in beneficiary households		
Number and percent of beneficiary households with an increase in assets	100% (1320)	99% (1681/1703)
Number and percent of beneficiary households with improved food security	100% (1320)	78% (1335/1703)
L1. Number of households receiving livelihood services	1320	1703 (129%)
L2. Number of adults provided with employment services	105	0[22]
L4. Number of individuals provided with economic strengthening services	1215	1958 (161%)
IO3.3 Increased production of IGA goods/services		
Percent of beneficiary households reporting increases in production	100% (1320)	60% (1019/1703)
➢ *IO3.3.1 Improved skills in tea/IGA production, entrepreneurship and marketing*		
Percent of beneficiary households capable of calculating basic accounting entries	100% (1320/1320)	15% (261/1703)
Number and percent of beneficiary households who have solicited advice for ag extension officers on crop production or animal husbandry	100% (1320)	21% (360/1703)

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22 MFS+ training was not implemented for adults.

Indicators	Target	Actual
IO3.4 Increased household savings		
Number and percent of beneficiary households with increase in value of assets (proxy for savings) (same indicator as IO3)	100% 1320/1320	99% 1681/1703
➢ *IO3.4.1 Increased participation in VSLAs and SACCOs*		
Number of beneficiaries who join VSLAs	1215	1958
Number and percent of VSLAs linked to SACCOS[23]	85% 44/50	57% 53/93
➢ *IO3.4.2 Improved financial literacy skills*		
Number and percent of beneficiary households using appropriate record keeping (same indicator as IO3.3.1)	33% 440/1320	15% 261/1703

Final evaluation interviews confirmed that: 1) savings group members value the ability to take

Members of Mata Sector VLSA

out small loans at 5% interest for up to three months, 2) repayment rates are high, with only one group reporting two non-payers and 3) funds borrowed are typically used for small-scale trade, livestock purchases or school supplies. Contributions range from FRw 200 to 1,000 per week (USD $0.25 to $1.20) with FRw 50 ($0.06) per week allocated to a VSLA social fund for contributions to members in the event of illness, death or births. Members confirmed that this was their first experience saving in groups and

noted that the end-of-cycle payouts gave them confidence in their ability to save and hope for their future. Quoted payouts per person ranged from FRw 20,000 (USD $24) to FRw 70,000 ($85). Certain VSLAs have accepted new members and other village groups have formed their own VSLAs. Mother trainers within each group provide training to members on financial literacy and "SPM" (selection, planning and management) for income-generating activities (IGAs).

Members who opened accounts at local SACCOs with their savings noted that they do not have sufficient collateral from their small accounts (usually averaging $10) to leverage larger loans. They are able to buy rabbits ($1.50), piglets ($10) or goats ($15) with their savings, but

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23 Project indicates that the average number of members per VSLA is 25; with 1,215 members targeted in the ProDoc, this represents approximately 50 VSLAs; actual end of project figures are 1,958 members in 93 VSLAs. Percentages are calculated based on project-reported numbers on VSLA linkages to SACCOs.

revenues from breeding these animals are very small ($30). Many mentioned their desire to buy a cow if they could leverage more funds ($120 investment).

The ProDoc included MFS+ training to reinforce livelihoods, but FERWACOTHE did not implement this activity due to "time and resource constraints," per project staff. Four indicators for sub-IOs under livelihoods related to MFS+ and other more substantial livelihoods training (IO3.1 Improved yields in tea, IO3.1.1 Improved use of modern agricultural techniques on tea farms, IO3.2 Increased access to markets for HH engaged in income-generating activities) were removed in the December 2015 CMEP review.

All beneficiaries and stakeholders interviewed during the final evaluation confirmed that the VSLA component provided a needed complement to the project's education component, despite the low level of savings possible among the rural poor. Participants were deeply appreciative of the opportunity to borrow small sums through the VSLA. Given the high motivation among beneficiary households to seek new sources of income, it is unfortunate that IO3 did not include any in-kind livelihoods support such as small start-up kits for livestock or hairdressing, as is the case in other OCFT direct services projects.

Summary of Key Factors Influencing Livelihoods Achievement

- **Savings cycle payouts:** VSLA design provides for payouts of savings and interest accrued to beneficiaries after a one-year cycle. Payouts built confidence among members in their ability to save and earn income from their savings and loans activity. Participants indicated that payouts were used to cover the cost of school supplies for their children.

VSLA in Rulindo District

- **Lack of start-up kits.** Livelihoods results might have been more sustainable if the project had provided in-kind support for start-up kits to assist households to launch income-generating activities (e.g., seeds, chicks or piglets to raise for sale, hairdressing supplies). Based on experience in other countries, such kits are low-cost, averaging $30 per household

IO4: Increased opportunities for safe employment of beneficiary children of legal working age (16-17)

While the project exceeded its targets in terms of outputs (number of youth receiving vocational training services), at the time of the final evaluation REACH-T had not provided start-up kits to the youth trained in vocational skills (908 students), despite promises to this effect[24] nor had it met its IO4 outcome level indicators, notably youth safely employed, OSH knowledge increased among potential employers and youth accessing financial support.

Youth carpenters trained by REACH-T in Karongi

The project provided three types of training under IO4: Model Farm School (MFS) training in vegetable growing and animal husbandry for boys and girls aged 16-17 years; Conditional Scholarship Support (CSS) vocational training in sewing, knitting and hairdressing for girls aged 16-17 years; and vocational skills training to the first two cohorts of MFS graduates, primarily in sewing, knitting, welding and carpentry. By project close, REACH-T provided skills training to 447 youth, plus 461 girls in CSS and another 574 youth who received only MFS training. Vocational skills were provided by 22 individual service providers and nine vocational training centers, in lieu of state-run technical vocational education training centers (TVETs) as originally planned, for budgetary and access reasons. The largest number of vocational trainees was in tailoring (65% of 908), with three other skills averaging 10% each: carpentry, welding and knitting.

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24 The October 2015 TPR responses to USDOL questions p.9 states "Graduates of (vocational skills training) will receive small business start-up kits." The October 2016 TPR states: "FERWACOTHE…was not able to implement …off-farm skill training courses for the third MFS youth cohort before the end of its subaward…Pending availability of funds WI hopes to take on these activities during the coming reporting period (October 2016-March 2017)… Both FERWACOTHE and Duterimbere phased out before MFS youth and CSS youth who graduated from off-farm skill training courses received start-up kits. Pending availability of funds, WI will provide the kits to graduates, with items that align with their training areas … Providing the kits will help graduates to start their own microenterprises and to generate jobs for themselves and later other youth." p. 6

Table 9: Children of Legal Working Age Indicators and Results

Indicators	Target	Actual	
IO4- Increased opportunities for safe employment of beneficiary children of legal working age (16-17)			
Number of tea companies hiring children of legal working age in acceptable work	14	12	
Percent of beneficiary children 16-17 safely employed	**60% 834/1,390**	**0%**	
E4. Number of children receiving vocational training services (MFS and VTC)	1,390	1,482 (107%)	
IO4.1 MIFOTRA and tea stakeholders agree on acceptable work under the law for children 16-17			
List of acceptable work shared with tea cooperative and companies	N/A	No	
➢ *IO4.1.2 Improved knowledge among tea cooperatives and companies of OSH and laws regarding hazardous and non-hazardous work for children 16-17*			
Number of personnel in tea companies and cooperatives demonstrating increased knowledge of OSH and HCL	200	24	
IO4.2 Improved technical, entrepreneurial, marketing and financial skills among children 16-17			
Number of beneficiary children 16-17 who demonstrate increased skills from training received	75% 1,040/1,390	60% 890/1,482 post-test	
➢ *IO4.2.1 Increased access to start-up and financial support services*			
L3 Number of children receiving employment services (start-up kits)	**950**	**0**	
Number and percent of beneficiaries 16-17 joining VSLAs	32% 440/1,390	0 No Youth VSLAs	
➢ *IO4.2.2 Increased access to skills training (MFS and TVET)*			
Number and percent of beneficiary children 16-17 receiving support to access VTCs and other technical training centers (VTC, CSS, service providers)	32% 447/1,390	61% 908/1,482	
Number and percent of beneficiary children 16-17 enrolled in MFS	100% 950/950	100% 1,021/1,021	

The project used the same community-based selection process for youth as for children in formal school, selecting beneficiaries aged 16-17 years who had dropped out of school for at least three months. In February 2015, before training implementation, target districts and sectors told REACH-T that GoR policy to create 200,000 off-farm jobs should drive the type of training offered, especially since most youth were not interested in agricultural training. WI agreed to provide vocational training to these beneficiaries in addition to the budgeted MFS training. The first MFS cohort began training in March 2015, with two four-hour training sessions per week for six months. Trainers were Ferwacothe agronomists who used a community plot for demonstration purposes, usually growing carrots, with instruction also provided in animal husbandry but without animals for training. MFS students interviewed were disparaging about the MFS program, stating that they stayed in MFS to have access afterward to the vocational

training center (VTC). Most complained they do not have access to land to grow vegetables at home, although a few have rented land from neighbors.

CSS students in Munigi

Following MFS, the first two cohorts began six months of vocational training, organized with local service providers or in VTCs when the latter were located near target villages. Each trainer was asked to provide complementary training in life skills and entrepreneurship, but per the project education specialist, that training would have benefited from standardized training materials.

MFS graduates and CSS students confirmed that the project promised them that they would receive start-up kits to enable them to set up group workshops for sewing, knitting, carpentry or welding. However, as of March 2017, no start-up kits had been furnished, handicapping youth's ability to utilize skills or generate income. From the final evaluation interviews, it appears that no more than 5% of the 1,482 youth who were trained receive any type of income from their post-training activities. Those who are earning some income are youth who live close to the training sites and were retained by their trainers to help with their workload. These youth reported small incomes from

MFS/VTC students in Nyabimata Sector

this work, with monthly revenues ranging from $5 to $15, depending on the work involved.
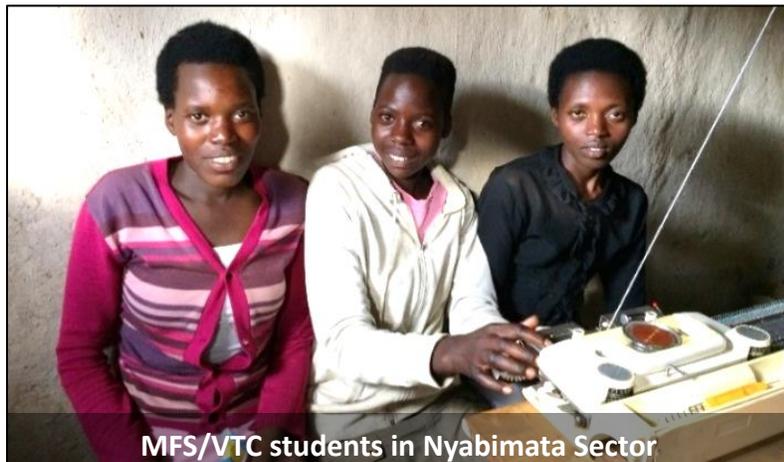
A further complication to the lack of start-up kits is the lack of planning for distribution, use and monitoring of any equipment that might be provided in the two months before final closeout on May 31, 2017. REACH-T should ensure that a written plan is established with the sector educational officer and cooperatives officer to oversee location of a suitable space for the group workshop, installation of the equipment, support to youth for a basic business plan and regular progress monitoring. Sector education officers expressed confidence that this could be organized efficiently and noted that the district business development fund (BDF) could provide assistance as well.

In terms of occupational safety and health (OSH) indicators, the project contributed to a draft of regulations on light work that was submitted to MIFOTRA in May 2016. The project also developed an OSH curriculum and training modules for the DLIs and representatives from tea factories and cooperatives. The project trained 17 tea cooperative representatives and seven tea factory representatives, along with four FERWACOTHE representatives in a five-day

training-of-trainers workshop. These trainers then trained their own members. The project also trained 28 DLIs, three members of MIFOTRA's OSH team and one representative each from MINAGRI and the labor union.

Project budgetary shortfall issues were heavily related to IO4. The initial project budget for youth MFS training was under $40 per student. When the project agreed to add vocational training, costs increased by some $180 per youth additional to cover service provision ($150/person) and estimated start-up kit costs ($30/person). The project assumed that it could cover this budget adjustment within existing funds (at total of over $250,000 if all youth had received vocational training and start-up kits). It became evident by early 2016 that this would not be possible unless additional funds were added or cohort 3 was restricted to just MFS training. This issue is discussed further in Question 6 below.

Summary of Key Factors Influencing Youth Achievements:

GoR policy to create 200,000 annual off-farm jobs. This policy directly influenced the type and cost of youth training; districts were eager to include this in their GoR performance contacts and youth were very motivated to participate in such training instead of MFS training. Communities were extremely positive about this opportunity for local youth. However, the shift in strategy does not appear to have been thoroughly reviewed for cost implications and it had the unfortunate result that start-up kits were not available in a timely fashion and additional costs prompted the project's early closeout.

CSS student trained in sewing in Rulindo

IO5: Child Labor Issues Addressed in GoR Policies and Private Sector Action Plans

IO5 concerns the project's influence on GoR and private sector knowledge of and changes to policies on child labor and engagement with stakeholders on project studies and results. REACH-T more than doubled its target outputs in terms of GoR and private sector training on child labor law and policies (4,582 GoR officials across all districts in Rwanda and 1,607 tea factory and cooperative managers and committee heads). The project contributed to four national child labor policies, advised on cooperative certification and child labor internal policies,[25] and shared project studies with stakeholders.
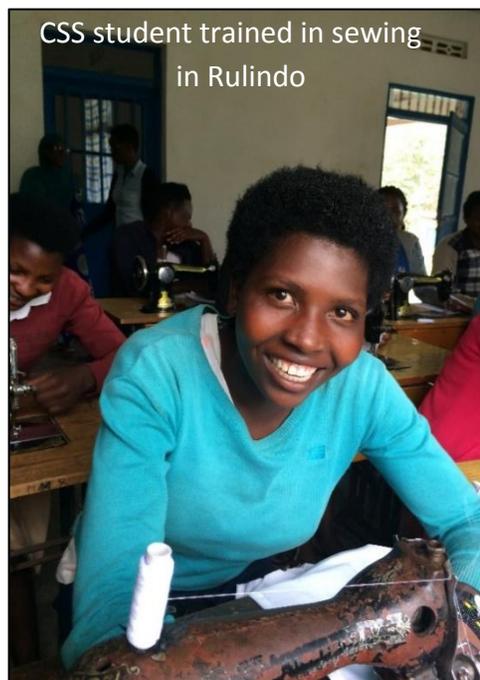
REACH-T also worked closely with district officials to integrate child labor interventions into district performance contracts.

