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USAID's Displaced Children and Orphans Fund
**MONITORING VISIT TO PROJECT SAFE,
DEMOCRATIC REPUBLIC OF THE CONGO**

March 9 – 24, 2013

Graphic: Detail from the mural, *Coming Home*, painted as part of a training exercise of the SAFE project at the Bena Diany in Mbuji Mayi, which collaborates with SAFE as a transit center.

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MAP



LIST OF ACRONYMS

ABA ROLI	American Bar Association Rule of Law Initiative
AIDS	Acquired Immune Deficiency Syndrome
Cfr	Congolese francs
COP	Chief of Party
CPWG	Child Protection Working Group
DIVAS	Division of Social Affairs (the provincial-level offices of the Ministry of Social Affairs)
DRC	Democratic Republic of Congo
DUAS	Urban Division of Social Affairs
HIV	Human Immuno-Deficiency Virus
LWVF	Leahy War Victims Fund
MINAS	Ministry of Social Affairs, Humanitarian Action and National Solidarity
NGO	Non-Governmental Organization
OVC	Other Vulnerable Children (a previous Congressional earmark, which was distinct from the PEPFAR earmark for orphans and vulnerable children)
RECOPE	Réseau Communautaires de Protection de L'Enfance
SAFE	<i>Soins Appropriés pour les Familles et les Enfants</i> (Appropriate Care for Families and Children)
SAP	<i>Système d'Alertes Précoce</i> (Early Warning System)
SC/US	Save the Children Federation, Inc.
SC/UK	Save the Children Fund
SPANS	Special Programs to Address the Needs of Survivors
UNICEF	United Nations Children's Fund
USAID	U.S. Agency for International Development
VSLA	Village Savings and Loan Association
VTF	Victims of Torture Fund

French Terms Used in the Report

<i>cachot</i>	holding cell at a police station
<i>chefs de quartiers</i>	neighborhood leaders
<i>quartier</i>	subsection of a city

INTRODUCTION

The Democratic Republic of Congo (DRC) is the second largest country in Africa in terms of land area and the fourth largest in population. It has an estimated population of 77.6 million,¹ with 35 percent in urban areas.² Despite having vast areas of uncultivated, arable land and significant mineral resources, the DRC ranked 186 of 187 countries in the most recent Human Development Index.³ The income level is extremely low, with a gross national income per capita of \$180, compared to an average of \$905 for West and Central Africa and \$1,192 for sub-Saharan Africa.⁴

Only 28 percent of children have had their births registered.⁵ The under-5 mortality rate is extremely high, at 170 deaths per 1,000. A lack of access to school is a problem affecting a substantial portion of the country's children; some 7.6 million (32 percent) do not have access to school.⁶ An estimated 36 percent of boys and 48 percent of girls are thought to be engaged in child labor.⁷ HIV prevalence is estimated at 2.57 percent in the general population.⁸

On the positive side, there is strong protective legislation for children in place in the DRC. The national constitution mandates action to protect children in two articles.⁹ The country is party to the Convention on the Rights of the Child, and the country's legal framework for the protection of children was substantially strengthened with the adoption of the Child Protection Law in 2009. To better apply this law, MINAS has

¹ *Republique Democratique du Congo, Plan d'Action Humanitaire 2013*, December 11, 2012, p. 97.

² *State of the World's Children 2012*, UNICEF, p. 108.

³ <http://hdrstats.undp.org/en/countries/profiles/COD.html>

⁴ *State of the World's Children 2012*, UNICEF, pp. 112 & 115.

⁵ *State of the World's Children 2012*, UNICEF, p. 120.

⁶ *Republique Democratique du Congo, Plan d'Action Humanitaire*, 2013, OCHA, December 11, 2012, p.7.

⁷ *State of the World's Children 2012*, UNICEF, p. 120.

⁸ *Rapport D'Activite sur la Riposte au VIH/sida en R.D.Congo 2012*, Programme National Multisectoriel de Lutte Contre le SIDA, p. 5.

⁹ Article 41: A child means every human being, without distinction between male and female, who has not yet reached 18 years of age. All children have the right to know the name of their father and mother. It is also the right of children to enjoy their protection of their family, of society, and of public authorities. The abandonment and mistreatment of children, notably pedophilia, sexual abuse, as well as accusations of sorcery, are prohibited and punishable by law. Parents have a duty to care for their children and to assure their protection against all acts of violence both inside and outside of the home. Public authorities have the obligation to assure the protection of children in difficult situations and to bring to justice the perpetrators and their accomplices who commit acts of violence against children. All other forms of exploitation of children are severely punishable by law.

Article 42: Public authorities have the obligation to protect youth against all harm to their health, education, and personal development.

issued a decree on social care (Arrêté sur le placement social), and (in conjunction with the Ministry of Gender) another on support to vulnerable families.

Kasai Oriental

Mbuji Mayi is the capital of Kasai Oriental, and Mwene-Ditu is located about 50 miles to the south, on the rail line that connects Lubumbashi and Kananga. Exact population figures are not available for Mbuji Mayi, but estimates range from 1.5 to 3 million.¹⁰ Population figures for Mwene-Ditu of 189,215 and 195,622 were identified online.¹¹ The mortality rate for children under age 5 is high at 128/1,000.¹² The principle economic activity is diamond mining. Despite the province's strong agricultural potential, 8.9 percent of the children suffer severe malnutrition, the highest rate in the country.¹³ Half of all children are chronically malnourished, and malnutrition is a factor in 48 percent of all child deaths in Kasai Oriental.¹⁴

Previously MIBA, a parastatal mining company, was a major employer in the city, but in 2007 it significantly scaled back its operation and eliminated some 6,000 jobs. Artisanal mining is a major economic activity of many residents, including large numbers of children. It was reported that many men with access to land in the province prefer to engage in artisanal mining. A situation described as typical includes a man finding and selling a small diamond. He receives cash, which he spends fairly quickly with little or no sustained benefit to the household.

Contacts who know the area well indicated that gender inequality within households in the province is typically more extreme than in many other parts of the country. This frequently leaves women in a disadvantaged position, for example, with regard to control of household resources.

UNICEF has an office in Mbuji Mayi and provides funding support for building the capacity of the Division of Social Affairs (DIVAS). No international NGOs, other than Save the Children US (SC/US), are implementing child protection programming in Kasai Oriental. SC/US has partnered with some local NGOs with activities in juvenile justice and residential care for children.

¹⁰ http://en.wikipedia.org/wiki/Mbuji_Mayi

¹¹ <http://www.tiptopglobe.com/city/?n=Mwene-ditu&p=189215#lat=-6.73008&lon=23.79639&zoom=6> and <http://en.wikipedia.org/wiki/Mwene-Ditu> No sources are cited.

¹² From briefing by Vice Governor of Kasai Oriental on March 12, 2013.

¹³ *Republique Democratique du Congo, Plan d'Action Humanitaire 2013*, OCHA, December 11, 2012, p. 97.

¹⁴ Hélène Berton, Abigail Perry, Alex Rees, and Delphine Valette, *Malnutrition in a land of plenty: Key findings from research in East Kasai province, the Democratic Republic of Congo*, Save the Children UK, 2010, pp. 1&2.

PROJECT SAFE

In October 2011, USAID issued Request for Applications Number SOL-660-11-000003 – Developing and Strengthening Services and Systems that Support Family Cohesion and Respond to the Separation of Children in Democratic Republic of Congo. The proposal from SC/US won the subsequent competition, and the project, *Soins Appropriés pour les Familles et les Enfants* (Appropriate Care for Families and Children [SAFE]), was initiated with Cooperative Agreement AID-625-A-12-00018 for the period April 19, 2012 – April 18, 2017. The total estimated USAID funding amount of \$8,043,784 is provided by the Displaced Children and Orphans Fund (DCOF) and PEPFAR.

The project narrative indicates that:

SAFE's goal is to reduce family separation and risks to children outside family care through developed and strengthened services and systems to support the protection and well-being of children and families and to prevent and respond to family separation.

Three results (R) support the project goal and SO:

- **Result 1:** Unnecessary separation of children from their families is reduced.
- **Result 2:** Children outside family care achieve family and community reintegration or acceptable alternatives.
- **Result 3:** Services and systems to prevent and respond to family separation are more effective and sustainable.