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25 Although CMEP data indicate no contribution to internal tea cooperative child labor policies, anecdotal evidence suggests that cooperatives have adopted internal policies that are publicly posted stating child labor is prohibited, and have instituted the practice of including child labor on the agenda of all General Assembly meetings.

Table 10: GoR Policies and Private Sector Action Plan Indicators and Results

Indicators	Target	Actual
IO5 Child labor issues addressed in GoR and Private Sector Policies and Action Plans		
C1: Number of policy initiatives to which the project has contributed substantively	5	4
Number of internal policies in tea cooperatives addressing CL and/or OSH	8	0[26]
Number of cooperatives that apply for certification	11	11
IO5.1 Increased understanding of CL policies and laws by national and local authorities		
Number and percent of national and local authorities with increased knowledge of CL laws/policies	1415	4583[27]
IO5.2 Increased understanding by tea cooperatives and companies of CL laws and certification requirements		
Number and percent of tea cooperatives and company trainees able to identify key provisions of CL laws and certification requirements	950	1607[28]
IO5.3 Active engagement of REACH-T stakeholders on project studies and performance results		
Number of events organized to discuss results of project studies and performance results with GoR ministries, agencies and other stakeholders (REST, NSCCL, etc.)	7	5

Child Labor Awareness-Raising, COTHENK Cooperative

The specific policies to which the project contributed include the September 2015 draft NAEB National Tea Policy (the project stressed the need to include mention of child labor); MIFOTRA Ministerial Instructions on Prohibition of Child Labor; the MIFOTRA national-level child labor indicators (September 2016); and the NCC Child Protection Guidelines (September 2016).

In terms of certification, 17 of 19 cooperatives have now been certified, according to FERWACOTHE. The project reports that 11 applied with its support over the life of project, with nine having applied since the April 2016 reporting period: COOPTHE Shagasha (Rusizi District), UMUCYAGI (Rusizi District), COOPTHE Gisakura (Nyamasheke District), COTHEGA (Nyamasheke District), COOPTHE Mulindi (Gicumbi District), COTHEVM (Gicumbi District), COOTHEMUKI (Nyaruguru District), KATECOGRO (Karongi District), and RUTEGROC (Rutsiro District).

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26 Anecdotal evidence indicates that most of the partner cooperatives have adopted internal policies in support of combatting child labor, with project support.
27 Includes all districts in Rwanda.
28 Includes factory and cooperative management and committee heads.

The project produced the following studies, which it distributed to key stakeholders and, in the case of the baseline prevalence study and OSH study, organized validation meetings:

- Community assets (VSLA opportunities) and marketable skills (CSS);
- OSH standards and practices;
- Labor law enforcement gaps and opportunities; and
- Baseline prevalence study.

Summary of Main Factors Influencing GoR Policy and Private Sector Action Plans

- REACH-T baseline prevalence study: While this study aroused a great deal of passionate debate among project private sector stakeholders, especially regarding its process and conclusions, it also brought the issue of child labor monitoring and reporting to the forefront among concerned partners and prompted the GoR to fully document its policy, monitoring and capacity-building efforts to eliminate child labor in the tea sector.

IO6: Community Attitudes Toward Child Labor Changed

In the absence of an endline survey, evidence for increased awareness is primarily anecdotal. In the 233 evaluation interviews, **all** stakeholders and beneficiaries confirmed that a major achievement of the project is the marked change in attitude in villages and among district and sector authorities regarding child labor. Parents all confirmed increased awareness and understanding of the importance of their children's education. School authorities confirmed that increased awareness impacted dropout rates at their schools among both primary and secondary students. Stakeholders cited the visible absence of children in the tea fields and decrease in dropout rates as proof of changed attitudes due to increased awareness.

A vice mayor from one of the project's target districts stated: "The biggest impact of this project is the change of mentality within the villages based on knowledge of child labor laws. Villagers now know what is legal and what is not. This knowledge has meant that children are now in school, which also aligns with our government policy on dropouts."

As mentioned, a critical external factor that helped with awareness-raising was the strong message from President Kagame about the need to protect children in general, to remove children from child labor and to make sure that they are enrolled in school.

Table 11: Awareness-Raising Indicators and Results

Indicators	Target	Actual
IO6 Community attitudes toward child labor changed		
Number and percent of households with positive change in attitude regarding CL	80% 1,056/1,320	90% per anecdotal evidence
Number and percent of target communities (sectors) with sample of leaders, teachers and tea cooperatives with positive change in attitude regarding CL	N/A	N/A

Indicators	Target	Actual
IO6.1 Improved community-led and child-led awareness-raising activities and events in target districts		
Number of community-led or child-led awareness-raising activities or events implemented	160	61 (time factor)
➢ *IO6.1.1 Improved child labor message, based on harmonized interpretation of CL laws and regulations*		
Quality message developed (negative aspects, key laws, value of education) Y/N	Yes	Yes
IO6.2 Expanded child labor message dissemination by tea cooperatives and companies		
Number of awareness-raising events held by tea cooperatives and companies focused on CL and OSH	134	66 (time factor)

While anecdotal evidence from all interviews during the final evaluation confirmed strong achievements for IO6, REACH-T did not meet targets in terms of numbers of events led by communities and organized by tea cooperatives. The project attributes this lower-than-targeted performance to the shortened life of project implementation (two years).

During interviews with student groups (three groups of eight students each) and youth (72 teens aged 16-17 years) both groups demonstrated a clear understanding of the types of child labor, its negative effects and their rights as children.

REACH-T implemented or participated in a wide variety of awareness-raising activities, including: district-level Open Days to showcase achievements of development projects and distribute information on child labor (in 2016, nine district Open Days attracted more than 3,000 individuals, with two youth beneficiaries participating per district); ceremonies and information dissemination during World Day Against Child Labor and Day of the African Child; and parent meetings at target schools.

FERWACOTHE carried out the project's largest awareness-raising campaign in June and July 2016 when it organized successive sensitization meetings that included 42,000 tea farmers from the 19 tea cooperatives in Rwanda. FERWACOTHE used a cascade approach to awareness-raising by first sensitizing the 950 members of the tea cooperative general assemblies (50 members per cooperative), who then conducted awareness-raising sessions with their respective constituents. The sessions

focused on child labor and its impact on families, communities, and Rwanda as a country and stressed that education is the best way to break the cycle of child labor.

At the central level, the project organized eight workshops for the NSCCL, MIFOTRA staff, DLIs on child labor laws and policies, the CLMS/ALERT monitoring system and child labor indicators.

Summary of Main Factors Influencing Awareness-Raising Achievement

- Use of interactive methods and simple, audience-specific materials for community-level awareness-raising to ensure understanding of issues and means of addressing them within households, at school and in the community.

IO7: Beneficiary households referred to social protection services

While this component had a limited budget, REACH-T used those funds to provide much-appreciated support to beneficiary households for coverage for community health services (1,260 households insured from *Ubudehe* Category 2 families[29]) and to increase the knowledge of community activists by distributing lists of and contact information for available services. In addition, the project encouraged VSLA members to set aside a small portion (usually under 5%) of their weekly contributions as a social fund, with proceeds given to families experiencing hardships due to births, deaths or illness.

Table 12: Social Protection Indicators and Results

Indicators	Target	Actual
IO7 Beneficiary households receive benefits from social protection services		
Number and percent of beneficiary households receiving social protection services (including community health insurance)	30% 400/1,320	74% 1,260/1,703
IO7.1 Increased capacity of community volunteers to assist beneficiary households to access social protection services		
Number and percent of CAs with increased knowledge of relevant social protection services (test)	30% 24/80	83% 85/102
IO7.2 Improved information on types, benefits, sponsors and means of accessing social protection services		
Number and percent of CAs who receive directory of social protection services	100% 80/80	100% 102/102

Summary of Main Factors Influencing Social Protection:

- **Community health insurance contributing to beneficiary children's well-being.** Although not originally programmed, the addition of community health coverage as a social protection benefit for beneficiary households in Category 2 poverty level was cited

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29 The GOR covers community health insurance for Category 1, but many Category 2 families lack the resources for this insurance; thus they do not seek medical care when needed, resulting in high mortality rates. REACH-T is one of the few USDOL child labor projects where beneficiary children died during the period of service provision, attributed to lack of health coverage.

by interviewees as one of the most meaningful contributions to their children's wellbeing. Several participants said, "Look at us. We are healthy, thanks to the project." The value of this provision was brought home by the deaths in the first year of three beneficiary children whose parents delayed medical treatment because they had no insurance coverage.

3. Evaluation Implementation (Questions 3, 4, 5 and 6, and Use of Resources)

Evaluation Question 3: How effective were project interventions and could these interventions be replicated in other areas and contexts? Probe best practices in the use of an integrated area-based approach, CLMS, engagement of tea actors, peer support system, empowerment of community activists, district leadership and participatory approaches.

What could have been done differently to enhance results in terms of reducing child labor in tea growing areas?

Did the project make good use of available resources?

All of the interventions referenced in this question were discussed under the results section above. Table 13 summarizes effectiveness in terms of best practices and suggested modifications in implementation to improve reductions in child labor

Table 13: Effectiveness of Best Practices

Intervention	Best Practice	Suggested Changes
Integrated area-based approach (IABA)	REACH-T integrated local interventions in education, livelihoods and awareness-raising with national-level policy and regulatory reforms to combat child labor	None; core theory of change strategy, validated by CMEP data and qualitative feedback
CLMS	REACH-T designed a simple, pre-coded SMS-based alert system feeding into a CLMS database accessible to sector, district and national MIFOTRA officials	Ensure timely handoff to MIFOTRA and coordination with NSCCL for quarterly reports on incidents and resolutions
Engagement of tea actors	Efforts concentrated at tea cooperative level to ensure ongoing monitoring, awareness-raising and reporting to cooperative General Assembly members	None; interaction at cooperative level was productive; tea factories less available and receptive given strict monitoring in place in their industrial blocks
Peer support system	Positive role models for beneficiary children; support to over-extended teacher mentors who oversee 25-40 children each	None; positive contribution to beneficiary children's attendance and perseverance
Empowerment of CAs	Regular monitoring based in local reality of welfare of beneficiary children and their households, able to respond quickly and efficiently to issues that affect school attendance or child welfare	None; extremely strong contribution to project objectives
District leadership	Delegation of selection to district VM/DLI	None; best approach to equitable, transparent selection process
Participatory approaches	As above, participation built ownership	None; ownership contributes to commitment to sustainability

Use of resources. One of the general objectives of the final evaluation is to assess the efficiency of project implementation in terms of use of its human and financial resources. Based on feedback from the final evaluation, the evaluation notes the following (see Question 6 for additional details):

Financial resources. Although this evaluation did not include an examination of detailed budgets and expenditures, the fact that the project had to curtail implementation and support activities by six months (April – September 2017) in order to economize funds indicates that there were issues with financial management.

Positive factors:

- Creative cost-cutting strategies included shared offices and use of local vocational training resources;
- Fully transparent intervention planning with local authorities to maximize use of funds for beneficiary children and families; and
- Lowest-cost interventions (scholarships, savings groups) provided very high returns in terms of beneficiary motivation (scholarships) and group solidarity (savings groups).

Negative factors:

- Resource management was complicated by the addition of unprogrammed services (notably vocational training for youth, expansion of most services to 12 districts, and country-wide training for DSCCLs);
- The relatively high cost of youth interventions ($150/person for vocational training plus $30/person for start-up kits) not programmed at outset created budget issues in the last year of project that contributing to early closeout; and
- Aside from the Rwanda-based Project Director and Deputy Project Director, other local REACH-T staff and stakeholders were not informed of the risk of early closeout. The "surprise" announcement of project end in February (local staff) and March (GoR) was unexpected, unpleasant and even "shocking."

Human resources.

- The project covered 12 districts with a small central management team (five technical staff) supplemented by two small field nodes to oversee service delivery. The project designated the District Labor Inspector and the Sector Education Officer as its primary points of contact in local governments and regularly engaged them to carry out selection and monitoring of beneficiary children and youth.

Evaluation Question 4: To what extent has the project incorporated a gender perspective in its approach to reducing child labor in tea-growing areas?

The project made a significant effort to ensure a gender balance among all volunteers (teacher-mentors, community activists, teachers and peer mentors) and MFS/VTC beneficiaries, with at least 50% female volunteers and beneficiaries in all categories. Two project interventions were specifically gender-focused: VSLA members were primarily from women-headed households

and the Conditional Scholarship Support (CSS) program targeted only female school dropouts aged 16-17 years for vocational skills and leadership training, given the cultural norms that favor male leadership and reinforce school dropout among girls. Both of these interventions were very successful, with female members of VSLAs representing 81% of total membership, and the non-completion rate of the CSS program at less than 1%, compared to 4% for the combined male/female MFS cohorts. The project also provided gender-sensitive counseling through its teacher mentors, designed to encourage young girls who are often the first of their families to dropout given the lack of support for women's education.

Another REACH-T gender perspective is the project's collaboration with tea cooperatives to encourage them to model Sorwathe's initiative to create crèches (nurseries) to provide care for infants and toddlers so that mothers can work in the field and to ensure that school-age daughters who stayed home to tend these infants can attend school.

Evaluation Question 5: How did the project coordinate activities and strategies with implementing partners, stakeholders and research institutions to reduce child labor?

REACH-T's local implementing partners ADEPE, FERWACOTHE and Duterimbere and its stakeholders on the national, district and sector level all confirmed very good working relationships with project management.

Local implementing partners recognized the support that WI provided to build their capacity in performance monitoring and reporting.

REACH T's primary national partner MIFOTRA stated that collaboration with REACH-T was "excellent" and commended the project for two specific contributions: reviews of draft policies (labor law and light work especially and providing local level outreach, especially assistance to strengthen the DSCCLs and services to beneficiary children, households, schools and youth aged 16-17. MIFOTRA noted that the REACH-T baseline prevalence study design and review process should have been more participatory, notably as concerns 1) selection of the study's respondents who they felt should have been selected specifically from households engaged in tea harvesting;[30] 2) background documentation on GoR efforts to reduce child labor;[31] and 3) regular vetting of study findings and conclusions with stakeholders before the report was submitted in final draft to USDOL.[32] MIFOTRA also noted that while the private sector stakeholders in particular were displeased with the process and disagreed with certain of the conclusions, the report served to promote a renewed focus on child labor monitoring across all tea districts and a consensus among public and private sector actors to work together to

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30 The REACH-T design was based on an area-based approach, i.e. the project was to reduce child labor in tea-growing areas, which covered both tea and non-tea activities. As such, the baseline assessed both tea and non-tea activities. Local Winrock staff admitted that they did not sufficiently advocate for and explain the area-based approach to the GOR. USDOL's perspective was that the baseline survey had to include an assessment of non-tea activities, especially as the FOA called for the grantee to conduct a baseline survey on overall child labor prevalence in all tea producing regions of Rwanda.
31 Generally, USDOL-funded baseline surveys do not include such documentation, but USDOL and WI agreed to insert it in this instance when it was requested by the GoR.
32 The initial 2015 version of the baseline prevalence study was not accepted by the GoR; MIFOTRA submitted comments which USDOL considered in its final version of the report, submitted to MIFOTRA in March 2017 and currently under GoR review.

document and demonstrate the substantial improvements in child labor elimination so that Rwanda might be removed from the USDOL TVPRA list.

Local-level officials expressed appreciation for the participatory selection of beneficiaries and organization of interventions.

As mentioned under Question 3, despite strong working relationships, stakeholders at all levels (REACH-T staff, districts, sectors and tea cooperatives) were surprised by the early closeout. More than five key stakeholders described this action as "shocking," given that the project had only begun activities in early 2015 with staff and activities terminated in March 2017.

Evaluation Question 6: What factors contributed to a budget shortfall? What tracking and communication processes were in place in regards to project budget?

Per a timeline outlined by WI and reviewed by USDOL, WI project management first mentioned a budget adjustment due to programming shifts in January 2016 when WI submitted a request to USDOL to add five VTCs as project sub-awardees at a cost of $14,000. These funds were to be used to cover vocational training for target youth, a GoR policy priority, along with from savings generated from other line items. WI submitted a formal modification request on February 17, 2016 which was approved officially by the USDOL Grants Officer on April 6, 2016.

In March 2016, WI informed USDOL that its programming adjustments would require funding beyond the $14,000 projected in January. WI cited as justification the following primary cost issues: increasing key interventions to all 12 districts, expansion of the baseline scope,[33] adding vocational training to the MFS training per GoR priorities,[34] improving the quality of SSK supplies and transport incentives to volunteers, and mobilizing public and private sector representatives for the final sustainability conference.

On April 21, 2016, WI provided a draft narrative of expected adjustments, costed at $200,000-$330,000. Primary overages in this narrative included 1) direct labor and indirect costs; and 2) in-country travel to all 12 districts for monitoring and participation in district performance evaluations. WI identified the following potential savings from their budget: 1) lower costs for sub-awards and grants; 2) savings from a labor law study and CLMS training; and 3) savings from mid-term and final evaluation support costs. Using higher-end figures, the additional costs totaled $780,000, less $330,000 in savings, leaving an outstanding balance of $450,000 toward which WI proposed using its contingency funds which would lower estimated additional funding to $200,000 to $330,000. USDOL asked that WI submit an official budget modification request for these expenditures. On August 9, 2016 WI sent USDOL a document entitled "REACH-T Sustainability Strategy: Year IV," which included brief budget explanations of two possible scenarios, one costed at $1.26 million and the second at $1.38 million. A WI Explanatory Note dated September 1, 2016 laid out three scenarios: (1) use of remaining funds only; (2) cost

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33 April 2016 TPR "WI worked with DOL in July 2014 to adjust the methodology of the baseline study to interview all children in a given household, providing a more granular pictue of child labor dynamics."
34 April 20, 2016 TRP: MFS/VTC strategy "is also in line with GOR priorities to develop skills along off farm value chains as conveyed in the GoR Vision 2020 initiative and EDPRS 2. While we continue to value vocational agriculture training, we also feel it's important to build technical skills. The interim evaluation also recommends this approach; we are excited to offer these programs at the community level where they are more accessible for local youth."

increase of $1.1 million for approved activities and extending the timeline to December 2017 to implement the endline survey timed to coincide seasonally with the baseline; and (3) cost increase of $1.1 million for approved activities plus $340,000 for additional sustainability activities. WI and USDOL discussed these scenarios over the period September to November.

At a meeting on November 15, 2016, USDOL informed WI that its front office had approved WI moving forward to draft a project modification request for the cost increase, but stressed that approval was subject to grants office approval and the availability of funds. Further, any new funds could only be used for new activities designed to enhance project sustainability.

When the USG went under a continuing resolution (CR) on December 9, USDOL informed WI that the cost extension could not be approved given that USG regulations preclude grant funding under a CR. USDOL requested a budget realignment proposal that would allow the project to meet priority actions in line with its grant agreement before closeout. WI proposed two potential plans on December 23. USDOL provided guidance to Winrock on January 13, 2017, in response to which

Winrock submitted an official budget request revision on February 2, 2017 which included the actions listed in Table 13. This revision removed the endline study, and requested an early closeout date of May 31, 2017.USDOL provided comments on this revision on February 24, after consultations with its grants officer. WI submitted a revised request on March 10, to which USDOL responded on March 30. WI submitted a final revised proposal on April 10 which was approved by the USDOL grants officer on May 5.

While these budget decisions were pending in Washington, the GoR approved REACH T's 2017 work plan in January 2017. Just one month later, anticipating USDOL approval of the May 31 2017 closeout date, WI informed its local staff that their contracts would terminate early, with the first group of staff laid off in early March 2017 and the others in April and May 2017. WI also gave the GoR the required three months' notification of end of project.

In response to Question 6, poor communications, lack of detailed budget tracking and slow reactions to requests for updated budget proposals contributed to the budget shortfall and early closeout. The need for an "emergency plan" that focused on only on key priorities prior to closeout meant that critical end-of-project activities, in particular sustainability planning, handoff of the CLMS database and arrangements for procurement and delivery of start-up kits to groups of vocational training graduates, were rushed, with only the education specialist available through April and the project director, deputy director/M&E specialist, and finance officer available through May to support these activities.

WI acknowledged that it did not elevate the need for a project revision to the USDOL Grants Office in a timely fashion. WI also recognized that the April to September 2016 scenario discussions with USDOL did not include a scenario that focused on funding the 2015-2016 programming shifts from available funds, in line with burn rate experience. Preparation of such a scenario in April 2016 would have allowed the project to plan and implement needed activities and procurements (e.g. tool kits for youth enrolled in vocational training) and to provide support for sustainability over the full grant life.

Table 14: Priorities within $5,000,000 Grant Ceiling[35]

Priority Activities	Timeframe	Notes
Education: carry out remaining school improvements at nine most vulnerable schools	January 2017	Final payments to be made in January 2017.
Project objective data collection: collect final data on beneficiary education and work status	January 2017	Part of DBMS data collection efforts.
Livelihoods: facilitate exit workshop to provide handover guidance to VSLAs on sustaining gains and linking to SACCOs and MFIs	January 2017	Closeout workshop for teacher mentors, CAs and sector officials on follow-on steps for VSLAs to increase savings, use skills acquired to link to SACCOs and MFIs; and access GoR social protection systems to grow operations.
DBMS: support DBMS maintenance and upkeep	January 2017 – March 2017	Following DOL's guidance, collect final out-take data for child and household beneficiaries
CLMS/ALERT refresher/ handover trainings to NSCCL, DSCCL, DLIs, district government officials, CAs and other stakeholders.	January 2017 – May 2017	Refresher trainings on use of reported data through District-level analysis; planning for community volunteer incentives with increasing support from GoR.
NSCCL/DSCCL: capacity-building meetings for NSCCL and district stakeholders to promote National Action Plan implementation	January 2017 – May 2017	Integrate in January-May CLMS trainings/ meetings using National Action Plan as reference with updates on GoR progress
Sustainability: organize sustainability workshop; discussion baseline data usage	March 29, 2017	Final plan for GoR support for sustainability
Youth: provide start-up kits (MFS and CSS graduates completing skill training courses)	March-April 2017	Start-up kits in lieu of MFS graduation tool kits provided to organized, trained MFS and CSS graduates to enable them to make productive use of their skills
CMEP Analysis Report	May 2017	Report to explain changes that took place as a result of the project and whether they correspond to the ToC and underlying assumptions, per DOL guidance
Off-farm jobs for youth: coordinate with private sector stakeholders to identify such opportunities for working age youth	March 2017	Since project will not provide off-farm skills training to 521 MFS graduates, it will advocate that youth receive scholarships or other material support from private sector or INGOs
Best practices report	May 2017	Part of the end-of-project CMEP Analysis Report
Final project evaluation	March 2017	Payment for transport and stakeholder meeting

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35 October 2016 TPR: "WI presented two scenarios: the first would retain the endline survey and the second would remove the survey, but add a range of capacity-building interventions." The proposal in Table 13 "follows the second scenario, while adding an end-of-project CMEP analysis report in lieu of an endline, as suggested by USDOL given the context related to the timing and use of the baseline study … and adjusts the proposed end date to May 31, 2017 … to allow sufficient time to complete M&E activities, for sustainability-related technical assistance with the GoR on the CLMS handover, other project interventions, and to provide final consultations and support to the Child Labor Steering Committee at the national level to closeout the project in the most collaborative way possible."

4. Sustainability (Questions 7 and 8)

Evaluation Question 7: How well did the project's various interventions align with district priorities?

The project's interventions aligned directly with district priorities. REACH-T worked closely with the vice mayor and DLI in each district to review and agree on target sectors, beneficiary selection criteria, and types and numbers of beneficiaries in each sector. Districts expressed full satisfaction with their collaboration with REACH-T and its desire to adjust project activities to meet district priorities and preferences.

Evaluation Question 8: Which, if any, of the project interventions and results are likely to be sustained after project end? By whom and how?

The final evaluation assessment of project sustainability is based on feedback from evaluation interviews and from the final evaluation stakeholder meeting during which small groups identified the actions they considered priority to sustain REACH-T results (see Annex G for summaries of priorities identified by the four provincial teams and the national team). Table 14 ranks the priorities from the stakeholder meeting, based on how many teams listed each priority. All groups gave high priority to VSLA support, awareness-raising, youth, formal educations, and CLMS/DSSCL. One team recommended ongoing coordination with tea cooperatives.

Table 15: Sustainability Priorities per Final Evaluation Stakeholder Meeting

Priority (Rank-Ordered)	Mechanism to Carry Out	Resources Required
Community awareness-raising	Community events	Sector support
VSLA	Mother trainers provide financial management training IGA Training/Funding VSLA registration on cell level VSLAs linked to MFIs VSLAs prioritize school supplies	Incentives for mother trainers Sector/cell support
Children's education	Teacher mentors monitor Peer mentors support School supply kits continue Connection to other projects for support Parents' meetings organized	Incentives for teacher mentors Support from sector Support from other projects
Youth safe work	Start-up kits provided Youth linked to BDF Youth financial literacy Youth linked to MFIs Sector Cooperative Officer supports youth Youth employers engaged	Sector support for BDF/MFI linkages-cooperatives officer
CLMS	CLMS operationalized with coding DSCCLs active Sector level SCCL Sanctions imposed for infractions	Handoff and training Performance related to reporting and resolution
Tea Cooperatives	Awareness-raising continues	General Assemblies

The above feedback, combined with an analysis of results to date and final evaluation interviewee feedback, informed the following assessment of the potential for long-term sustainability.

Local Level. The project components that appear to offer the most potential for longer-term sustainability are:

High Probability:

- **Livelihoods/Savings.** VSLA groups express commitment to continue ongoing savings activities with the support of Mother Trainers but requested support from sector officials to explore mechanisms to link them to SACCOs to enable them to leverage larger loans.
- **Education**. Children are motivated to remain in school and parents indicate that they will find ways of paying for school supplies. Schools will need to consider how teacher mentors might continue to be involved, perhaps with small incentives. PTCs indicate they will continue to maintain safe and healthy environments and involve parents in in-kind contributions.

Probable but Dependent on Sector and Village Leadership

- **Child labor monitoring.** The CLMS/ALERT system has been handed off to MIFOTRA but will require focused attention from the ministry, DLIs and sector officials to make sure it is used and that data informs actions and reporting. MIFOTRA has agreed to work with NCC to train its IZU (Friends of the Family) monitors, to report and assist in follow-up.
- **Awareness-raising.** Village- and school-sponsored meetings and events, including World Day against Child Labor and Day of the African Child should continue. Sectors should allocate a small budget for these two events.
- **Private Sector Engagement in Child Labor.** Tea Cooperatives in Rwanda are now active players in the fight against child labor. Each cooperative General Assembly meeting addresses child labor, with sanctions imposed on families who bring children to the fields (fines or refusal to buy their tea). Although REST was not sustained, the DSCCLs serve as the focus for public/private district-wide discussions on progress toward eliminating child labor in the tea sector.

Unlikely without start-up kits and Sector supervision

- **Youth safe employment opportunities.** Without provision of start-up kits for youths trained by the project, and a coordinated support system on the Sector level to assist them in finding space and setting up collective workshops, it is unlikely that any sustained benefit will be derived from project vocational training.

National-level: the project has served to strengthen the policy analysis capacity of both MIFOTRA (labor law and light work) and NAEB (national tea policy including mention of child labor). The project also contributed to the knowledge base and national-level public and private sector dialogue on prevalence of child labor in Rwanda and to a process for ongoing documentation of GoR's substantial efforts to eliminate child labor on tea plantations throughout the country.

5. Monitoring and Evaluation (Questions 9 and 10):

Evaluation Question 9: Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?

The efficiency of the project monitoring and reporting systems is a function of its performance measures and of the data collection and analysis process. In reviewing the REACH-T CMEP, the M&E plan appears heavy in terms of the numbers of indicators (60 total from the original 67- seven were eliminated following a CMEP review in December 2015, after the interim evaluation, and eight others were adjusted to better align with project activities, notably for IO3 where livelihoods activities were limited to VSLAs). See Appendix A, which identifies indicators dropped in <mark style="background-color: yellow">yellow</mark> and those modified in <mark style="background-color: green">green</mark>.

The relative balance across the results framework in terms of indicators per objective[36] is heavily skewed toward livelihoods (12 indicators of current 60 or 20%- prior to revisions there were 16 of 67 or 24%) for a component whose activities were limited to creation of VSLAs. Of the total 60 indicators, 24 measure outputs and 36 measure outcomes, which represents a good balance, but many of the outcome measures were difficult to achieve given the duration of the project (e.g. IO3 increased production, IO4 youth employment) or could not be measured due to the lack of an endline study (POC and POH for prevalence measures; IO6 for changes in attitudes). The IO2 Education indicators are those that most closely align with project activities. Indicators related to IO1- labor law enforcement were ambitious given the scope of the project (e.g. child labor abuses investigated by authorities, role of REST in terms of joint resolutions, system data used for reporting by DLIs), as were IO3 measures as described above.

At the recommendation of the interim evaluation, an indicator review was conducted in December 2015 which recommended eliminating IO3 indicators especially those that were overly ambitious for the VSLA activities. The same applied to a lesser degree to IO4, youth safe employment.