A total of 7,000 child beneficiaries is projected, including both children who risk separation from their families and children who are already outside family care. The agreement identifies project sites as Mwene-Ditu, Mbuji Mayi, and Bukavu, and it also says that SAFE will be coordinated from an administrative base in Kinshasa. CARE is identified in the agreement as an operational partner for economic strengthening activities and the American Bar Association Rule of Law Initiative (ABA ROLI) is identified as a partner to address illegal and unnecessary detention of children.

SAFE's key governmental partners are the Division of Social Affairs (DIVAS), the provincial-level arm of the Ministry of Social Affairs, Humanitarian Action and National Solidarity (MINAS), and such local officials as magistrates and *chefs de quartiers*. Within Kasai Oriental, the specific personnel within

DIVAS with whom project staff work most directly are the provincial coordinator, the chief of social workers in Mwene-Ditu, and the DIVAS social assistants. ABA ROLI works directly with magistrates, who together with DIVAS social assistants, make weekly visits to the holding cells in Mbjui Mayi and Mwene-Ditu to arrange the release of any children below 14 years of age who are being held there. National law establishes 14 years as the age of legal



responsibility for one's actions. Children below this age cannot legally be held by the police, although the police often do hold children and in some cases seek payment from the family to secure the child's release.

Key community actors with whom the project works include the community child protection committees, known as *Réseau Communautaires de Protection de l'enfance* (RECOPE) and individuals who work in the larger market areas who agree to identify children recently arrived on the street and who constitute an early warning system.

DCOF's March 2013 Visit

DCOF's two technical advisors, John Williamson and Martin Hayes, traveled to the Democratic Republic of the Congo (DRC) from March 12 – 28, 2013, to review the SAFE project. The scope of work for the visit is included as Appendix 1, and the itinerary and list of contacts are in Appendices 2 and 3, respectively. DCOF is one of a group of specially designated funds managed by USAID, which together are known as the Vulnerable Populations Programs (formerly Special Programs to Address the Needs of Survivors [SPANS]). Since 1996, these programs have allocated more than \$80 million to programs in the DRC. Appendix 4 includes an overview of this funding.

During their visit, the DCOF technical advisors worked closely with Marcel Ntumba of the mission's Social Protection team. Marcel, Martin, and John constituted a three-person team and followed the itinerary included in Appendix 2. After initial meetings at the USAID Mission on March 12, the team

traveled to Mbuji Mayi and visited project sites in that city, and then traveled to Mwene-Ditu from March 13 – 19.

Trip to Mbuji Mayi and Mwene-Ditu

In Mbuji Mayi and Mwene-Ditu, the team was accompanied by Celina Jensen, chief of party for SAFE. Together with SAFE personnel, she facilitated all aspects of the team’s work. Shortly after arrival the team, together with representatives of SC/US, met with the vice governor of Kasai Oriental, Bruno Kazadi. In response to his request, the team also reported back to him on its last day in the province and discussed with him some key observations. Other government officials with whom the team met in Mbuji Mayi were the provincial coordinator of MINAS, Jean Marie Mbolela, who oversees the work of the DIVAS social assistants, and the judge of the Tribunal de la Paix, Anthony Mwamba.



A casuerie in the Bipemba community, Mbuji Mayi

In each of the two cities, the team also met with about half of the DIVAS social assistants (14 in Mbuji Mayi and 10 in Mwene-Ditu). There was also a meeting with Diane Kimboko Ntumba Bitoli, UNICEF child protection officer. On arrival and departure from Mbuji Mayi, the team met with 13 staff members of SAFE, including nine with SC/US, two livelihoods specialists with CARE, and two legal specialists with ABA ROLI.

In Mbuji Mayi, SC/US is focusing SAFE activities in four of the city’s five communes—those where child separation is most prevalent. The team met with four members of the “early warning system” (Système d’Alertes Précoce [SAP]) mobilized by the project in the Simis market in Mbuji Mayi.¹⁵ This is one of the SAP with which the project is working in Mbuji Mayi. There is one SAP in Mwene-Ditu. This group of volunteers, which has been trained by SAFE, has agreed to look for children newly arrived on the street and to inform DIVAS. One of the social assistants can then assess the child’s situation and determine whether to reunite the child with their family, place the child within his/her extended family, or arrange care in a transit center if immediate family reunification or placement is not possible.

¹⁵ SC/US has reported training a total of 51 SAP members in the two cities, Quarter 1 FY 2013 Report, 1 OCTOBER TO 31 DECEMBER 2012, Project SAFE, Save the Children US, p. 4.

This innovative early warning approach was part of the previous Save the Children UK project in Mbjui Mayi and Mwene-Ditu from 2006 – 2011, and has been revived by SAFE.

The team also met on multiple occasions with members of a community child protection network or RECOPE. SAFE has mobilized or re-energized four RECOPEs from the previous SC/UK project in Mbjui Mayi and Mwene-Ditu.¹⁶ The RECOPEs are playing significant roles in identifying households where there are children at risk of separation, monitoring the well-being of children who have been reunited or placed with an extended family member, as well as carrying out community meetings (*causeries*) where information about children's rights and well-being are presented and discussed. The *causerie* the team attended had about 40 participants, just over half of whom were men.

In both Mbjui Mayi and Mwene-Ditu, the team split up to visit children who had either been identified as at risk of separation or who had been reunited with their family or placed in kinship care. The team also visited four transit centers, two in each city (See Appendix 5: Family Visits for details).

A total of 24 VSLA groups with about 500 members had been mobilized by CARE through SAFE at the time of the visit. These have been initiated in *quartiers* identified through the baseline survey as areas in which there is elevated risk of poverty-related separation of children from their families. The team visited a VSLA group in each urban area. One (in Kanitshin, Mwene-Ditu) was having its third meeting at which share payments were made, and the other (in Cibombo, Mbjui Mayi) was having its second. The minimum share amount in the Kanitshin group was 500 Cfr (\$US0.54) and 1,000 Cfr (\$US1.08) in the Cibombo group. One member of the Cibombo group was not able to make a full share payment. The trainer for the group indicated to us that he anticipated discussing with them reducing the share amount. Participants are required to make at least one share payment at each meeting, but they are allowed to make multiple share payments. The Kanitshin group had 22 members present, three of whom were women, and the Chiombo group had 21 members, including three men.

Marcel and John met with Diane Kimboko Ntumba Bitoli, UNICEF child protection officer, who is based in Mbjui Mayi. She explained that UNICEF is providing funding to DIVAS to support training, meetings,

¹⁶ SC/US has reported training a total of 149 RECOPE members in the two cities, Quarter 1 FY 2013 Report, 1 OCTOBER TO 31 DECEMBER 2012, Project SAFE, Save the Children US, p. 4.

supplies, and some travel. It also provides technical assistance. Its concept is to build protective communities with adequate government personnel and services and coordination between government and civil society.

ABA is supporting the work of local magistrates and DIVAS social assistants to identify minors in police holding cells in order to expedite appropriate resolution of cases. Martin met with children in conflict with the law whose cases are being addressed by ABA.

DIVAS Social Assistants

There are 50 DIVAS social assistants in the province, 30 in Mbuji Mayi, and 20 in Mwene-Ditu. SC/US has reported training a total of 48 Social Assistants in the two cities.¹⁷ Some are assigned to work with specific government services, such as the police, the courts, or the Ministry of Gender, Family, and Children, while others have more flexible responsibility for responding to vulnerable individuals and families. Each commune has at least one DIVAS social assistant assigned to it. Their responsibilities are much broader than the children without adequate family care whose situation SAFE is addressing. Their responsibilities extend to responding to any adult or child who is vulnerable for any reason.

Those who become DIVAS social assistants or their supervisors, have not necessarily had any education or training for the work that they are expected to do. Through SAFE, 48 DIVAS social assistants have received training related to their work, and the team was informed that on a daily basis the SAFE reunification officer does on-the-job training and accompaniment with the social assistants. Social assistants appeared to be very grateful for this capacity building. UNICEF in Mbuji Mayi also indicated that they provided funding to DIVAS to support training. SC/US is providing the forms that the social assistants are to use for case management, as well as providing them training in social work skills relevant to family tracing, placement, and (re)integration and case management. The number of cases that individual social assistants reported to have been involved with varied considerably. While most were in the range of one to four, one indicated that he had been involved with 10 cases since the beginning of SAFE. Another said he had dealt with 16.