There is no evidence that CMEP M&E data were used for project management, other than to track outputs. Discrepancies between targets and actuals were not provided by the project until questions were raised by USDOL in their comments on the TPR data tables.

Suggested improvements include:

- Limit the number of outcome measures per IO to no more than three which track the most significant expected results (i.e. 21 vs. the 36 in the revised CMEP).
- Adjust indicators annually over project life to reflect strategy changes.
- Simplify monitoring forms to facilitate data collection and analysis.
- Require interim evaluations to analyze the validity of CMEP indicators and recommendations on how to use data to strengthen project management.

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36 Indicator count by objective: IO1 CLMS/REST- 8; IO2 Education- 10; IO3 Livelihoods 12; IO4 Youth- 10; IO5 Policy and Private Sector Action Plans- 5; IO6 Awareness- 5; IO7 Social Protection- 3.

- Since the CMEP is intended to serve as a project management tool, include in each TPR a short analysis of CMEP indicator data, beyond simply reporting numbers in the project performance spreadsheet.

The project also lost time in trying to design a tablet-based monitoring system that could be used for 67 indicators with data uploaded from remote villages in Rwanda. The consultant hired to design the system finally abandoned the project and REACH-T reverted to a paper-based system using an Access spreadsheet, with the attendant delays in transmission of data and issues of accuracy of transcription. The system required significant manual intervention, making data analysis and report generation time-consuming. The system also required data storage for thousands of pieces of paper and involved ongoing (yet today) data cleaning due to data gaps, lost documents, and misunderstanding of questions.

In terms of human resources for monitoring, paper-based data collection for 6000 beneficiaries and 40 schools across 38 sectors is challenging.[37] When project activities finally began in January 2015, REACH-T staff were fully focused on service delivery. To catch up on data collection before the April 2015 TPR, M&E personnel at the two nodes and from the three implementing partners had to use a lengthy (11 pages) intake form to categorize children and youth in terms of CL, HCL or CAHR for all service recipients enrolled since the beginning of the project. Data was cleaned as thoroughly as possible, given the time constraints. For each reporting period, a team of five temporary staff entered data over a 20-day period. The project M&E team would monitor local volunteers during each reporting period to check for obvious outliers in data reported. Suggestions to improve accurate data collection include:

- Structured training and retraining for M&E and other data collectors and one-on-one meetings with M&E officers of partners to discuss data collection procedures and to ensure understanding of indicator definitions and how data will be analyzed.
- On-the-job training and observation during the first two data collection periods to ensure that volunteers understand the questions on the tracking forms and M&E assistants know what to check for when validating forms before they are sent to Kigali.

Evaluation Question 10: Were the recommendations from the midterm evaluation integrated into the project's strategy after the evaluation? If so, how did these adjustments contribute to achieving project outcomes? If not, why did the project choose not to implement the recommendations?

The project's October 2016 TPR Annex E responded in detail to the midterm evaluation recommendations (see Annex B), indicating how the project has integrated the recommendations into its strategy. At that time, of the 12 midterm evaluation recommendations specific to project implementation, the project considered all and acted on seven, with three others reviewed for possible implementation. Two recommendations were not retained; one because it was outside the scope of the project (school feeding) and the other because the cost and time extension requested by the project was not approved by USDOL.

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37 Mobile data collection also requires a rigorous system and well-designed infrastructure and training. Tablet-based data collection for large numbers of beneficiaries is especially difficult in rural areas where data collectors are unfamiliar with this technology and there are issues with connectivity, technical support and an adequate supply of tablets for efficient data collection in the prescribed data collection window.

Table 16 provides a summary of project responses to the midterm evaluation recommendations.

Table 16: Selected Responses to Midterm Evaluation Recommendations

Recommendation	Action
1- Revise budget per changed environment and beneficiary needs	In process
2- Adjust project targets per current implementation context	Done; December 2015, 7 indicators removed; 8 reworded
3- Request extension until end of school year 2017	None; rejected by USDOL
4- Improve SSK package	Done; supplier changed
5- Provide access to school feeding for secondary school students	None; not in project budget
6- Provide sanitary pads to girls in secondary school	Done
7- Provide toolkits to students completing vocational training	In process
8- Review CLMS/ALERT transition strategy	In process
9- Train VSLA members to calculate payout amounts + IGA training	Done; refresher course on IGA SPM for mother trainers
10- Improve direct monitoring of child beneficiary work outside school	Done; refresher courses for mentors and CAs; CAs transport allowance to monitor
11- Raise awareness among teachers on corporal punishment	Done; PTCs trained to raise awareness among headmasters
12- Seek stronger cooperation with other projects and programs	Done; ALERT referrals improved, CAs received social protection directory, JADC contacted

IV. LESSONS LEARNED AND GOOD PRACTICES

A. Lessons Learned

The following lessons were gleaned from a review of project TPRs, field interviews and discussions with project core and field staff from REACH-T and its implementing partners.

- A two-year timeframe is insufficient for outcomes anticipated; four years should be the minimum.
- Integrated interventions are required to tackle the root causes of CL (education, livelihoods and awareness at a minimum).
- The project needs to consult with stakeholders on the design of any baseline/prevalence study and regularly consult with them as the study advances and before finalization.
- Early adaptation of the project strategy, in line with the changing environment, is critical to adapt and adequately cost (MFS, MFS+ not aligned with sector priorities or beneficiary interests).
- Start VSLA at the same time as the education interventions to ensure that households are beginning as early as possible to consider IGAs/VSLAs to cover education costs

when the project ends. REACH-T was at least six to nine months behind in its VSLA training vis-à-vis SSK provision.

- Ensure a standardized and well-structured entrepreneurship component for youth training. In REACH-T, each provider took his or her own approach, several of which were of poor quality.
- Review predecessor project conclusions when designing interventions. The REACH project concluded that all youth wanted vocational training and that they should be given the option of choosing between MFS and vocational training.
- Project planning must align to the school calendar, January/December.
- Sector-level sustainability plans should have been developed from the outset.
- All savings groups members would have benefited from small livelihoods start-up kits and/or training, as in other CL projects (e.g., Cambodia).
- Budgets for critical components must be substantial enough to make a difference (livelihoods, youth).
- A paper-based monitoring system needs to be carefully designed to be practical and must ensure that data collectors are carefully trained and retrained, with systematic spot checks.

B. Good Practices

The project developed and implemented many good practices to positive effect over the life of the project. They include:

- Integrated interventions: multiple, coordinated interventions delivered as a package to tackle root causes of child labor (education, savings and loans and awareness-raising services).
- Ongoing, regular local monitoring by volunteers (CAs and teacher mentors) to ensure prompt action when needed and build a foundation for sustainability.
- Close collaboration with district/sector/village leadership in beneficiary selection; this built trust based on full transparency concerning selection criteria and cost of services.
- Large-scale awareness-raising with message adapted to the local audience; this maintained audience attention and enabled them to connect to their reality.
- School supplies to gain ready entry to communities and to motivate children.
- VSLA cycle payouts to build confidence in the savings system.
- Local private vocational training providers (cost savings): Identifying local resources meant increased proximity, cost savings and capacity building for potential future training.
- Payment of medical insurance to improve health status of beneficiaries: This is the only child labor project where beneficiary children have died during service provision.
- Streamlined design of Alert/CLMS system and pre-coding of child labor categories.
- The VSLA social fund component supports the most vulnerable during emergencies.
- Certain youth have taken the initiative to rent land or sewing machines to generate income, pending receipt of the start-up kits promised by the project.
- Working with tea cooperatives to raise awareness of their role in addressing child labor and to ensure that each General Assembly discusses progress in combatting child labor.

V. CONCLUSIONS

Overall performance: Given the highly sensitive tea sector environment in Rwanda and the number of children working in the tea cooperative plantations prior to project start, the REACH-T project was timely and responded to a critical need. From direct observation and by all accounts (tea factories, tea cooperatives, local authorities), the reduction in child labor in the 12 target districts over project life has been observable and significant. This reduction has been strengthened by a confluence of three factors: first, GoR policies and presidential pronouncements that focus on reducing school dropouts and removing children from child labor ; second, a major focus by both tea factories and cooperatives on removing children from tea fields within the tea sector; and third, the project's activities and awareness-raising within schools, villages, and local and national authorities to increase understanding of the negative effects of child labor and the advantages of education.

In terms of **outputs**, the project reached or exceeded all but one of its targets. In terms of **outcomes**, the project was handicapped by its two-year period of performance and its inability to ensure timely delivery of start-up kits for the youth participating in vocational training. Qualitative feedback and CMEP data validate that the project did build a high level of awareness on multiple levels — national, district, sector, village and household — which contributed to a substantial reduction in the dropout rate in target schools. The VSLA component would have benefitted from more substantial livelihoods support, especially for desperately poor families, but progress has been made nonetheless toward increasing a culture of savings among beneficiary households.

VI. RECOMMENDATIONS

A. Priority Recommendations Prior to Project End

1. REACH-T should develop a detailed sustainability plan with MIFOTRA, building on sector plans for monitoring, remediation, and importantly, youth business development.

2. To more thoroughly assess project impact on children in child labor, the M&E specialist should conduct a comparative analysis of child beneficiary data at intake and at project close to determine changes in types of labor, age and sex of child laborers, by location.

B. Recommendations for Future Child Labor Programming

3. Given the relatively high cost in human and financial resources to achieve youth targets, USDOL should carefully consider the value of this component in achieving overall child labor reduction objectives.

4. Grantees should carefully consider the youth component design to ensure it conforms to host government policy and local stakeholder expectations. If changes in local environments dictate new implementation strategies, the grantee should request

reprogramming authorization from USDOL, along with related cost adjustments, as early as possible in the first year of project implementation.

5. The project should confer with MIFOTRA and NCC to confirm a plan for sustaining local use of ALERT and school-based monitoring systems, including awareness-raising for monitors and local authorities about the value, in terms of accuracy and systematic follow-up, of reporting child labor via ALERT SMS vs. direct phones call to local officials.

6. USDOL should award five-year funding for future projects to allow sufficient time for direct service delivery once key M&E activities are completed (CMEP, baseline study and DBMS/M&E system tested and debugged), given that these activities often consume one year of project life.

7. Given the critical importance of livelihoods to combat child labor among vulnerable families, project design should include more than just a VSLA component. While the VSLA is a low-cost but highly effective mechanism for generating village-level savings and providing short-term loans at low interest rates, complementing that economic strengthening activity with an alternative income-generation activity helps very poor families gain some minimal income to offset school costs once the project has closed.

8. The DBMS system and the monitoring forms that feed into it should be reviewed in Year 2 to enable early correction of potential problems, before the interim evaluation, which typically take places in the middle of Year 3. This review would serve as a formative assessment that would benefit the project in terms of adjustments to the DBMS design and data collection process at that early stage.

9. All interim evaluations should assess indicator validity and utility for project management so that midterm corrections might be made.

10. CMEP design should limit the number of outcome measures per IO to no more than three which track the most significant expected results, allow for adjusting indicators over project life to reflect strategy changes, and ensure simplified monitoring forms to facilitate data collection and analysis

11. To strengthen CMEP as a project management tool, the TPR should require a short analysis of the CMEP outcome indicator data vs. simply reporting numbers.

ANNEX A: CMEP Performance Indicators

CL= Children engaged in child labor; WFCL= Worst forms of child labor; CAHR= Children at high risk of entering child labor

Objective	Indicators		Results vs. October 2015 targets	Results vs. end of project targets
Project Objective: Incidence of Child Labor in Target Districts Reduced	POC.1 #/% of children in child labor	Target	900	1195
		Actual	1338	
	POC.2 #/% of children in hazardous child labor	Target	500	800
		Actual	0	
	POC.3 # (%) of children at high risk (CAHR) of child labor	Target	2415	2895
		Actual	1819	
	POH.1 #/% of households with children in child labor	Target	490	490
		Actual	0	
	POH.2 #/% of households with children in hazardous child labor	Target	800	800
		Actual	0	
	POH.4 #/% of households with all children of compulsory school age in school	Target	1000	1320
		Actual	1903	790
IO 1.1 Improved institutional coordination between private sector and government stakeholders for CL law enforcement (REST)	# reported child labor cases investigated by police of DLI	Target	N/A	N/A
		Actual	3	3
	# of government agencies and tea companies/cooperatives actively participating in REST meetings	Target	40	40
		Actual	12	31
	# of joint actions/resolutions on child labor taken by REST	Target	14	25
		Actual	0	4
IO 1.2 Increased understanding of CL enforcement roles and responsibilities among stakeholders	#/% of policy recommendations presented to MIFOTRA and other concerned ministries	Target	4	7
		Actual	1	7
IO 1.3 Improved follow up on child labor abuses	#/% of reported child labor cases referred to social protection services	Target	60%	70%
		Actual	20%	74%
IO 1.3.1 Improved CL monitoring systems	#of CAs reporting CL cases using ALERT	Target	32	102
		Actual	43	102

Objective	Indicators	Results vs. October 2015 targets		Results vs. end of project targets
	#/% of DLIs and sector-level education and social affairs officers using ALERT/CLMS system data for reporting	Target	2	30
		Actual	12	125
IO 1.3.2 Increased DLI/ CA knowledge of monitoring systems	#/% of DLIs, SEO, ASSOC and CAs, demonstrate correct understanding of ALERT/CLMS	Target	631	631
		Actual	100	149
IO 2 Increased school attendance among children 5-17 years of age in target districts	#/% of target children attending formal and catch-up school 75% of the time	Target	2700	2700
		Actual	2208	2589
	E-1 # of children receiving educational services (4090)	Target	3315	4090
		Actual	3157	5182
	E-2 # of children receiving formal education services (target: 2250)	Target	2250	2700
		Actual	2250	2700
	E-3 # of children receiving non-formal education (catch-up)	Target	450	N/A
		Actual	0	N/A
IO 2.1 Reduced economic obstacles to school attendance	#/% of children who receive school kits	Target	2250	2700
		Actual	2250	2700
IO 2.2 Improved safety and Health of learning environment	#/% of target schools meeting basic minimum required health and safety standards (GoR/UNICEF standards)	Target	20	40
		Actual	28	39
	#/% of target schools whose school improvement activities (grants) are completed	Target	2	9
		Actual	0	9
IO 2.3 Increased community support for education	#/% of communities in which PTAs hold regular meetings	Target	40	40
		Actual	32	40
	% of target schools where parents make in kind contributions to the school	Target	50%	40
		Actual	0	40
IO2.3.1 Increased beneficiary households' commitment to children's education	#/% of beneficiary HH with plans (including verbal plans) to cover children's educational expenses after project support ends	Target	100% 1320/1320	26% 434/1703
IO 2.3.2 Increased tea sector financial and in-kind contributions to crèches and ECD	#/% of companies or cooperatives donating in-kind (space) and/or financial support for ECD and crèches	Target	Data not yet available	2
		Actual	Data not yet available	2

Objective	Indicators		Results vs. October 2015 targets	Results vs. end of project targets
IO 3 Increased incomes in beneficiary HH	#/% beneficiary households with an increase in assets	Target	100%	100%
		Actual	Data not yet available	99%
	#/% beneficiary households with improved food security	Target	100	78%
		Actual	419	1703
	L1- # of households receiving livelihood services (target 1320)	Target	1320	1320
		Actual	Data not yet available	1335
	L2- # of adults provided with employment services	Target	105	105
		Actual	0	0
	L4- # of individuals provided with economic strengthening services	Target	1215	1958
		Actual	419	N/A
	L5- # of individuals provided with services other than employment and economic strengthening	Target	440	N/A
		Actual	0	N/A
IO 3.1 Improved yields in tea	#/% beneficiary HH with increase in kilos produced per hectare	Target	250	N/A
		Actual	Data not yet available	N/A
IO 3.1.1 Improved use of modern agricultural techniques on tea farms (MFS+/women)	#/% beneficiary HH (thé villageois) who correctly and consistently (amount and frequency) apply fertilizer (sample)	Target	250	N/A
		Actual	Data not yet available	N/A
IO 3.2 Improved access to markets for HH engaged in IGA	# beneficiary HH selling IGA products in new markets	Target	250	N/A
		Actual	0	N/A
IO 3.2.1 Increased production of IGA goods/services	#/% beneficiary HH reporting increases in production	Target	250	N/A
		Actual	Data not yet available	Data not yet available
IO 3.2.2 Improved skills in tea/IGA production, entrepreneurship and IGA marketing	% beneficiary HH capable of calculating basic accounting entries. (capital, expenses, income, loss, profit and savings	Target	250	100%
		Actual	0	60%
	#/% beneficiary HH who have solicited advice from agricultural extension officers on crop production and/or animal husbandry.	Target	250	100%
		Actual	0	21%

Objective	Indicators	Results vs. October 2015 targets		Results vs. end of project targets
IO 3.3 Increased HH savings	#/% beneficiary HH with increase in value of assets (**note: duplicates IO3)**	Target	20%	100%
		Actual	2%	99%
IO 3.3.1 Increased participation in VSLs and SACCOs	#/% beneficiaries who join VSLs	Target	244	1215
		Actual	419	1958
	#/% of VSLs linked to SACCOs	Target	8	N/A
		Actual	0	N/A
IO 3.3.2 Improved financial literacy skills	#/% beneficiaries using basic accounting- (**note: duplicates IO3.2.2)**	Target	80	100%
		Actual	120	15%
IO 4 Increased Opportunities For Safe Employment Of Beneficiary Children Of Legal Working Age (1617)	# tea companies hiring children of legal working age in acceptable work	Target	4	14
		Actual	0	12
	#/% beneficiary children (16-17) safely employed (self-employed, small enterprise, tea companies)	Target	20%	60%
		Actual	0	0%
	E4- Number of children receiving vocational training services (MFS and VTC)	Target	615	N/A
		Actual	907	N/A
IO 4.1 Reduced disincentives For Tea Cooperatives and Companies To Hire Children 16-17 in acceptable work	# safe gear kits supplied to tea companies and cooperatives	Target	175	N/A
		Actual	0	N/A
IO 4.1.1 MIFOTRA and tea stakeholders agree on acceptable work under the law for children 16-17 in or around tea production	List of acceptable work shared with Tea cooperatives and companies	Target	N/A	N/A
		Actual	0	No
IO 4.1.2 Improved knowledge among tea cooperatives and companies of OSH and laws regarding hazardous and nonhazardous work for children 16-17	# of personnel at tea companies and cooperatives with increased knowledge of OSH and hazardous work	Target	100	200
		Actual	0	24
IO 4.2 Improved technical, entrepreneurial, marketing and financial skills among children 16-17	% of beneficiary children 16-17 who demonstrate increased skills from training received	Target	75%	75%
		Actual	0	60%
IO 4.2.1 Increased access to startup and financial support services	L3 #/% beneficiaries receiving start- up kits	Target	475	N/A
		Actual	0	N/A
	#/% Beneficiaries joining VSL	Target	440	0
		Actual	419	0

Objective	Indicators	Results vs. October 2015 targets		Results vs. end of project targets
IO 4.2.2 Increased access to skills training (MFS and TVET)	#/% beneficiary children 16-17 receiving support to access VTC and other technical training centers	Target	440	447
		Actual	455	908
	#/% beneficiary children 16-17 enrolled in MFS	Target	475	950
		Actual	452	1021
	MFS curriculum validated by WDA	Target	1	N/A
		Actual	0	N/A
IO 5 Child labor issues addressed in GoR and Private Sector Policies and Actions Plans	C1- # of policy initiatives to which the project has contributed substantively	Target	3	5
		Actual	1	4
	#/% of tea cooperatives with internal policies addressing child labor and/or OSH	Target	3	8
		Actual	0	0
	# of cooperatives that apply for certification	Target	3	11
		Actual	4	11
IO 5.1 Increased understanding of CL policies and laws by local authorities	#/% of national and local authorities with increased knowledge of national child labor laws/policies	Target	566	1415
		Actual	865	4583
IO 5.2 Increased understanding by tea cooperatives and companies of child labor laws, OSH and certification requirements	#/% of tea cooperative and company trainees able to identify key provisions of CL laws, OSH and certification requirements	Target	950	950
		Actual	893	1607
IO 5.3 Active engagement of REACH T stakeholders on project studies and performance results	# of events organized to discuss results of project studies and performance results with government ministries, agencies and other stakeholders (REST, National Steering Committee or other)	Target	4	7
		Actual	1	5
IO 6 Community attitudes toward child labor changed	#/% of HH with positive change in attitude regarding CL	Target	70%	80%
		Actual	Data not yet available	90%
	#/% of target communities (sectors) with sample of leaders, teachers and tea cooperatives with positive change in attitudes regarding CL	Target	70%	N/A
		Actual	Data not yet available	N/A
IO 6.1 Improved community-led and child-led awareness-raising activities and events (SCREAM, community meetings)	# of community-led or child-led awareness-raising activities or events implemented	Target	40	160
		Actual	61	61
IO 6.1.1 Improved Child Labor Message, based on a harmonized interpretation of CL laws and regulations	Quality message developed (Y/N) – quality defined as covering negative effects of CL; key laws and policies addressing CL; attributes of education and intervention strategies to reduce CL	Target	1	Yes
		Actual	0	Yes

Objective	Indicators	Results vs. October 2015 targets		Results vs. end of project targets
IO 6.2 Expanded child labor message dissemination by tea cooperatives and companies	# of awareness-raising events held by tea cooperatives and companies focused on child labor and OSH	Target	58	134
		Actual	27	66
IO 7 Beneficiary HHs receive benefits from social protection services	#/% of beneficiary households receiving social protection services (e.g. health insurance, One Cow Per Family)	Target	40%	30%
		Actual	20%	74%
IO 7.1 Increased capacity of community volunteers to assist beneficiary HH to access SP services	#/% of CAs with increased knowledge of relevant social protection services	Target	40%	30%
		Actual	20%	83%
IO 7.2 Improved information on types, benefits, sponsors, and means of accessing social protection services	#/% CAs receiving a directory of social protection services and means of accessing services	Target	81	100%
		Actual	0	100%

ANNEX B: Responses to Interim Evaluation

Green- acted on   Grey- action proposed or in process   Yellow- not accepted

No	Evaluation Date	Recommendation	Addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
1	Midterm Evaluation, November 2015	Re-equilibrate the budget in view of a changing implementation environment and identified needs of project beneficiaries.	WI	During the reporting period, WI discussed the prospect of a budget revision with DOL. At the time of writing, various revision scenarios are under discussion
2	Midterm Evaluation, November 2015	Review project targets and determine which planned activities are feasible in the current implementation context	WI	In December 2015, WI M&E Officer traveled to Rwanda to meet with WI and partner staff, review the project's CMEP and discuss the possibility of adjusting certain indicators. In July 2016, REACH-T proposed to DOL specific indicator adjustments which DOL approved in October 2016.
3	Midterm Evaluation, November 2015	Explore possibilities for an extension to provide project support until the end of a third school year (i.e. to the end of 2017).	WI	As discussed with DOL, the project determined that a cost add-on will be necessary to meet project deliverables. A time extension would also be preferred to preserve the integrity of the endline survey.
4	Midterm Evaluation, November 2015	Assess the possibility to improve the "package," especially in view of reports of shoes and bags that have already broken.	WI/ ADEPE	ADEPE changed the supplier and provided better quality materials. During PTC meetings, parents were encouraged to refrain from using children's bags for domestic businesses and preserve them for carrying school materials.
5	Midterm Evaluation, November 2015	Consider offering needed access to the school feeding program for beneficiaries in secondary school or training PTAs in school gardens or other sustainable methods to provide lunch for secondary school children.	WI	WI has determined that the project will not be able to provide this support due to budget limitations, as this is not a project deliverable.
6	Midterm Evaluation, November 2015	Consider the possibility to offering needs-based equipment, e.g. sanitary pads for girls in secondary school.	WI/ ADEPE	The contents of the school success kits were updated to include sanitary pads for girls.
7	Midterm Evaluation, November 2015	Consider strategies for providing toolkits to those having completed vocational training as a part of the MFS or the CSS, e.g. sewing machines, hairdressing supplies, carpentry tools, etc.	WI/ Duterimbere	The project has identified the types of materials that would be included in these start-up kits and obtained cost estimates for the kits. The project is requesting DOL approval to purchase the kit materials.

No	Evaluation Date	Recommendation	Addressed to	Follow-up action(s) taken or to be taken by project based on recommendations
8	Midterm Evaluation, November 2015	Review the transition strategy of the CLMS and ALERT, and consider how these tools could help central and local authorities, and community activists, to better monitor the child labor situation in Rwanda in the future. Especially the mobility of both the local activists and of those following up on the reporting should be considered.	WI	This is part of the handover process that has started. During the reporting period, the project organized and conducted workshop for NCC, DGIE, LODA and MIFOTRA staff on the ALERT/CLMS to discuss the best approaches for handover. The workshop participants provided recommendations on fine-tuning the CLMS and training the remaining DLIs (from non-REACH-T districts). They also recommended that the project document the cost requirements for running the CLMS/ALERT.
9	Midterm Evaluation, November 2015	Provide training to the VSL members on how to calculate each member's "due" after a completed cycle of savings. Also, enhance their training in income-generating activities.	WI/ Duterimbere	REACH-T has addressed and strengthened this area. During the previous reporting period, REACH-T conducted a refresher course on Selection, Planning and Management of Income-Generating Activities (SPM of IGAs) for mother trainers, who will pass along this information to the VSLAs.
10	Midterm Evaluation, November 2015	Review the direct monitoring of beneficiaries, especially assessing whether it is possible to better follow up on the work beneficiaries are doing outside school hours (including during holidays), to ensure that they are not involved in exploitive child labor.	WI	WI has addressed this issue. There were refresher courses for mentors and CAs on monitoring children outside school hours. Local authorities participated in the refresher courses as well to promote their ownership in preventing and monitoring child labor. CAs were given transport fees to monitor children outside school hours and to complete follow-up forms. Legally aged youth are allowed to work but they and their employers need to know what the necessary conditions are for such work. The OSH materials that have been rolled out by the project will help with this aspect.
11	Midterm Evaluation, November 2015	Provide awareness-raising for teachers in disciplining methods to reduce incidence of corporal punishment.	WI	WI has addressed this issue, through training of PTCs to sensitize parents and teachers, especially headmasters who are accountable for monitoring classroom behavior.
12	Midterm Evaluation, November 2015	Seek stronger cooperation with other projects and programs, especially those offering social protection services that project stakeholders can benefit from.	WI	WI has started addressing this issue by strengthening referral systems for services through the ALERT system. All CAs were given an inventory of social protection services existing in their areas to facilitate referral. Through the JADF, REACH-T will explore more synergy, especially with respect to school programs and gardens.

Terms of Reference
Independent Final Evaluation

REACH-T PROJECT

Rwanda Education Alternative for Children in Tea Growing Areas

Date: 24 February 2017
Cooperative Agreement Number: IL-23979-13-75-K
Organization: WI International
Dates of Project Implementation: 12/23/2013-03/31/2017
Total Project Funds: $5,000,000

Acronyms

ADEPE	Action Pour le Développement du Peuple
ALERT	Accountability for Labor Law Enforcement Referrals and Tracking System
CA	Community Activist
CAHR	Children at high risk of child labor
CL	Child Labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CPC	Child Protection Committee
CSS	Conditional Scholarship Support
DLI	District Labor Inspectors
ECD	Early Childhood Development
FERWACOTHE	Fédération Rwandaise des Coopératives de Théiculteurs
FRw	Rwandan Franc
GoR	Government of Rwanda
HCL	Hazardous Child Labor
HH	Household
IGA	Income Generating Activity
ILAB	USDOL Bureau of International Labor Affairs
ILILO-IPEC	International Labor Organization Program on Elimination of Child Labor
IO	Intermediate Objective
JADF	Joint Action Development Forum
M&E	Monitoring and Evaluation
MFS	Model Farm School
MIFOTRA	Ministry of Public Service and Labor
MSI	Management Systems International
NAEB	National Agricultural Export Board
NGO	Non-Governmental Organization
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
PTA	Parent Teacher Association
REACH-T	Rwanda Education Alternatives for Children in Tea Growing Areas
REST	Roundtable on Elimination of Child labor and Sustainable Tea
SACCO	Savings and Credit Cooperative
SCREAM	Supporting Children's Rights through Education, the Arts and the Me
SHE	Sustainable Health Enterprises
ToC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
TVET	Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
VSL	Village Savings and Loans
WDA	Workforce Development Authority
WFCL	Worst Forms of Child Labor
WI	WI International

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 $900 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 90 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 child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

- Reducing exploitative 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;

- 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, non-formal and vocational education opportunities to provide children with alternatives to child labor;

- Raising awareness of exploitative 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;

- 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; and

- Ensuring the long-term sustainability of these efforts.

USDOL-funded child labor elimination 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 projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

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 addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

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.

Project Context

Approximately 142,500 children between the ages of 5 and 14 work in Rwanda. The majority of these children work in agriculture, with a large number engaged in the production of tea. Children working in the production of tea work long hours, carry heavy loads, and are exposed to dangerous pesticides and

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fertilizers. The primary contributing factors to child labor in Rwanda include household poverty, barriers to education, and limited inspection and enforcement of labor standards.