¹⁷ Quarter 1 FY 2013 Report, 1 OCTOBER TO 31 DECEMBER 2012, Project SAFE, Save the Children US, p. 4

Kinshasa

On March 20, the team met with Lisette Konde and Alain Mesongolo at the World Bank office to get information on the program that the Bank is funding in Kinshasa to support the reunification of street children with their families. It has committed \$10 million for the period August 2011 – August 2015. Funds pass through a Project Implementation Unit that is overseen by the Bank. That unit provides funding to NGOs that provide services to achieve reunifications. The project is working in 11 of Kinshasa's 24 communes. Although prevention of unnecessary family separation is one of this project's goals, there is no household economic strengthening component. Also in contrast to SAFE, DIVAS social assistants do not seem to be playing an operational role in reunifications, other than to oversee placements and sign relevant forms documenting placements. It was suggested during the meeting that World Bank, UNICEF, and USAID should meet on a regular basis to share information on the progress of the two projects and what is being learned. SC/US is one of the NGOs implementing the program, but the team did not have an opportunity to discuss similarities and differences between SAFE and its Bank-funded project in Kinshasa.

Shortly before the DCOF's team's visit, an issue arose concerning the amount and sources of funds committed to support SAFE for the five-year project life. The cooperative agreement with SC/US was signed for \$8.1 million for five years, with project sites to include Mbuji Mayi, Mwene-Ditu, and Bukavu. The project was to start implementation in the first two locations (where SC/US already had a field office) in the first year, and start operations in Bukavu in year two, once a field office had been re-established there. The team worked with the mission's Social Protection Team to gather and review information relevant to the respective programmatic considerations of the project operating in Bukavu or in Bunia.

The team met on March 21 with Maiga Aliou and Florent Booto of UNICEF to discuss issues related to USAID's consideration of whether SAFE should begin operating in Bukavu, as planned, or consider Bunia as an alternative. Subsequent to the meeting, Mr. Booto provided to the mission statistical information on services for orphans and vulnerable children in Bukavu.

The team also attended a monthly meeting of USAID's Expanded Social Protection Partners group, which includes SAFE. Other projects represented are addressing sexual and gender-based violence in eastern DRC. The team debriefed with Save the Children on March 21 and with colleagues at the mission on the following day.

OBSERVATIONS

Strengths and Opportunities

SAFE has many fundamental areas of strength, and some key ones are noted in the following paragraphs.

Committed and Experienced Project Staff

Many of the program staff members working on the SAFE project were involved with the implementation of the previous project. They have deep understanding of the situation of children in the province. Their experience, knowledge, and skills are considerable assets for this project.

Activity Implementation on Track

While project implementation was delayed due to challenges with staff recruitment and delays in signing contracts, the pace of implementation has increased considerably. The full range of project activities was being implemented simultaneously by project teams.

Good Relationships with Provincial Government

There seems to be a good working relationship between Save the Children and the Provincial Government of Kasai Oriental. The vice-governor, the provincial chief of DIVAS, and the DIVAS social assistants all seemed to have considerable respect for SC/US and its work. In fact, the vice-governor of the province demonstrated his interest through a formal meeting upon arrival and a debriefing meeting at the end of the visit. Both meetings were attended by senior provincial officials and the vice-governor seemed very receptive to further exchange.

Valuable Community Partners

Both the RECOPEs and the early warning system groups that have been mobilized are vitally important community partners. The team was very impressed with how much they are doing to respond to the needs of individual children and families. In addition, the RECOPEs are actively engaged in informing and involving their wider communities as well as local officials to support the safety and well-being of children.

Promising Start for VSLAs

Members of the two VSLAs that we visited seemed to be actively engaged and enthusiastic, and were contributing savings on schedule. Among the family members with whom the team met who were not yet members of a VSLA, there seemed to be considerable interest in either joining or forming one.

Continuity of Some Activities from Previous Project

Prior to the SAFE project, from September 2006 through September 2011 USAID had funded SC/UK to implement a project with very similar activities in Mbuji Mayi and Mwene-Ditu, as well as in Kinshasa. During that period, the earlier project (with many of the same personnel) worked with DIVAS and community-based partners to identify, refer, reunify, and support the reintegration of children outside of family care. The SAFE project agreement was signed in April 2012. It became fully operational in Mbuji Mayi in September 2012, effectively leaving a one-year gap in project-supported activities. SAFE project staff indicated that during this gap in project support for activities, government and community partners continued their activities. We were told that DIVAS social assistants continued to reunite some children as well as making visits to police holding cells to secure the release of children under 14 years of age (the age of legal responsibility in DRC). Save the Children staff continued to receive some requests from DIVAS for guidance on technical matters. Transit centers made some requests for assistance to reunify children. RECOPEs continued to refer some cases of child abuse, and a drama troop with whom the previous project had worked continued to do performances on child rights issues. However, despite the reported continuation of activities, the intensity of these activities decreased.

Gaps and Challenges

The DCOF technical advisors also identified areas of project design and operation that they believe should be addressed. These are addressed in greater detail than the above strengths and opportunities, not because, on balance, the project has a preponderance of problems, but with the aim of explaining these observations clearly.

Current Expectations of the DIVAS Social Assistants

There is a fundamental problem regarding the operational roles that the DIVAS social assistants are expected to play regarding the assessment, placement, and reintegration of children. The project was designed, as called for in the Request for Applications to which SC/US responded, to prevent unnecessary separation of children from families, reintegrate children on their own into families, and build local capacities to achieve these results on an ongoing basis. Currently, DIVAS social assistants are expected to play centrally important, operational roles in the case management processes required for assessment, placement, and reintegration. However, this does not appear to be working adequately or consistently. Also, their responsibilities are significantly broader than issues related to supporting family care of children and include responding to the needs of anyone who is vulnerable.

The first indication of shortcomings on the part of DIVAS social assistants emerged during the discussion with members of the early warning system with whom the team met in Mbuji Mayi. Members of that SAP reported that DIVAS social assistants had not responded in a timely way to any of the nine cases that its members had tried to refer since October (when SAFE began). In three cases, SAP members had themselves reunited newly separated children, and in the other six, they referred children to a transit center. In addition, the transit center Bena Dianyi, located in Mwene-Ditu and run by Catholic nuns, reported reunifying 59 children between 2010 and 2012. They indicated that they informed DIVAS about these children needing reunification but received only limited support from social assistants.

The root of the problem of the inadequate performance by the DIVAS social assistants appears to be the failure of the government to provide them an adequate living wage. Through discussions with social assistants, it seems that most are paid a limited salary of around 40,000 Cfr (\$US43) per month. Some social assistants do not receive any salary (but perhaps hope to in the future). In making the point about the inadequacy of their salaries, one social assistant in Mwene-Ditu, whose salary was a bit higher than others, said that he has to pay about \$30 per month for rent alone and that his salary did not leave enough for his family's other living costs. The low level of salaries in relation to living expenses likely reduces the amount of time that the social assistants devote to casework. The social assistants also reported that they do not receive any support for transportation or the use of their mobile phones, both of which are necessary for them to work effectively.

The team was also informed by the social assistants that their specific salary depends on the work that they did previously with the government. They indicated that their salary was reported to come not directly from MINAS but from the line ministry of their assigned area of work (e.g., courts, health services).

The DCOF team concluded that the operational roles currently expected of the DIVAS social assistants do not appear to be a viable way to prevent unnecessary separations nor to achieve family reintegration, even with the ongoing capacity building by SAFE. This conclusion was informed by information indicated above gathered through discussions with key actors during the visit to DRC, as well as by subsequent discussions with individuals with significant experience in working with MINAS and

DIVAS.¹⁸ It was also influenced by a recent evaluation that gives an indication at macro-level of the dysfunctionality of MINAS and DIVAS, for example, concerning the payment of salaries.¹⁹

The current project approach rests on a number of assumptions about the DIVAS social assistants, such as:

- They will work regularly and on a full-time basis;
- Without external financial support, they are willing and able to carry out essential case management tasks to assess children and families and support the reintegration of children into families; and
- Their main shortcoming in relation to effective implementation of their tasks is not having the necessary social work knowledge and skills to implement their case management roles.

In the previous project (2009 – 2011), DIVAS social assistants did play an effective operational role in relation to family placements and monitoring. The final evaluation of that project found that, “Effective stakeholder capacity building enabled local organizations to become more professional and an integral part of the child protection system. The project also helped strengthen the referral system and placed local authorities at the heart of child protection, particularly the Division of Social Affairs (DIVAS) and the Division of Justice.”²⁰ This finding is consistent with the observations from DCOF’s November 2009 visit.²¹ As indicated in the box on page 15, the 2009 visit also recognized the limitations on what could be expected in terms of the roles of the social assistants and the potential for sustainability. What has changed, however, is that in the previous project, SC/UK provided DIVAS social assistants with

¹⁸ On April 10, John Williamson and Martin Hayes had a discussion by telephone with Sylvie Bodineau, who has had extensive experience working with MINAS and DIVAS, and on April 16 with Jim McCaffery of Training Resources Group (TRG) inc., who is overseeing a PEPFAR-funded capacity building project with MINAS and DIVAS in Katanga and Orientale.

¹⁹ FTHM Conseils, *Ministère des Affaires Sociales, Action Humanitaire et Solidarité Nationale: Audit Organisationnel du Ministère des Actions Sociales, Action Humanitaire et Solidarité Nationale: Rapport de diagnostic*, March 2013. For example the following is a translation from page 89 of the report: “It was also observed that the MINASAHSN has no control over the payroll for staff. During the year 2011, the Ministry of Public Service, through the civil service project group, contacted a workforce of 66,103 staff for the Secretariat for Social Affairs, which was paid by the Ministry of Public Service. However, there were only 19,083 agents recognized by the MINASAHSN in January 2012. This means that there were 47,010 fictitious agents in the MINASAHSN. This represents a huge leak of budgetary resources.”

²⁰ Carole Berrih and Jacques Kachuka, *Reducing the separation and abandonment of children in the Democratic Republic of Congo: Final project evaluation report*, February 2012.

²¹ John Williamson and Lynne Schaberg, “Displaced Children and Orphans Fund (DCOF) Trip Report to the Democratic Republic of the Congo, November 01 – 13th, 2009.”

allowances for transportation and mobile phone air time. However, with SAFE, in the interest of sustainability, those payments are not being made.

Considering the formidable obstacles the DIVAS social assistants face in fulfilling their expected role, the following alternatives should be considered by the mission and SC/US:

1. Resume support for transportation and air time;
2. Work with the provincial government to establish a pool of funds to support expenses necessary for casework; or
3. Reduce the operational roles of the DIVAS social assistants, with SAFE giving greater emphasis to building the capacities of civil society groups (SAPs, RECOPEs, transit centers, and other local NGOs and CBOs) to carry out the necessary operational roles.

It is also possible that some geographic reassignment of DIVAS social assistants might be appropriate. The deployment of the social assistants throughout the city seems uneven, with some neighborhoods being under-served. Based on a project visit in December, the mission's Social Protection team has recommended that the social assistants be assigned to communes based on their areas of residence, to reduce challenges related to travel.

The third option above appears to be similar to the role that DIVAS social assistants (the urban counterparts of the DIVAS social assistants) are playing in the World Bank-funded project for reintegrating street children in Kinshasa. The role of the social assistants in that project appears to include overseeing family placements and signing the forms necessary to formalize these placements, while the NGOs implementing the project take responsibility for direct case management. This more limited role may be more realistic than what is currently expected by SAFE of social assistants in Mbuji Mayi and Mwene-Ditu.

Inconsistency in Support to Government Partners

During the discussion with SAFE staff in Mbuji Mayi, the team noted that the approach to financial support for the work of government counterparts that those addressing legal issues took differed from that of staff addressing social case management. As indicated above, it was decided that in the interest of developing an approach to prevention and reunification that would be sustainable, SAFE would not provide funds for transportation or mobile phone air time for the DIVAS social assistants. However, it

became apparent during the discussion with SAFE staff that the ABA component of the program is providing financial support to magistrates and social assistants for transportation and food to facilitate their regular visits to the 20 *cachot* (holding cells). These visits are made to secure the release of children below age 14 who are sometimes held there illegally. The staff member concerned with this portion of the program made the point that without this support, only a fraction of the *cachot* would be visited regularly.

It does not seem appropriate for the project to use two different approaches to supporting the work of government counterparts. Apart from the question of whether such support makes the intervention less sustainable (though more effective), the inconsistency may eventually cause problems for the project's relationship with DIVAS personnel. They may reasonably ask why some colleagues receive support and others do not. It seems necessary for project personnel to review the situation, consult with the mission, and decide what approach to support will be used.

Put another way, where should SAFE position itself on the relief-to-development spectrum? This question was raised during the 2009 DCOF visit to the previous project (See report excerpt on page 15). The mission has taken the position that in Kasai Oriental the project is not working in a humanitarian context, and that its approach should be to build the capacity of local actors to collaborate in carrying out essential services for children and families without dependence on the project. However, from the perspective of the DCOF advisors, this question has not been fully resolved. The inconsistency of responses by DIVAS social assistants to requests from SAPs, RECOPEs, and transit centers for them to assess and respond to cases of highly vulnerable children calls into question the viability of the current approach. Capacity building can increase the skills of the social assistants, and it may increase their motivation. However, it is not yet clear to DCOF that the "no financial support" strategy has a prospect for success sufficient to make it worth sacrificing greater effectiveness in terms of separations prevented, children released from *cachots*, and children reintegrated.

There are fundamental problems with the functioning of governmental services in the DRC, including MINAS/DIVAS that are beyond the capacity of the project to address. It is important that these realities and limitations are recognized by the mission and SC/US, and done so with the aim of making adjustments to achieve as well as possible the results that the project is intended to achieve, all of which are important. There is tension between effectiveness in achieving the first two results (prevention of unnecessary separation and children's reintegration into families) and the third (sustainability). In the view of the DCOF technical advisors, it is important that achievement of the first two results is not overly

constrained in the interest of pursuing sustainability, which may be beyond the range of what is currently achievable.

Excerpt from Report on Previous DCOF Visit to DRC, November 1 – 13, 2009

With the end of USAID/DCOF project funding scheduled for September 30, 2011, SC UK essentially has two options, (1) seek to phase out of its role as the initiating partner with DIVAS, magistrates, and RECOPEs, helping them to find ways to continue their current child protection activities, or (2) secure funds from another source to continue some degree of the support currently being provided. While more sustainable approaches may be possible (option 1), transitioning to them will be a difficult challenge because the assistance that SC UK is and has been providing has created expectations on the part of its partners and because some resources (e.g., for transportation and cell phone communication) are necessarily required for their respective partners to carry out child protection activities.

It is standard practice for DCOF programs to be designed so that when the funding ends, a framework has been created and adequate capacity developed so that the host-country government and citizens are able to continue with key aspects of the program. With two years remaining in the program, the team had many conversations during this trip with SC UK and their partners as to the likelihood that the essentials of the current program could continue beyond 2011 without support from SC UK. The honest answer is that continuation seems unlikely for several reasons. From the beginning, SC UK has provided food, beverages, phone credits, and transportation costs to SAP and RECOPE members and relatively minor salary incentives to key government workers. Given the cultural norms in the DRC, once the SC UK incentives end it seems unlikely that people will continue to exert the necessary effort to perform their job, or use their own funds to contact the relevant government personnel or pay for the transportation of children to a safe location.

The question for DCOF and USAID/DRC is, “Are the usual expectations regarding program sustainability realistic given the DRC context?” Or put another way, where on the relief-to-development spectrum can USAID expect the DRC programs to function? After considerable evaluation, the team believes that the seriously inadequate functioning of the national Government combined with the multitude of challenges present in the DRC means that programs will not have the same chances of attaining sustainability as they would in a more conducive environment. SPANS programs should still be designed and implemented with the goal of transferring responsibility and capacity to host country entities, while acknowledging that this transfer will take considerably longer in a country context like the DRC.

Poor Information Management and Case-Management by DIVAS

There has been instability among DIVAS staff at the provincial level and in the city of Mwene-Ditu. The provincial coordinator of MINAS and the chief of Social Workers for the city of Mwene-Ditu were changed in a short period of one month, which has caused challenges in terms of continuity of collaboration with the SAFE project. It will be important for senior SAFE personnel to continue to engage with the provincial administration to encourage support for stable, effective leadership of DIVAS.

At the time of the visit, the case files of the social assistants were left scattered in piles along the wall of the DIVAS office. The files contain sensitive, confidential information but are not secured in locked cabinets. It is also unclear, given the way the case files were stacked under boxes and furniture, how social assistants are able to access, use, and update these case-folders. The DIVAS social assistants clearly need help organizing, managing, and protecting these files. The picture to the right illustrates the problem.