The project will target 4,090 children engaged in or at-risk of entering exploitative child labor in Rwanda with a focus on the tea sector. The project will also target 1,320 vulnerable households for sustainable livelihoods promotion and operate in 12 of Rwanda's rural districts— Nyamasheke, Rusizi, Rulindo, Gicumbi, Burera, Nyaruguru, Nyamagabe, Rutsiro, Karongi, Nyabihu, Rubavu, and Ngororero.

Project Description

On September 17, 2013, WI International received a four-year Cooperative Agreement worth US $5 million from the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) of the US Department of Labor (USDOL) to implement a child labor elimination initiative in Rwanda called Rwanda Education Alternatives for Children in Tea Growing Areas (REACH-T). The purpose of the Cooperative Agreement was to support a significant reduction of child labor among children 5-17 years old in the production of tea in Rwanda by (1) implementing a child labor monitoring system (CLMS); (2) increasing children's access to education; and (3) promoting decent work for older children, as well as economic opportunities for the households most vulnerable to child labor in tea growing areas. In addition, the project worked to enhance the capacity of public and private sector, and civil society, to address child labor and to increase the knowledge base on child labor.

REACH-T established seven intermediate objectives intended to contribute to the reduction of child labor among children 5-17 years of age in the production of tea in Rwanda:

IO1:   Increased enforcement of child labor laws in the tea sector
IO2:   Increased school attendance among beneficiary children 5-17 years of age in target districts
IO3:   Increased incomes in beneficiary households
IO4:   Increased opportunities for safe employment for beneficiary children of legal working age (16-17)
IO5:   Child labor issues addressed in GoR and private sector policies and actions plans
IO6:   Community attitudes toward child labor changed
IO7:   Beneficiary households referred to social protection services

These objectives were to be accomplished by providing the financial, material, and social support needed to place child laborers back into the education system, improve household livelihoods, facilitate household access to social protection, promote safe work standards for older children of working age (16 and 17 years old), build tea stakeholder and government capacity, raise awareness of the negative consequences of child labor, and increase enforcement and the availability of data on child labor in tea production through the CLMS and ALERT.

By designing and strengthening child labor monitoring through the CLMS and enhancing private sector and government collaboration through the Roundtable on Elimination of Child labor and Sustainable Tea (REST), REACH-T was to provide a replicable model for reducing child labor not only in the tea sector but in other formal and informal sectors as well. The REACH-T approach aimed to build the long-term resiliency of rural communities and strengthen the ability of tea growers and community structures to engage and partner with the tea companies and cooperatives to monitor child labor, support education, provide social protection services, and plan economic development and growth. Within this framework, REACH-T blended an area-based and a sector-based approach in order to catalyze private sector- and community-led reduction of child labor.

REACH-T was also to strengthen the institutions that are best positioned to monitor and sustain child labor reduction, referral, tracking and enforcement, and raise public awareness about the hazards of child labor throughout the Rwandan tea growing area.

Activities Intended to Achieve Project Objectives

IO 1: Increased enforcement of child labor laws in tea sector:

Strengthen institutional capacity, policies and systems through technical assistance, coordination with government institutions and private sector stakeholders, and development of a streamlined Child Labor Monitoring System (CLMS).

IO 1.1: Improved institutional coordination between private sector and government stakeholders for child labor law enforcement in tea sector

Roundtable on the Elimination of Child Labor in Sustainable Tea (REST): bring together key government ministries- MIFOTRA, MINAGRI, MINEDUC, MIGEPROF; relevant government institutions, such as NAEB and NCC; representatives from the National Steering Committee on Child Labor (NSCCL); and leadership from tea companies and the FERWACOTHE to establish REST, a participatory forum where child labor issues as they affect private sector tea companies are discussed, common goals established, and recommendations for policies formulated and submitted to GoR. REST members to develop and discuss tea sector codes of conduct and a framework for common CL standards and voluntary social compliance.

IO 1.2: Increased understanding of child labor enforcement roles and responsibilities among stakeholders

Labor Law Enforcement Assessment: Conduct a detailed analysis of labor law enforcement activities related to child labor in Rwanda, focusing on the tea sector and identifying gaps in the enforcement process and obstacles that hinder protection of children below working age, as well as hazardous work for children of working age (16-17). Submit study recommendations to REST to improve enforcement function. REST to discuss remedial options with MIFOTRA and other Ministries or institutions.

IO 1.3: Improved follow-up on child labor cases

Create a CLMS and mobile tracking system: Develop a central mobile-based reporting mechanism "Accountability for Labor Law Enforcement Referral and Tracking (ALERT)," to be used by trained CAs to track and report child labor abuses to Labor Inspectors. Cases to be sent by trained CAs and DLIs to the central database managed by MIFOTRA. Information on CLMS/ALERT to be channeled to REACH-T M&E field officers at the local level for follow up. CAs to ensure proper referral to existing social services in the sector.

Train government and community members on child labor and CLMS: in partnership with the MIFOTRA, organize training of trainers at central level, with Master Trainers identified from government and non-government stakeholders. Master trainers to train CAs to use ALERT to follow up activities and to report cases to the DLIs, building capacity of CAs and other community organizations to identify and monitor child labor in their respective communities.

IO2: Increased School Attendance among Children 5-17 in Target Districts

Improve the learning environment, increasing children's access to formal and catch-up education services, and strengthening quality of education services, including the following strategies:

IO2.1: Reduced economic obstacles to school attendance

Children enrolled in the best educational option

School success kits distributed to beneficiary HHs for children age 5-17

Education support activities: Beneficiaries participate in support activities that foster academic success, including mentoring programs and awareness-raising campaigns.

IO2.2: Improved safety and health of learning environment

To improve the quality of the teaching offered to all children, provide capacity building training for teachers, education personnel and Parent Teacher Council members through the following main strategies:

School Needs Assessment: adapt the UNICEF Child Friendly School Guidelines to assess schools, with results disseminated to PTC, school authorities and District Education Officers (DEO).

School Improvement Grants: Provide training to build capacity of School Management Committee/Parents Teachers Council to enable them to apply for in-kind grants in support of school improvement plans.

Mentor training: Mentors attend child labor training and provide hands-on support to CAs and *Nkundabana* to monitor beneficiaries.

IO2.3: Increased community support for education

Use following strategies:

Active PTCs established: create or facilitate PTA reinforcement at target schools.

Increase parental involvement: organize discussions with parents to discuss barriers to education and generate community solutions in support of enrollment, retention and completion.

Increase tea companies' financial and in-kind contributions to crèches and early childhood development (ECD)

Increase beneficiary HH commitment to children's education: support beneficiary HHs to develop a plan to cover future educational costs- train CAs on financial planning skills and on monitoring HHs that cover educational costs once project support ends.

IO3: Increased incomes in beneficiary households

IO3.1: Increased yields in tea

Improve use of modern agricultural techniques on tea farms: improve modern agriculture techniques by training HH on harvesting transportation methodologies, plant cropping, soil management, application of fertilizer, leading to improved production techniques, carried out through MFS+ programs and collaborating with MINAGRI to standardize program.

IO3.2: Increased production of alternative goods or services

Improve access to markets for HH engaged in IGA: establish linkages with buyers, traders, networks, and cooperatives for beneficiary HH goods and services, facilitate meetings with buyers, trade shows, Farmer Field Days, exhibitions and create networks through MFS+ and mother's training.

Improve skills in tea/alternative-income generating activities (IGA): insure that farmers and producers apply improved production techniques to produce larger quantities of new marketable products by carrying out an MFS assessment to adapt curriculum and implementing MFS+. Train beneficiary HHs in production and entrepreneurship by designing training curricula based on identified value chains and optimum IGAs, carrying out community meetings for identifying beneficiary HHs and coordinating trainings, facilitating designing business plans for alternative IGAs.

Market assessment and value chain analysis: ensure that market assessment and value chain analysis are relevant to communities by conducting asset mapping and market assessments to identify alternative IGAs and using this information to develop skills training curriculum.

Train beneficiary HH in production, entrepreneurship and marketing: Train trainers to deliver 10 month training in skills (financial literacy, technical skills and entrepreneurship); provide start up kits.

IO3.3: Increased HH savings

Beneficiaries linked to VSLAs and SACCOs

Improved financial literacy skills: train beneficiary HHs and women and girls in financial literacy skills. Carry out financial services (micro-finance) mapping assessments in target districts to identify appropriate micro-finance services.

IO4: Increased opportunities for safe employment for beneficiary children of legal working age (16-17)

Deliver trainings aiming at creating safe and decent jobs. For youth who select to work in tea production, offer trainings on sustainable tea production methodologies. For youth who select to pursue off farm livelihoods provide linkages to existing technical and vocational education (TVET) programs for youth.

IO4.1: Reduced disincentives for tea cooperatives and companies to hire children 16-17 in acceptable work not prohibited by the law

Encourage tea cooperatives and companies to hire children 16-17 in acceptable work: identify and distribute to companies appropriate safety gear that would allow children 16-17 years old to work in non-hazardous conditions

List of acceptable work for children 16-17 created

Improve knowledge among tea cooperatives and companies of OSH and laws regarding hazardous and non-hazardous work for children 16-17:

IO4.2: Improved technical, entrepreneurial, marketing, and financial management skills among children 16-17

Children 16-17 trained on technical, entrepreneurial marketing and financial management skills:

Children trained in MFS or TVET: Transition children aged 16–17 from unacceptable child labor and provide MFS training on sustainable tea production methodologies or link children to other employment assistance or TVET programs. Consult with Workforce Development Authority (WDA) on developing an MFS certification and develop strategies with TVETs for accepting REACH-T beneficiaries.

Increase access to start-up and financial support services: distribute start-up kits to MFS graduates and provide technical support to start their own businesses; link girls and boys 16-17 to VSLAs.

IO5: Child labor issues addressed in GoR policies and private sector actions plans

IO5.1 Increased understanding of CL policies and laws by national and local authorities

Train CAs and local authorities: provide technical assistance and training on child labor issues, CLMS and ALERT to partners including local authorities, teachers and CAs.

Provide technical assistance and training to NSCCL: support NSCCL to establish more formal structures for coordinating and mainstreaming CL reduction initiatives among line ministries, including quarterly meetings. Work with the DSCCLs to develop CLMS at 12 districts and community levels.

IO5.2 Increased understanding of CL policies and laws by national and local authorities (district, sector, cell, and village level)

Train tea companies and cooperatives on CL, OSH and certification: facilitate meetings between CAs and cooperative leaders, conduct trainings on CL issues with management from the tea industry, to clarify and/or establish CL regulations, and to provide information on OSH and certification.

IO5.3 Active engagement of REACH-T stakeholders on project studies and results

Disseminate studies and performance results: carry out studies related to child labor including Labor Law Enforcement Assessment, OSH study, School Needs Assessment, and prevalence studies to be shared with REST for review and to formulate recommendations to the government.

IO6: Community attitudes toward child labor changed

Organize awareness-raising activities aimed at helping targeted groups to understand the negative consequences of child labor and the importance of education to end child labor.

IO6.1 Improved community-led and child-led awareness-raising activities and events in target districts (SCREAM, community meetings)

Increase children's awareness about their rights and the hazards of child labor: organize direct trainings for children, covering children's rights and child labor-related issues. Develop and provide awareness building materials by training and monitoring teachers on Supporting Children Rights Education Art and Media (SCREAM) methodology. Organize awareness-raising events, such as World Day against Child Labor, Child Rights Clubs, Children's Council and Day of the African Child (DAC) were planned.

Community mobilizers trained: train CAs and mentors on delivery of education, child labor and future employability opportunity messaging.

Improve Child Labor Message, based on a harmonized interpretation of CL laws and regulations. Conduct awareness-raising activities at the community level for households and community leaders regarding the negative consequences of child labor and the importance of education**. D**evelop a message coordinated with NCC and NSCCL. Engage community and district level stakeholders to become agents of change and mobilize partners to take action against child labor.

IO6.2 Expanded national-level message dissemination by tea cooperatives and companies

Conduct awareness-raising activities within the tea industry regarding child labor policy and standards: work through FERWACOTHE and tea cooperatives to develop relationships and build awareness among industry leaders regarding child labor, policies, and hazards and monitoring systems.

Implement national awareness campaign: consult with FERWACOTHE, MIFOTRA, NCC, NAEB, WI on the content for national campaign and develop national-level awareness/media tools. Organize multimedia public awareness campaigns to address issues such as root causes and hazards of child labor, benefits of education and social protection for children, decent work for youth above the legal work age, safe and healthy working environments and other relevant topics.

IO7: Beneficiary household receive benefits from social protection services

Identify social protection services such as cash transfers, micro-loans, health insurance, scholarships, savings, vocational training, and temporary jobs. Build capacity of local authorities to equip them with necessary knowledge to link Households to existing social protection services

Train CAs on social protection services: train community volunteers and social protection service providers on CL issues; community volunteers to link identified beneficiary households to existing social protection services within the community

IO7.2 Improved information on type, benefits, sponsors, and means of accessing social protection services

Publish and distribute directory of social services

Purpose and Scope of Evaluation

OCFT-funded projects are subject to interim and final evaluations. This final evaluation, conducted two months prior to project end, is intended to:

1. Determine whether the project's theory of change (ToC), as stated in the Comprehensive Monitoring and Evaluation Plan (CMEP), is appropriately formulated and whether there are any external factors that are affecting it in a positive and/or challenging way;

2. Assess the relevance and effectiveness of all project interventions;

3. Assess the efficiency of project interventions and use of resources; and

4. Document lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Rwanda, and in other implementation regions.

The evaluation will 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.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation, its effects on project beneficiaries, and an understanding of the factors driving the project results. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation 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 – listed by theme and in relative priority order

The evaluation will address the following issues and specific questions (see Annex A-Questions Matrix):
Evaluation results:

1. Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation?

2. How effective has the project been in achieving its goal of supporting efforts to reduce child labor in tea-growing areas and in attaining its intermediate and supporting objective as concerns:

   o Change in work and education status of beneficiary children

- o Change in socio-economic status, social protection, and awareness of child labor among beneficiary households

- o Change in safe employment for beneficiary children of legal working age

What have been the main factors influencing the achievement or non-achievement of objectives?

Evaluation implementation:

3. How effective were project interventions and could these interventions be replicated in other areas or contexts?

   Probe best practices in the use of an integrated area-based approach, CLMS, engagement of tea actors, peer support system empowerment of community activists, district leadership and participatory approaches.

   What could have been done differently to enhance results in terms of reducing child labor in tea growing areas?

4. To what extent has the project incorporated a gender perspective in its approach to reducing child labor in tea-growing areas?

5. How did the project coordinate activities and strategies with implementing partners, stakeholders and research institutions to reduce child labor?

6. What factors contributed to a budget shortfall? What tracking and communication processes were in place in regards to project budget?