Case files at the Mbuji Mayi office of DIVAS

Gaps in the Toolkit for Preventing Separation

Currently, SAFE has essentially two tools to address separation related to poverty: (1) training and support to enable a household to initiate or expand a micro-business activity to generate income and (2) support to initiate a VSLA. The team talked with the CARE personnel working with SAFE who are responsible for addressing livelihoods issues, met with households who have been assisted in initiating or strengthening micro-business activities to generate income, and observed meetings of two VSLAs mobilized by SAFE. At this early stage of the project, the economic strengthening activities and VSLAs appeared to be functioning as anticipated. Two gaps were identified, however, at either end of the economic continuum of households that the project is addressing.

At the bottom end of the spectrum are ultra poor households at the level of destitution. Appendix 5 gives an overview of various levels of poverty and the kinds of interventions likely to be appropriate at each of these. During the household visits (See Appendix 4) some of the families appeared to be in a very

precarious situation regarding their livelihoods, and a significant economic shock (e.g., the serious illness of a key household member) could easily push any of them to the level of destitution. It seems certain that project partners, such as the RECOPEs, transit centers, and DIVAS social assistants, as well as project personnel, will likely encounter households at that level, where children's separation is eminent or their survival is at immediate risk. The initiation of micro-business activities is unlikely to be appropriate for a household at the level of destitution. The household first needs to stabilize in order to be able to retain its members and any productive assets, and this requires such "provision strategies" as cash or asset (e.g., food) transfers. Currently, this type of resource does not appear to be available in either Mbuji Mayi or Mwene-Ditu. It seems unlikely that direct assistance in cash or kind will become available on a significant scale in Kasai Oriental, where there is no humanitarian emergency; however, it is worth actively exploring options for securing access to such a resource, even on a limited basis. It is also appropriate to recognize that, if available even on a limited scale, it would be necessary to make such resources available in a low-key way within clear guidelines. Otherwise, they could quickly be overwhelmed.

One possible strategy would be for SC/US/SAFE to continue to advocate with the World Food Program (WFP) to make food aid available in Kasai Oriental. There is a good justification for WFP to do so, because, as the UN Humanitarian action plan has indicated, the Province has the highest rate of severe malnutrition in the entire country.²² On an interim basis, SC/US could consider allocating a small amount of funds for providing direct assistance to a limited number of households whose survival as a unit is at immediate risk and who need to stabilize before they are able to begin income-generating activities.

At the upper level of the spectrum of poor households are those that Appendix 5 identifies as "Families prepared to grow." This would correspond to households who, after participation in one or two VSLA cycles, need a larger loan to grow their business and escape poverty. SAFE's village savings and loan component is promising but needs synergies with one or more microfinance institutions (MFIs), so members who want to increase the size of their businesses will eventually be able to access larger loans in order to do so. However, there are no microfinance institutions in the province. This issue was raised with the vice governor on the last day of the team's visit to the province. SAFE could collaborate with the provincial administration to explore ways to attract MFIs.

²² *Op. cit. Republique Democratique du Congo, Plan d'Action Humanitaire 2013*, p. 97.

Infants and Young Children in Residential Care

Children need the life-long support and connections of a family to grow into adults who can develop fully and contribute to society. This is a major rationale for the SAFE project. For young children in particular, long-term placement in an orphanage can lead to serious long term cognitive, physical, and emotional harm.²³ The DCOF technical advisors were concerned that at least two of the residential care facilities with which SAFE has partnered to secure interim care were providing residential care for infants and young children.

In Mwene-Ditu, the team visited the Mama Kapi and Bena Danyi residential care facilities, which have agreed to serve as transit centers in conjunction with SAFE. The project is working with these facilities to support family reunification and placements, providing the opportunity to help them change this aspect of what they do. Personnel of Bena Danyi indicated that family placement is one of its aims, but that families generally prefer to take in older children. With concerted effort, it seems likely that this facility, which has long-standing credibility in its community, could influence and train families either to provide foster care or to adopt infants and young children. It seems doubtful that the staff of this facility understands the potential long-term harm that the current approach can cause.



Infants and young child at an orphanage run by a partner organization

Recognizing and Responding to Red Flags

Project staff must remain alert to recognize issues that require immediate, careful attention. These “red flags” should be recognized as signals of potential risks to children as direct or indirect results of project activities, including the activities of project partners. In the context of the SAFE Project, the red flags are cases where children may have been put in harm’s way as a result of project activities. A red flag should

²³ A meta-analysis of 75 studies (more than 3,800 children in 19 countries) found that children reared in orphanages had, on average, an IQ 20 points lower than their peers in foster care. See: van Ijzendoorn, Marinus H., Maartje Luijk and Femmie Juffer, “IQ of children growing up in children’s homes,” *Merrill Palmer Quarterly*, Vol. 54, No. 3; See also: Charles A. Nelson III, Elizabeth A. Furtado, Nathan A. Fox and Charles H. Zeanah, Jr., “The Deprived Human Brain: Developmental deficits among institutionalized Romanian children—and later improvements—strengthen the case for individualized care,” *American Scientist*, Volume 97, 2009 May–June, pp. 222-229. DCOF can provide these and other reference materials to SAFE.

mean that a priority and a degree of urgency will be given to understanding the situation. Investigation may reveal that the situation is an isolated incident or is out of the control of project implementers. Nonetheless, they should be considered as important triggers leading to inquiry with the aim of strengthening interventions to reduce risks for children. Three such red flags are described below that were identified during the visit.

Death of Reunified Child: It was indicated by the outreach worker of a transit center that one of the children reunified by the center had died after being reunified with his family. The circumstances of the death were initially unclear but were clarified by the SAFE Project team after it was brought to their attention. The child had been reunified by SAFE and DIVAS social assistants but later left home again before dying of what was suspected as being a congenital condition causing severe anemia. SAFE staff had continued to follow the whereabouts of the child on the streets and later after he went to live in a residential center not involved with SAFE. While child mortality is regrettably frequent in most of the DRC, the fact that the child died after a reunification intervention supported by the project should have immediately been reported to SAFE's chief of party and an immediate assessment done by SAFE. The project is providing social assistants with the training to determine a child's best interests, to follow all of the necessary procedures to prepare for reunification, and to follow up after reunification.

Girl in Detention Center: The Pavilion for Children is a detention center housing approximately 10 to 20 children at a time. Its construction and initial operation were originally funded by an international NGO, which is no longer providing support to it. Children in conflict with the law are placed here until their cases are resolved, as an alternative to their being in the adult prison. It is a confined space with a small open court, three shared toilets, and three shared showers with no doors. There is a small classroom and an adjacent room with bunk-beds. At the time of the visit, all but one of the detainees was boys between the ages of 14 and 17, and the center managers were men. The one girl in the facility appeared to be in early adolescence. She had been in the center for the past two weeks, sharing toilets and bathing facilities with the boys. At night there are no adult guardians, and she was locked up in the classroom by herself to sleep. The girl had been accused of stealing money from her home and was detained in this facility because there was concern that she would escape from another, less secure transit center. The risk of sexual abuse facing this girl on a daily basis in this detention center was apparently very high.

Considering that the Pavilion is a center that receives technical support from the project, SAFE Project staff should advocate with local authorities for safe placement arrangements for girls in conflict with the

law and, as possible, work with DIVAS and the managers of this facility to find immediate options to increase the safety of any girls remanded to this facility.

Child Deaths in a Transit Center: One of the transit centers visited was a small orphanage that had agreed to serve as a transit center in cooperation with SAFE. The project has been providing assistance to improve the facility. Serving as a transit center means that some children would transit through the center pending family placement. Since beginning the relationship with SAFE, five children have transited through this center. However, plans for the residual caseload of children at the center were unclear. At the time of the visit, the center had 18 boys and 17 girls between 2 and 16 years of age. Of serious concern, the founder of the center indicated that on average three to four children had died in the center each year of such causes as malaria and malnutrition. SAFE has provided mosquito nets, but center personnel said that they lacked adequate food. Center staff had mentioned that additional funds were required to purchase a coffin for a child who had died recently. This was another red flag—one that the project has recognized. Project staff should investigate the circumstances of each of the deaths in the past year (e.g., What were the causes? Were there preexisting conditions that caused the deaths? Could they have been prevented by the center?). This obvious red flag should trigger SAFE and DIVAS staff to assess the risks of supporting children’s placements at such a center. SAFE is aware of the dilemma it faces. This orphanage seems typical of many such facilities that exist in DRC and many other sub-Saharan African countries where they have been allowed to operate with little or no oversight. SAFE has helped the facility to begin to improve its operation, and it needs the transit care that this center is providing to help children move from the street back into family care. However, being associated with such a sub-standard facility will also risk the integrity of the project unless substantial further improvements are made soon.

RECOMMENDATIONS

General Program Operations

1. Program staff should remain sensitive to red flag issues, report them immediately to the COP, investigate, and respond as appropriate. The relationship with the problem transit center is an immediate concern.
2. Recognizing that within DRC and internationally there is significant interagency collaboration and exchange underway to identify good practice approaches to children's reintegration, SAFE personnel should identify and document successful approaches and lessons learned. It should share those with DCOF, the Better Care Network, and other relevant bodies.

Work with DIVAS

3. SAFE, together with the mission's Social Protection Team, should review the operational roles DIVAS social assistants are currently expected to play and develop a revised approach to case management that is realistic and effective. Three options are discussed in the Observations section above.
4. SAFE should assist DIVAS senior management to develop a system for coordinating the activities of the social assistants and facilitating information-sharing among them.
5. SAFE should assist DIVAS to physically secure and organize case files.
6. SAFE should review the kinds of support currently being provided to government partners by the project and ensure that these are appropriate and consistent.

Economic Strengthening

7. SAFE, in consultation with the mission, should seek a source of direct assistance (cash or in-kind) to facilitate family stabilization and prevent separation for a limited number of destitute households.

This might include continued advocacy with WFP to make food available, especially for families with reunified children.

8. SAFE should quickly consider the possibility of conducting a baseline and follow-up survey with a sample of VSLA members to assess the effects of VSLA on household economic circumstances and on expenditures for children (e.g., school expenses, meals per day, health care).
9. At an appropriate time, perhaps during the second VSLA cycle, SAFE and CARE could collaborate with the provincial administration of Kasai Oriental to invite an appropriate microfinance institution to visit the province to explore opening a branch there.

Transit Centers

10. SAFE should explore with relevant transit centers how it may be able to assist them in placing any children under 3 years of age (at a minimum) into family care and change their ongoing programs accordingly.

External Coordination

11. SAFE and the Social Protection Team should initiate an ongoing dialogue with UNICEF and the World Bank on children's reunification and reintegration into families.

APPENDICES

Appendix 1: Scope of Work

DCOF DRC Trip SOW

1/8/13

Goal: Review implementation of DCOF funded SAFE Project in the DRC in relation to its aims and project description and the socio-political context.

Locations: Kinshasa, Mbuji Mayi, Mwene-Ditu - DRC

Travel Dates: March 8 to 24, 2013

Travelers: John Williamson & Martin Hayes USAID/Washington
Marcel Ntumba USAID/DRC

Background

DCOF awarded funding to Save the Children to implement a 5-year project in the DRC aimed at strengthening community-based and government services to prevent child separation and to reintegrate separated children in Mbuji Mayi, Mwene-Ditu, and Bukavu. The project, entitled *Soins Appropriés Pour Les Familles et les Enfants* (SAFE), started in April of 2012 and is scheduled to end in April 2017. This is DCOF's first SAFE project monitoring visit. John Williamson and Martin Hayes will represent DCOF and work closely with Marcel Ntumba of the USAID Mission in DRC, their point of contact. Due to irregularity of domestic flights in the DRC, three alternative itineraries are included for the return from Mbuji Mayi.

Trip Objectives

Week One: to meet with relevant partners in Kinshasa to develop a better understanding of the current country context, including challenges and opportunities. This will include meetings with the Mission Director, Representatives from the Ministry of Social Affairs, and Save the Children in Kinshasa.

Week Two: Travel to Mbuji Mayi and Mwene-Ditu to review project activities, meet with project staff and local partners to develop an understanding of progress and challenges for project implementation.

Week Three: John Williamson will remain in Kinshasa an additional 2 days (3/25-26) to work with Social Protection and HIV/AIDS personnel to develop language regarding the expansion to Kinshasa of the current project activities implemented with DCOF and PEPFAR funds in the Mbuji Mayi area and Bukavu

Travel Itinerary

Fri. 3/8: fly out from Washington DC (Martin Hayes) and Richmond (John Williamson)

Sat. 3/9: DCOF Team arrives in Kinshasa

Sun. 3/10: Rest. Quick meeting with Marcel at hotel (11 – 12 am)

Mon. 3/11: 7:30 pick-up, 8 RSO, 9.30 Social Protection, PEPFAR, and Mission Director in-brief and further discussion with Marcel, afternoon meeting with Save the Children

Tues. 3/12: early a.m. fly via UNHAS to Mbuji Mayi (Plan B: Fly MONUSCO)

Wed. 3/13: Meet and plan with Save the Children (Afternoon of the 12th or a.m. of the 13th). Also make the necessary courtesy visits to the Governor's office (10:00 – 11:00), representatives of the Ministry of Social Affairs, and other relevant individuals (Social Assistants and Provincial Coordinator): 2 – 3:30pm.

Thurs. 3/14: a.m. drive to Mwene-Ditu (depart: 8:30. Arrival time: 11:30 am). Site visit (Transit centre Bena-dianyi & Maman Kapi, families with re-unified children, and families at risk of separation: 1 – 4:30pm).

Fri. 3/15: a.m site visit in Muene-Ditu. (Social assistants: 9:00. RECOPE - MUSADI: 11:00 – 12:30), afternoon drive back to Mbuji Mayi

Sat. 3/16: 2012: a.m. site visit Mbuji Mayi, site visit (Transit centres PAFSID & Betu Bana), afternoon- site visit: families with re-unified children, member of VSLA, IGA)

Sun. 3/17: Rest – Mbuji Mayi

Mon 3/18: a.m. site visit Mbuji Mayi (RECOPE - Bipemba, TRIPAIX/legal clinic or visit to prison or SAP afternoon meeting with the Save the Children

Tues. 3/19: Plan A: Fly UNHAS back to Kinshasa (Plan B: Fly MONUSCO, Plan C stuck in Mbuji Mayi)

Wed. 3/20: a.m. meet with the World Bank / 2-4:30 Have an out-brief with Save the Children

Thurs. 3/21: a.m. meet with UNICEF (Plan C: Fly MONUSCO from Mbuji Mayi to Kinshasa) p.m. D.C.'s draft trip report shared via email

Fri. 3/22: Out-brief for the Mission Director a.m. / trip report finalization p.m.

Sat. 3/23: Martin a.m. pre check-in, p.m. fly out

Sun. 3/24: Martin arrive back in the States

Mon. 3/25 and Tues. 3/26: John assists Social Protection, the Health Team and contracting to help write what RFA language or Justification for Exception to Competition language for PEPFAR funding.

Wed. 3/27: John flies out

Wed 3/28: John arrives back in US

Deliverables:

Trip report

RFA/JEC for increased PEPFAR funding for Kinshasa

Funding:

The cost of airfares (UNHAS is approx. \$300 one way x 2 –payable only via fund cite not cash), lodging, per diem, visas, vaccinations, phone conversations, (& if necessary) an interpreter will be covered for John and Martin by New Editions Contract.