Sustainability:

7. How well did the project's various interventions align with district priorities?

8. Which, if any, of the project interventions and results are likely to be sustained after project end? By whom and how?

Monitoring and Evaluation:

9. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?

10. Were the recommendations from the midterm evaluation integrated into the project's strategy after the evaluation? If so, how did these adjustments contribute to achieving the project outcomes? If not, why did the project choose not to implement the recommendations?

Evaluation Methodology and Timeframe

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

Approach

The evaluation approach will be participatory in nature and will involve mixed methods. To ensure stakeholder ownership, the evaluator will work closely with USDOL and the grantee to finalize the evaluation design and sampling criteria. Quantitative data will be drawn from CMEP indicator tables and the baseline and endline surveys. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (teachers, parents and children) will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries. 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:

- Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.

- The analysis of project results will be based on an indicator-by-indicator examination of reported results, comparing progress toward targets from project start to mid-point to end.

  Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

- Gender and cultural sensitivity will be integrated in the evaluation approach.

- 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.

- As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

Evaluation Team

The evaluation will be led by Deborah Orsini, a senior international development evaluator with long term experience with child labor projects and USDOL's Comprehensive Monitoring and Evaluation Plan approach. Ms. Orsini will be assisted by a professional local interpreter to facilitate the interview process. One member of the project staff may travel with the team to make introductions. This person will not be involved in the evaluation process.

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

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

Field Sampling and Site Selection

The evaluator will visit 3 tea growing districts from the 12 districts covered by the project. These districts are different from those visited during the interim evaluation. In each district and its sectors, the evaluator will meet with local government officials, project beneficiaries, program implementers, and other key stakeholders. The selection of intervention sites will meet the following criteria:

1. Representation of all key REACH-T stakeholders among the districts selected.

2. Choice of districts in where tea growing is a factor in child labor.

3. Representation of all implementing partners in the selected districts.

4. Representation among proposed districts to include both those that reflect both stronger and weaker rates of beneficiary uptake of livelihoods, VSL and youth empowerment interventions

5. A balance among proposed districts in terms of potential longer term sustainability.

Criteria for sampling interviewees/beneficiaries:

Direct beneficiaries. Focus groups of no more than seven participants:

Beneficiary children from among the three target age groups (at least two groups per site):5-12, 13-15, 16-17 years, comprising approximately equal numbers of female and male beneficiaries. The sample will include recipients of the range of project education, model farm school and vocational training services. Beneficiary households who have benefited from livelihoods services.

Local government, implementing partners and other stakeholders. In-depth interviews with no more than three persons in one meeting:

- Key staff of WI International and its implementing partners who have significant implementation responsibilities under the project (specialist and coordinators).

- Representatives of district and local government with whom the project directly interacts.

- Teachers and members of the community volunteer groups including community activists and mentors.

- Representative of national agencies with responsibility for child labor.

- Representatives of U.S. Embassy knowledgeable of the project and its achievements and challenges.

Data Collection Methodology

1. Document Review

Pre-field visit preparation includes extensive review of relevant documents, including non-project documentation on child labor in Rwanda. During fieldwork, documentation will be verified and additional documents may be collected. Documents may include:

- CMEP documents,

- Baseline and endline survey reports,

- Project document and revisions,

- Cooperative Agreement,

- Technical Progress and Status Reports,

- Project Results Frameworks and Monitoring Plans,

- Work plans,

- Correspondence related to Technical Progress Reports,

- Management Procedures and Guidelines,

- Research or other reports undertaken by the project (migration study, etc.), and

- Project files (including school records) as appropriate.

2. Question Matrix

Before beginning fieldwork, the evaluator will finalize the question matrix in Annex A, 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. The evaluator will solicit the opinions of children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

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:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work

- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations

- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations

- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project

- 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, as applicable

- Other child protection and/or education organizations, committees and experts in the area

- U.S. Embassy staff member knowledgeable of the project

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.

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.

Stakeholder Meeting

Following the field visits, the evaluator will hold a stakeholders meeting on October 25, 2016, 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 preliminary findings and conclusions, review potential 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 may be prepared to guide the discussion and possibly a brief written feedback form.

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. Discussion of lessons learned, good practices, potential for sustainability, and recommendations for future projects.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

Limitations

Fieldwork for the evaluation will last 12 days. As such, the evaluator will not have enough time to visit all project sites. 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.

Proposed Timetable

Task	Date
Background project documents sent to MSI	2/10/17
Evaluation launch call	2/13/17
Logistics call with grantee	2/15/17
Cable clearance information submitted to USDOL	2/15/17
OCFT submits evaluation questions to MSI	2/15/17
MSI send draft TOR to OCFT and grantee	2/17/17
Identify a list of stakeholders	2/17/17
Finalize field itinerary and stakeholder list for workshop	2/17/17
Finalize TOR with USDOL and grantee	2/21/17
Interview call with USDOL	2/23/17
Fieldwork	2/26-3/10/17
Post-fieldwork debrief call	3/20/17
Draft report to MSI for quality control review	3/27/17
Draft report to USDOL & grantee for 48-hour review	3/31/17
USDOL and grantee comments due to MSI	4/4/17
Report revised and resubmitted to USDOL and grantee	4/6/17
USDOL and stakeholder comment after full 2-week review	4/20/17
Final report to USDOL	4/28/17
Final approval of report	5/5/17
Editing and 508 compliance review	5/12/17
Final edited report to COR	5/19/17

Expected Outputs/Deliverables

Fifteen working days following the evaluator's return from fieldwork, a first draft evaluation report will be prepared for submission to USDOL. 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 key recommendations)

IV.   Project Description

V.   Evaluation Objectives, Methodology and Evaluation Questions

VI.   Findings, Recommendations and Conclusions

A.   Findings – answers to each of the evaluation questions, with evidence
B.   Conclusions – interpretation of the facts, including criteria for judgments
C.   Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
D.   Lessons Learned and Good Practices

VII.   Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be approximately 30 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.

Evaluation Management and Support

MSI is responsible for evaluation management and support to the lead evaluator. MSI will provide full logistical and administrative support, including travel arrangements and per diem and will also provide funding for the local interpreter, including airfare and per diem. WI will cover cost of local overland transportation and of the venue, printing and projection requirements for the stakeholders meeting.

TOR Annex A: Evaluation Questions Matrix

The specific questions listed in the TOR are arranged by relevant issues.

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
TOR Issue – PROJECT RESULTS		
How effective has the project been in achieving its goal of supporting efforts to reduce child labor in tea-growing areas and in attaining its intermediate and supporting objectives, specifically as concerns -change in work and education status of beneficiary children - change in socio-economic status, social protection, and awareness of child labor among beneficiary households - change in safe employment for beneficiary children of legal working age What have been the main factors influencing the achievement or non-achievement of the objectives? What have been the main factors influencing the achievement or non-achievement of the objectives? Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation?	**OVERVIEW:** • Key project staff: Project Director, M&E Specialist • Implementing partners • Cross-section of national stakeholders – National Commission for Children (NCC), Ministry of Public Service and Labor (MIFOTRA), Director Labor Administration, and FERWACOTHE.	• CMEP document, especially the Problem Analysis and Theory of Change • Project Document • Technical Progress Reports, including the CMEP indicator data • Baseline survey for context

TOR Issues and Specific Questions	Data Sources	
	Stakeholder interviews	Documents
TOR Issue – **PROJECT IMPLEMENTATION**		
How effective were project interventions and could these interventions be replicated in other areas and contexts? *Probe best practices in the use of an integrated area-based approach, CLMS, engagement of tea actors, peer support system, empowerment of community activists, district leadership and participatory approaches* What could have been done differently to enhance results in term of reducing child labor in tea growing areas? To what extent has the project incorporated a gender perspective in its approach to reducing child labor in tea growing areas? How did the project coordinate activities and strategies with implementing partners, stakeholders and research institutions to reduce child labor? What factors contributed to a budget shortfall? What tracking and communication processes were in place in regards to the project budget?	**OVERVIEW:** • Key project staff: Project Director, M&E Specialist • Implementing partners • Cross-section of national • stakeholders – National Children's Committee, National Commission for Children (NCC), Ministry of Public Service and Labor (MIFOTRA), Director Labor Administration, and FERWACOTHE	• CMEP document, especially the Problem Analysis and Theory of Change • Project Document • Technical Progress Reports

TOR Issue – SUSTAINABILITY		
How did the project's various interventions align with district priorities? Which, if any, of the projects interventions and results are likely to be sustained after project end? By whom and how?	• Project Director and senior staff • WI project managers • Directors of Implementing Partners • National government stakeholders (MIFOTRA).	• Project Document • Technical Narrative • TPRs

TOR Issue – MONITORING AND EVALUATION		
Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made? Were the recommendations from the midterm evaluation integrated into the project's strategy after the evaluation? If so, how did these adjustments contribute to achieving the project outcomes? If not, why did the project choose not to implement the recommendations?	• Project Director • Operations Manager • M&E Specialist • WI Project Managers • Field officers (responsible for entering data) • Database Validation: • Cross-check beneficiary status during field visits with DBMS	• Technical Progress • Reports • M&E system tools and database • CMEP and DBMS/CMEP database • Data generated by the selection of indicators

TOR Annex B: Proposed List of Stakeholders to Be Interviewed

Direct beneficiaries: Focus groups of no more than seven participants:

- In each intervention site, beneficiary children from the following target age groups will be met: 5-15 and 16-17 years, comprising approximately equal numbers of female and male beneficiaries. Sample will include recipients of the range of project education and vocational training services and participants in School Councils or other CL-related clubs or activities.

- Beneficiary households who have benefited from livelihoods services and/or ASCA.

Local government, implementing partners and other stakeholders- in-depth interviews with no more than three persons in one meeting:

WI International and implementing partner key staff who play central implementation roles.

Representatives of national agencies with responsibility for child labor and well versed in the project's intervention and results (e.g. Ministry of Public Service and Labor (MIFOTRA), the Steering Committee for Child Labor established with the regional subdivisions and known as the Roundtable on Elimination of Child Labor and Sustainable Tea (REST) and FERWACOTHE (Fédération Rwandaise des Coopératives de Théiculteurs) factory managers and cooperative leaders).

Representative of the U.S. Embassy knowledgeable of the project

TOR Annex C: Tentative Field Schedule

Day	Date	Location	Description
Mon	Feb 27	WI/REACH-T office	8:15-8:45: briefing with staff: overview of the evaluation program/itinerary
		WI/REACH-T office	8:45-9:15: introduction with project staff (general overview)
		WI/REACH-T office	9:15-10:00: FGD with field staff
		WI/REACH-T office	10:00-11:00: M&E team on DBMS, CLMS, CMEP
		WI/REACH-T office	11:00- 11:45
		WI/REACH-T office	11:45- 12:30
			12:30-1:30: LUNCH
		WI/REACH-T office	1:30 -2:15: ADEPE
		FERWACOTHE	2:30 -3:15
		Duterimbere	3:30-4:15: Duterimbere NGO
		WI/REACH-T office	4:30- 5:30: Interview
Tues	Feb 28	MIFOTRA Kacyiru	8:00 -9:00: Ministry of Public Service and Labor (MIFOTRA)
		NCC, Remera	9:15-10:00: National Commission for Children (NCC)
		NAEB, Gikondo	10:15- 11:00: NAEB (National Agriculture Export Development Board)
			11:00 – 3:00 :TRAVEL TO KARONGI (lunch in Muhanga)
			Lunch 12:30-1:30 in Muhanga
		Karongi District	3:00- 4:15 Meeting Karongi District authorities
Wed	March 1	Twumba sector	8:00 -9:30: Travel to Twumba Sector
			9:30- 10:15: Sector officers
		GS Munigi	10:15- 11:00: GS Munigi
			11:00- 12:00: GS Munigi: FGD with Children
		TBD	12:30- 1:30: FGD with MFS1 graduates (vocational skills)

Day	Date	Location	Description
		TBD	1:45- 2:45: FGD with CSS graduates (Tailoring)
		Gisovu factory	3:30- 4:30: Meeting Gisovu Tea factory & tea cooperative
			4:30-6:00: Back to Karongi/Hotel
Thur	March 2	Rwankuba sector	9:30- 10:15: Sector officers
		GS Bigugu	10:15- 11:00: GS Bigugu
			11:00- 12:00: GS Bigugu: FGD with Children
			12:30- 1:30: FGD with MFS1 graduates (vocational skills)
		TBD	1:45- 2:45: FGD with CSS graduates (Tailoring)
		TBD	3:30- 4:30: Meeting VSL group
			4:30-6:00: Back to Karongi/Hotel
Fri	March 3	Rwankuba	8:00-9:00 Visit Karongi Tea factory
			9:00-12:00: TRAVEL BACK TO KIGALI
			12:00 Lunch
			2:00-5:00: Meeting eventually stakeholders not met so far
Sun	Mar 5	Huye/Kibeho	12:00 Travel to Nyaruguru
Mon	Mar 6	Nyaruguru District	8:30 – 9:30 Meeting Nyaruguru District authorities
		Mata sector	9:45- 10:45: G.S Mata
			11:00- 12:00: FGD with beneficiary Children
			12:30- 1:30: FGD with MFS1 graduates (vocational skills)
			1:45- 2:45: FGD with CSS graduates (Tailoring)
			3:00- 3:45: Meeting MATA Tea factory & tea cooperative
			3:45-5:00: Back to Kibeho/Huye Hotel
Tues	Mar 7	Nyabimata sector	9:30- 10:00: Nyabimata Sector officers
			10:15- 11:00: GS Nyabimata
			11:00- 12:00: FGD with MFS teachers
			12:15- 1:15: FGD with MFS1 graduates (vocational skills)
			1:15- 3:45: travel and visit Nshili Tea factory and cooperative
			3:45-5:30: Back to Kibeho/Huye Hotel
Wed	Marc 8	Mata tea factory	9:00- 9:45: FGD with CSS graduates (Tailoring)
		VSL	10:00- 10:45: Meeting VSL group
			11:00- 12:45: Vocational skills service provider:
			1:00-4:30: Travel back to Kigali
Thur	Mar 9	Rulindo District	8:30 – 9:30 Meeting Rulindo District authorities
		Kinihira Sector	10:00-10:30: Kinihira Sector officers
			10:45-11:45: SORWATHE Tea factory, ASSOPTHE cooperative

ANNEX D: Desk Review Documents

Project Documents:

WI International Cooperative Agreement, September 2013

WI Project Document and Revisions

Baseline Prevalence Study, January 2015

Comprehensive Monitoring and Evaluation Plan (CMEP), September 2014

USDOL Management Procedures and Guidelines

WI Technical Progress Reports and Annexes, Comments and Replies:

April 2014
October 2014
April 2015
October 2015
April 2016
October 2016

WI Updated CMEP Figures March 2017

REACH-T Studies:

Labor Law Enforcement

Occupational Safety and Health for Children of Legal Working Age in the Tea Sector

Community Assets and Marketable Skills Assessment

ANNEX E: Field Schedule

REACH-T Itinerary for Final Evaluation, February 26-March 11, 2017

Day	Date	Location	Description
Sun	Feb 26	Kigali	Evaluator arrives in Kigali
Mon	Feb 27	Kigali	8:00- pick-up from Hotel
		WI/REACH-T office	8:15-8:45: briefing with staff: overview of the evaluation program/itinerary
		WI/REACH-T office	8:45-9:15: introductory meeting with all project staff (general overview)
			10:30-11:30: Interview
			11:30-12:30 Interview
		WI/REACH-T office	1:30-2:45: FGD with field staff
		FERWACOTHE	3:00-4:00: FERWACOTHE
		WI/REACH-T office	4:15-5:00 M&E team Overview of DBMS, CLMS, CMEP
		WI/REACH-T office	5:00-6:00 Interview on programmatic issues and partnership
Tues	Feb 28	WI/REACH-T office	
		NCC, Remera	9:15-10:15: National Commission for Children (NCC)
		Duterimbere	10:30-11:30: Duterimbere NGO
		Duterimbere	11:30 -12:30: ADEPE
			12: 30 – 3:30 :TRAVEL TO KARONGI (lunch in Muhanga)
		Karongi District	3:30- 4:15 Meeting Karongi District authorities
Wed	March 1	Twumba sector	8:00 -9:30: Travel to Twumba Sector
			9:30- 10:15
		GS Munigi	10:15- 11:00: GS Munigi
			11:00- 12:00: GS Munigi: FGD with children (3 primary; 5 secondary)
		GS Munigi	12:30- 1:30: FGD with MFS1 graduates (vocational skills)
		GS Munigi	1:45- 2:45: FGD with CSS graduates (Tailoring)
		Gisovu factory	3:30- 4:30: Meeting Gisovu tea cooperative
			4:30-6:00: Back to Karongi/Hotel
Thur	March 2	Rwankuba sector	9:30- 10:15: Sector officers
		GS Bigugu	10:15- 11:00: GS Bigugu
			11:00- 12:00: GS Bigugu: FGD with Children
			12:30- 1:30: FGD with MFS1 graduates (vocational skills)
		GS Bigugu	1:45- 2:45: FGD with CSS graduates (Tailoring)
		GS Bigugu	3:30- 4:30: Meeting VSL group
			4:30-6:00: Back to Karongi/Hotel
Fri	March 3	Rwankuba	8:00-9:00 Visit Karongi Tea factory
			9:00-12:00: TRAVEL BACK TO KIGALI
			12:00 Lunch
		MIFOTRA Kacyiru	2:00 ⁻3:00: Ministry of Public Service and Labor (MIFOTRA)

Day	Date	Location	Description
		NAEB, Gikondo	3:00- 4:00: NAEB (National Agriculture Export Development Board); Tea Division
Sat	Mar 4		3:00-5:00 pm Meet at Hotel
Sun	Mar 5	Huye	12:00 Travel to HUYE
Mon	Mar 6	<mark>Nyaruguru District</mark>	9:00 – 9:30 Meeting Nyaruguru District authorities
		Mata sector	9:30-10:00 Meeting with sector officials
			10:15- 11:00: G.S Mata
			11:00-11:30 VSL Amata members
			11:30- 12:30: FGD with beneficiary Children
			12:45- 1:45: FGD with MFS2 graduates (vocational skills)
			1:45-2:15: FGD with CSS graduates (Tailoring)
			2:15-2:45 FGD with vocational trainers
			3:00- 3:45: Meeting MATA Tea factory
			3:50- 4:50:: Meeting MATA Tea cooperative
			4:50-6:00: Back to Huye Hotel
Tues	Mar 7		7:30-9:30 Travel to NYABIMATA
		Nyabimata sector	9:30- 10:00: Nyabimata Sector officers
			10:00-10:30 FGD with Nyabimata
			10:15- 11:00: FGD with MFS teacher
			11:15- 12:00: FGD with MFS3 graduates
			12:15- 1:15: DUHUZIMBARAGA VSL, Nyabimata
			1:45-2:15: Meeting with Nshili-Kivu tea cooperative
			2:30-5:00 Back to Huye Hotel
Wed	Marc 8		7:30-10:30: Travel back to Kigali
		WI offices	11:00---Meeting M&E team to review CMEP, DBMS, CLMS
Thur	Mar 9	<mark>Rulindo District</mark>	8:30 – 9:30 Meeting Rulindo District authorities
		Kinihira Sector	10:00-10:30: Kinihira Sector officers
			10:45-11:45: visit SORWATHE Tea factory, ASSOPTHE cooperative
			12:00- 12:45: Inshuti VTC and trainees
		Base sector	1:45-2:00: Base Sector officers
			2:15- 3:00: Mushongi VTC / trainees
			3:15-4:00: VSL-DUHARANIREKWIGIRA
			4:00-5:00 Back to Kigali
Fri	Mar 10	Kigali	Stakeholders' meeting- preliminary findings of the final evaluation
Sat	Mar 11		Evaluator departure

ANNEX F: List of Key Informants Interviewed (233 People) [REDACTED]

GOVERNMENT OF RWANDA: 4

MIFOTRA

NCC

NAEB

US EMBASSY/KIGALI: 1

WINROCK INTERNATIONAL STAFF: 1

REACH-T STAFF: 9

REACH T PARTNERS: 3

STAKEHOLDERS AND BENEFICIARIES

KARONGI DISTRICT

TWUMBA SECTOR

TWUMBA SCHOOL GS MUNIGI

TWUMBA SCHOOL FGD CHILDREN: 8

CSS- MUNIGI- Tailoring - 9

MFS2 MUNIGI - 7

KARONGI TEA FACTORY

GISOVU TEA COOPERATIVE

RWANKUBA SECTOR

BIGUGU SCHOOL

TWUMBA SCHOOL GS MUNIGI

BIGUGU SCHOOL FGD CHILDREN- 8

CSS BIGUGU - 8

MFS1- BIGUGU FGD – 7 YOUTH

BIGUGU - 1

BIGUGU VSL FGD- 8

NYARUGURU DISTRICT

MATA SECTOR

VSL AMATA - 4

TRAINERS

MATA SCHOOL FGD Children- 8

MATA TEA FACTORY and TEA COOPERATIVE

CSS and MFS 1 - 18

TEACHER MENTORS and COMMUNITY ACTIVISTS, G.S MATA

VSL DUHUZIMBARAGA NYABIMATA - 21

SECTOR NYABIMATA

MFS NYABIMATA - 5

MFS TRAINER NYABIMATA

TEACHER MENTORS G.S NYABIAMTA

TEA COOPERATIVE COTHENK - 2

RULINDO DISTRICT

KINIHIRA SECTOR

SORWATHE Tea Company

ASSOPTHE TEA COOPERATIVE - 5

INSHUTI VTC – CSS Welding and Sewing/Knitting - 6

INSHUTI VTC- 2 trainers

BASE SECTOR

MUSHONGI VTC

VSL-DUHARANIREKWIGIRA - 18

ANNEX G: Final Evaluation Stakeholder Meeting

March 10, 2017

Location: THE MIRROR Hotel, Remera, Kigali

Time	Topic/ Activity	Responsible
09:30-9:45	Arrival & registration	
9:45-10:00	Introduction & self-presentation of participants	Moderator
10:00-10:10	Opening remarks	MIFOTRA
10:10-10:30	Summary of REACH-T project achievements	
10:30-11:45	Presentation of preliminary findings, conclusions & recommendations	Ms Deborah Orsini (Evaluator) + Interpreter
11:45-12:00	Discussions	MIFOTRA
12:00-13:00	Province-level and national group discussions of sustainability priorities, mechanisms and resources	Ms Deborah Orsini
13:00-13:45	Plenary and discussion of sustainability priorities by province	Ms Deborah Orsini
13:45-13:55	Summing up by evaluator	Ms Deborah Orsini
13:55-14:15	Recommendations and way forward	MIFOTRA
14:15	*Lunch and departure*	*All*

LIST OF PARTICIPANTS [names redacted]

No	ORGANIZATION	No	ORGANIZATION
1	ADEPE	27	NYAMAGABE DISTRICT/ DLI
2	BURERA DISTRICT/ DLI	28	NYAMASHEKE DISTRICT/DLI
3	CESTRAR	29	NYARUGURU DISTRICT/ CA
4	CLADHO	30	NYARUGURU DISTRICT/CA
5	DGIE	31	NYARUGURU DISTRICT/CSS
6	DUTERIMBERE	32	NYARUGURU DISTRICT/DLI
7	DUTERIMBERE	33	NYARUGURU DISTRICT/MFS
8	FERWACOTHE	34	NYARUGURU DISTRICT/VSL
9	GICUMBI DISTRICT/DLI	35	PSF
10	KARONGI DISTRICT/ DLI	36	RUBAVU DISTRICT/DLI
11	KARONGI DISTRICT/CA	37	RULINDO DISTRICT/ Mother trainer
12	KARONGI DISTRICT/CSS	38	RULINDO DISTRICT/CA
13	KARONGI DISTRICT/MFS	39	RULINDO DISTRICT/CSS
14	KARONGI DISTRICT/Mother trainer	40	RULINDO DISTRICT/DLI
15	KARONGI DISTRICT/VSL	41	RULINDO DISTRICT/VSL
16	MIFOTRA	42	RUSIZI DISTRICT/ DLI
17	MIFOTRA	43	RUTSIRO DISTRICT/DLI
18	MINAGRI	44	TRANSLATOR
19	MINALOC	45	UNICEF
20	MINEDUC	46	US EMBASSY
21	MINIJUST	47	WI/ REACH-T
22	Ministry of Youth and ICT	48	WI/ REACH-T
23	NAEB	49	WI/REACH-T
24	NCHR	50	WI/REACH-T
25	NGORORERO DISTRICT/ DLI	51	WI/REACH-T
26	NYABIHU DISTRICT/DLI	52	WI/REACH-T

SUMMARY OF TEAM REPORTS ON SUSTAINABILITY

NATIONAL

Result	Priority	Mechanism	Resources
Education	Monitor beneficiaries	Mapping all children supported by REACH-T project and hand over to local authorities for follow up and referral.	MIFOTRA MINEDUC MINALOC MINAGRI
VSLA	VSLA empowerment and capacity building	Link VSLA small groups with existing Micro-Financial institutions	MINECOFIN RCA MINALOC
M&E	Reinforcement of M&E system	Operationalization of the CLMS. Capacity building for users.	MIFOTRA MINALOC
Youth	Youth empowerment	Startup tool kits. Financial literacy Linkage with micro financial institutions.	MYICT WDA
Awareness	Community mobilization	Child labor policy awareness	MIFOTRA MINALOC PSF

WESTERN PROVINCE 1

Result	Priority	Mechanism	Resources
Education	Reduce the dropout rate Train children of legal working age in vocation skills	1. Awareness campaign 2. Provide school materials to vulnerable children 3. Provide toolkits to trained youth	1. Direct GoR support 2. Other local and international partners 3. MINEDUC and other stakeholders
VSLA	Operationalize saving groups	1. Capacity building in financial management 2. Link them with SACCOs 3. Financial support	1. Direct GoR support 2. Other local and international partners
Monitoring	CLMS and DSCCL	Coordinate among different institutions especially local government	1. Direct GoR support 2. Other local and international partners
Child Labor	Child Labor Awareness Reintegration and monitoring of children	1. CLMS and full involvement of DLIs 2. Training village authorities on child labor	MIFOTRA and other stakeholders TBD

WESTERN PROVINCE 2

Result	Priority	Mechanism	Resources
Education	Find other education partners Connect beneficiaries with other programs- NCC, Caritas Recruit/train more mentors	Coordination with projects, local authorities Organization of school monitoring Training	Volunteers Funding from partners District, partners
VSLA	Mother trainers continue to reinforce VSLA capacity Facilitate access to local MFI	Coordination of mother trainers in villages Registration on cell level Facilitation of IGA activities Open bank accounts	District Partners VSLAs
Monitoring	School attendance and performance CL eradication/elimination	Regular monitoring of school attendance and results Awareness-raising Sanctions	Teachers assigned to students District Partners
Youth	Tool kits Access to IGAs Connection to BDF/BDA Cooperative groups	Distribution Connection to other projects Awareness Mobilization	WI Sector Officer for Cooperatives
Awareness	Child labor	Awareness-raising Meetings with parents and youth employers	Volunteers Partners

SOUTHERN PROVINCE

Result	Priority	Mechanism	Resources
Education	Dropouts lowered by providing school materials	Follow up and tutor children for studies Monitor activities of group	Teacher mentors, parents, CAs, local authorities, Mother trainers and volunteers
VSLA	Functioning VSLAs continue	Closely monitor of groups Register VLSAs in cells Connect groups with SACCO Support groups to achieve goals	VSLA, mother trainers Local authorities, mother trainers, MFIs
Monitoring	Monitoring activities and CLMS continue	Continue monitoring Install SCCL on sector and cell levels Use CLMS to monitor	Volunteers from project, local authorities, MIFOTRA, JADF, DSCCL, NSCCL, CA, IZU
Youth	Youth have skills	Give tools Constitute groups Continue to monitor youth groups	REACH-T project, youth, mother trainers, parents
Awareness	No child in tea fields; all in school Continue monitoring	Awareness-raising through appropriate events Identify problems and find solutions	Local authorities, MIFOTRA, DSCCL, IZUs

NORTHERN PROVINCE

Result	Priority	Mechanism	Resources
Education	School supplies, teacher mentors and peer mentoring groups	Parents in VSLAs prioritize children's education in their saving groups. Continue raising children's awareness about reasons for staying in school.	Increase savings in VSLAs for school supplies Teachers, mother trainers, CAs Local Authorities
VSLA	Sustaining VSL groups in Burera and Rulindo	Follow up by District BDF services and the Cooperatives Officer and Social Affairs Officer at sector level	Local authorities at cell and sector levels (education and social affairs).
Monitoring	CA reporting in CLMS system	Continue to operate through district communication mechanism – use code system. Coordinate at sector level –social affairs and child protection	CA to be included in the coding system
Youth	Startup kit (87 in Rulindo, 12 in Burera) Support youth cooperatives	Create income-generating activities Create cooperatives	WI international to provide startup kits Link youth to BDF with FERWACOTHE support. Work with Sector Officer for Cooperatives, mother trainers and CAs
Awareness	Child labors messages Children's education	*Umugoroba wababyeyi*- parent meetings *Umuganda*- church, community meetings Tea cooperative meetings	District labor inspectors Tea cooperatives