Appendix 2: Itinerary

John Williamson, Martin Hayes, and Marcel Ntumba

Day and Date	Time	Activity	Location
Sat. 3/9	8:10	Martin Hayes arrival in Kinshasa	airport
Sun. 3/10		Meeting, Martin and Marcel Ntumba	Memling Hotel
	8:10	John Williamson arrival in Kinshasa	airport
Mon. 3/11	9:00	John and Martin meet with Sara Rasmussen-Tall and Marcel	USAID Mission
		Meeting to discuss PEPFAR funding with Lillian Benjamin and Charlie Mamp	USAID Mission
		Meeting with Diana Putman, Mission Director	USAID Mission
Tues. 3/12	5:00	Pick-up	From Memling
	8:00	Fly via UNHAS – to Mbuji Mayi. arrival time: 11:50 am	From Kinshasa to Mbuji Mayi
	12 – 13:00	Lunch and check-in Hotel	Mbuji Mayi
	13 – 13:40	Meet and plan with Save the Children	Mbuji Mayi
	14 – 14:40	Meet with Vice Governor	Mbuji Mayi
	15:00	Meet with DIVAS	Mbuji Mayi
	16:00	Meet and plan with Save the Children	Mbuji Mayi
Wed. 3/13	8: 30 –9:30	Site visit Dibindi Hospital	Mbuji Mayi
	10 – 11: 00	Meet with provincial Division of Social Affairs	Mbuji Mayi
	11 – 11:00	Meet with DIVAS Social Assistants	Mbuji Mayi
	12- 13:00	Lunch	Mbuji Mayi
	13 – 15:00	Meet with Early warning system in Mbuji Mayi	Mbuji Mayi
	15: 00 to 16:00	Visit to a parents’ causerie in Bipemba	Mbuji Mayi
	16:14	Meet with CARE	Mbuji Mayi
Thurs 3/14	Depart time: 8:30	Drive to Mwene-Ditu. Arrival time: 11:30	From Mbuji Mayi Mwene-Ditu
	11:30	Courtesy visit to the mayor and break	Mwene-Ditu
	12:00	Check in hotel	Mwene-Ditu
	13:00	Lunch	Mwene-Ditu
	14:00	Visit to Maman Kapi Centre	Mwene-Ditu
	14:45	Visit to Bena Danyi Centre	Mwene-Ditu
	15:30	Visit to reunited children	Mwene-Ditu
	16:30	Visit to children at risk of separation	Mwene-Ditu
Fri. 3/15	8:30 a.m.	Meet with Social assistants at Carrefour Hotel.	Mwene-Ditu
	10:30	Visit to VSLA Dinanga (Kanitshin)	Mwene-Ditu
	12:30	Break lunch	Mwene-Ditu
	13:00	Meet with RECOPE members from Bondoyi/ Musadi	Mwene-Ditu
	14:00	Drive back to Mbuji Mayi. check-in MONUSCO guest house	From Mwene-Ditu to Mbuji Mayi
Sat. 3/16	8:30	Visit to PAFSID	Mbuji Mayi

	11:00	Betu Bana center	Mbuji Mayi
	12:00	Visit to families with reunited children in Kanshi	Mbuji Mayi
	13:00	Break	Mbuji Mayi
	14:00	Visit to TUDIKAZE VSLA in Cibombo	Mbuji Mayi
Sun. 3/17		Work at MONUSCO Guest house	Mbuji Mayi
Mon 3/18	9:00	Visit to prison	Mbuji Mayi
	10:00	Visit to legal clinic	
	11:00	Meet with the president of Tripaix and a child who has received legal support	Mbuji Mayi
	13:00	Meeting with Diane Kimboko Ntumba Bitoli, UNICEF Child Protection Officer	Mbuji Mayi
	14:30 to 15:15	Meet with the president of TRIPAIX	
	15:30	Meet with Vice Governor	
Tues. 3/19	8:30	Meet with Save the Children staff	Mbuji Mayi
	Check-in time: 10:35	Fly UNHAS back to Kinshasa	From Mbuji Mayi to Kinshasa
		Return from Kinshasa airport to hotel	to Memling Hotel
		Meeting at World Bank with Lisette Konde and Alain ___ regarding street children program in Kinshasa	World Bank office
	14:30 – 17:00	Attend the Expanded Social Protection meeting	IRC office
		Meeting with UNICEF to discuss Bukavu and Bunia, Maiga Aliou and Florent Booto	UNICEF office
		Lunch break	
	15:00	Out-brief with Save the Children	Save the Children office
Fri. 3/22	9:30	Debriefing with USAID	USAID Mission
		Compile & review data on Bukavu and Bunia	USAID Mission
		Martin's departure for Washington	Kinshasa airport
Sat. 3/23		Compile & review data on Bukavu and Bunia	USAID Mission
Sun. 3/24		John's departure for Richmond	Kinshasa airport

Appendix 3: Key Contacts

Activity	People	Function	Place
Meeting with the Provincial Administration	Bruno KAZADI	Vice Governor	Mbuji Mayi
Site visit: Dibindi Hospital	Fortunat MBUYI Leticia NTUMBA Thérèse MUTOBA	Nurse Supervisor Nutritionist Responsible of Pediatric Service	Mbuji Mayi
Meet with provincial Division of Social Affairs	Jean Marie MBOLELA	Chief of DIVAS	Mbuji Mayi
Meet with Social Assistant in DIVAS	Jean Marie MBOLELA Pascal MUKUNA Jean THUMBA Eva KALALA	Chief of DIVAS Social Assistant Vice President of Social Workers Social Assistant and President of Mediation Committee	Mbuji Mayi
Meet with Early warning system in Mbuji Mayi	Sylvain KALALA Etienne MBUYI Degaule MYOYI Mme KAMWANYA MUTWADI Bijou MBUYI José MPANDA	Président of EWS - East Secretary of EWS East Président of EWS – East SAP Member SAP member SAP member	Mbuji Mayi
Courtesy visit to the mayor	MUKADI KAZADI	Vice of Mayor	Mwene-Ditu
Visit to Maman Kapi Centre	Marie – José KAPINGA Augustin NDALA Paul LUNKOMBA	President of centre Social worker Secretary	Mwene-Ditu
Visit to Bena Dianyi Centre	Josephine MPIKA Pierre NJIMBU	Social Worker Caretaker	Mwene-Ditu
Meet with Social assistants at Carrefour Hotel.	Jacques LUSAMBA : Yone SHAKOB Kerin MUSAWU	Chief of Urban Service of Social Affairs Coordinator of Social Social Assistant	Mwene-Ditu
Visit to VSLA Dinanga in Mwene-Ditu (Kanitshin)	Oscar KALALA Celestin Ngoyi	President VSLA Secretary of VSLA	Mwene-Ditu
Meet with RECOPE members in Bondoyi	Joseph MULUMBA Cecile NGALULA Joseph NSOMPOLA	President RECOPE Bondoyi President RECOPE MUSADI President RECOPE Mwene-Ditu	Mwene-Ditu
Visit to PAFSID	Isabelle LUBUYA Roger MUKOLE	Project Coordinator Social worker	Mbuji Mayi
Betu Bana center	Philippe MUKOPO Frère Augustin KAWULU	Coordinator Supervisor	Mbuji Mayi

Visit to TUDIKAZE VSLA in Cibombo	Nana NGOMBA Félicien MANSAKA	President of VSLA Secretary of VSLA	Mbuji Mayi
Visit to prison	Paul ILUNGA Anatole MALAMBA Dany TSHIUNZA	Social Assistant Social Assistant Social Assistant	Mbuji Mayi
Meeting at UNICEF Sub-office	Diane Kimboko Ntumba Bitoli,	Child Protection Officer	Mbuji Mayi
Meet with the president of TRIPAIX	Anthony MWAMBA	Judge of TRIPAIX	Mbuji Mayi
Meeting at World Bank office	Lisette Konde and Alain Mesongolo		Kinshasa
Meeting at UNICEF office	Maiga Aliou and Florent Booto		Kinshasa

Appendix 4: SPANS Funding History in DRC

Organization	Fund	Activity	Total Obligated	Start Date	End Date
Vietnam Veterans of America Foundation	LWVF	Employees, Orthotics, Prosthetics, PT	\$8,073,383	09/30/96	05/31/06
PACT	DCOF	War affected	\$1,500,000	02/12/03	02/12/06
World Vision International	DCOF	Capacity building, War affected	\$999,738	04/02/03	04/30/06
Handicap International/Belgium	LWVF	Orthotics, OT, Prosthetics, Provide W/C, PT	\$0.00	08/02/02	07/31/05
International Rescue Committee	VTF	Treatment	\$4,375,688	06/24/02	04/30/08
CARE-USA	VTF		\$191,181	10/01/04	09/30/06
Global Rights	VTF		\$300,000	10/01/04	03/31/06
COOPI	VTF		\$2,716,292	09/30/03	09/30/07
Save the Children/UK	DCOF	Capacity building, Street children	\$3,060,577	02/26/99	03/31/03
Save the Children/UK	OVC*		\$740,776	09/30/02	09/30/04
Save the Children/UK	DCOF	Child Witches, children on the street, War affected	\$914,213	05/28/03	08/01/06
Save the Children/UK	DCOF	Child Witches	\$845,637	03/01/05	01/30/07
Save the Children/UK	DCOF	Capacity building, Child protection networks, Child Witches, Government support	\$5,092,445	09/30/06	09/30/11
AIR	LWVF	Provide W/C	\$0.00	09/30/06	09/29/09
International Polio Victims Response Committee	LWVF	Orthotics, OT, PT	\$749,990	09/30/06	06/30/10
UNICEF	DCOF	Child soldiers, Community mobilization, Especially girls , War affected	\$491,644	01/01/09	12/31/09
International Rescue Committee	VTF		\$688,000	05/30/08	05/29/09
COOPI	VTF		\$3,189,183	12/15/08	12/14/11
International Polio Victims Response Committee	LWVF	Orthotics	\$0.00	04/10/04	07/10/06
International Rescue Committee	VOT	Capacity building related to services for gender-based violence survivors	\$11,800,000	09/11/09	09/30/14
International Medical Corps	VOT	Capacity building capacity building related to sexual and gender-based violence survivors	\$11,941,050	07/14/10	07/13/15
Interchurch Medical Assistance	VOT	Capacity building of communities to provide services for sexual and gender-based violence survivors	\$9,712,525	07/02/10	07/01/15
Christian Blind Mission/WL/GSM	LWVF	Provision of prosthetic and orthotic devices and related orthopedic interventions	\$1,995,696	04/01/11	03/31/14
Save the	DCOF	SAFE, prevention of	\$8,043,784	04/17/12	04/18/17

Children/US		separation, reintegration, and capacity building			
International Rescue Committee	VTF	Capacity building	\$5,250,000	09/11/09	09/30/12

* The "OVC" category (for other vulnerable children) was a congressional earmark that existed for a limited period of time and was managed by DCOF. It was not for children affected by HIV/AIDS.

Appendix 5: Family Visits

Family Visits

The following are brief profiles of the situations of some of the children and families visited. They illustrate the kinds of issues being addressed by SAFE.

Mwene-Ditu

A child placed in kinship care

A 15 year-old boy was identified in the market and has been placed with his grandmother. He is going to school. He makes brooms from oil palm fronds that are sold to generate some income. He also helps his grandmother cultivate some of the area around their house. The placement is being monitored by the RECOPE in that community.

Children at risk of separation

A 15 year-old girl and her two younger siblings were living in Ngandajika, a neighboring territory in Kasai Oriental. Their father died and their mother re-married and abandoned them. Someone or some organization helped them to come to Mwene-Ditu, where their parents originally came from, to live with their grandmother. The children are in school, but their grandmother is disabled and appeared very weak and thin. She was not able to stand. The situation of the households seems very precarious, given the grandmother's poor health. The girl would like to become a seamstress. Like the household above, they also make and sell brooms and cultivate the land around the house. The RECOPE is monitoring the situation of the household.

Vulnerable siblings in a kinship placement

A boy, aged 10, together with his three older siblings (ages 12, 13, and 15) were living in eastern Congo. After their parents died, they were brought to Mwene-Ditu by train. An organization there helped them to come to Mbuji Mayi, where a relative agreed to take them in. The boy is 10, but is stunted and appears about 6. His older siblings were not present because they had gone to the market to earn some money by helping to push bicycles carrying heavy loads. None of the children are in school.* The head of the household was employed but is not working because he has TB. There are seven other people living in the household. Clearly these children are at risk in this situation.

* Schools in DRC often will not accept children placed in a family during a school year before the next school term.

Mbuji-Mayi

A child placed in a kinship care

A 9 year-old boy was living with parents in Kananga in the Kasai Occidental. The father died and family members collected household property and chased away the mother and children. An organization found this boy in the main market and put him in the transit center in Kananga then brought him to his elder brother. The boy is now in school and is doing well.

The elder brother is an electrical technician and has his own children. With the income-generating activities and saving skills acquired from the SAFE project, he was able to get new materials for electricity repair, as well as beginning to sell mobile phone airtime. Encouraged by the SAFE livelihoods specialist, he is also encouraging neighbors and friends to form a VSLA, for which SAFE would do training

and provide follow-up support. The placement is being monitored by a RECOPE member in that community.

Family strengthening and reunification

The mother became sick and was unable to care for five children. The father left the household after his wife fell ill. One child died. Three of the remaining children (ages 7 to 15) were placed in a Catholic mission transit center. One 3 year old child remained with the mother because he was still breastfeeding. The three older children stayed in the center for one year. The mother did not visit her children during this year. The center paid for the mother to move to Mbuji Mayi near the center. The center covered the mother's house rental expenses. The mother was also provided with IGA training and funds to start a small business of buying corn from the market and selling it near her house in smaller quantities. Her children were returned to her and she felt that she was able to feed her children through her small business. The 7 and 9 year old children are expected to return to school.

Placement with a grandmother

A five year old boy is being raised by his grandmother. He was living with his parents until his father was killed in a motorcycle accident. The mother feared that she would be blamed for this accident and fled. The child was put into the Catholic Mission transit center for one year. The boy's grandmother was traced and he was placed with her. The transit center also trained and provided resources for the grandmother to make soap. She is able to produce and sell enough soap to care for her grandchild.

Two boys in conflict with the law

A 17 year-old boy got into a fight with another boy near his house. The second boy's father stepped in and the police arrested the first boy and brought him to the police station where he says that they beat him up and stole his clothes. He stayed at the police station overnight and was brought to the Pavilion for Children in central Mbuji-Mayi. An ABA staff member of SAFE intervened at the Pavilion to ensure that he saw a judge and to facilitate the speedy resolution of his case. The boy stayed at the Pavilion for three days and was released. A mediation committee in his neighborhood continued to monitor the situation between the two boys.

Another 17 year-old boy got into an argument with one of his female classmates. He went to the girl's house to talk with her parents and they called the police. The police took him to the station where he says they beat him. He spent a day at the station and was brought to the Pavilion for Children. An ABA staff member intervened to ensure that he saw the judge and to facilitate the resolution of his case. He spent two days at the Pavilion then was released.

Appendix 6: Family Situations and Implications for Programming

ANALYTICAL FRAMEWORK	
Family Situation	Programming
<p>Families in destitution Have trouble providing/paying for basic necessities (like food) No discernible or predictable source of income but potentially a lot of debt that they can't pay Have no (or very few) liquid assets (like cash savings, livestock, food/crop stores, and personal belongings that could be sold or traded for money) Probably classified as extremely food insecure Take care in understanding whether this situation is chronic (they've been like this for years), transient (they cycle in and out of this situation, possibly in line with the agricultural calendar), or acute (they've only been like this for a few weeks/months, possibly due to a severe shock)</p>	<p>Resilience outcomes: Recover assets and stabilize household consumption Purchasing power outcomes: (Re)build short-term capacity to pay for basic necessities Provision strategies: Cash transfers Asset transfers</p>
<p>Families in transition to/from destitution On the way to destitution (negative trend): evidence of major shock, asset liquidation, reducing meals or dietary diversity, or indebtedness On the way out of destitution (positive trend): evidence of consistent expenses on basic necessities, new income sources, & asset accumulation</p>	<p>Resilience outcomes: Build/utilize self-insurance mechanisms and protect key assets Behavioral outcomes: Hope for future Problem-solving skills</p>
<p>Families struggling to make ends meet Can usually provide/pay for basic necessities (like food) but may not be able to regularly provide/pay for other necessities (like school fees), especially if they require relatively large lump-sum payments Have one or more fairly predictable sources of income Have some liquid assets (as described above), which may fluctuate up and down throughout the year as they're accumulated and liquidated May demonstrate seasonal fluctuations in income/expenses, especially due to the agricultural calendar (i.e., they seem ok for one part of the year but in bad circumstances for another part of the year) Probably classified as moderately food insecure</p>	<p>Resilience outcomes: Build self-insurance mechanisms and protect key assets Expand income and consumption Purchasing power outcomes: Strengthen family capacity to match income with expenses Protection strategies: Money management Savings and credit Financial literacy</p>

Families in transition to/from growth

On the way out of growth (negative trend): evidence of major shock, fewer income sources, lower cash savings, or fewer lump-sum expenses

On the way to growth (positive trend): ability/desire to self-invest in higher income, increased use of credit, or more lump-sum expenses

Resilience outcomes:
Expand/reduce income sources and grow/liquidate assets
Behavioral outcomes:
Plans for future
Solution-seeking behavior / self-reliance

Families prepared to grow

Can usually provide/pay for both basic necessities (like food) and other necessities (like education and basic healthcare) on a regularly basis – they may struggle to make large lump-sum payments but can usually manage it
Have some liquid assets that don't seem to fluctuate quite so much throughout the year

May demonstrate seasonal fluctuations in income/expenses, but again the fluctuation is probably not so dramatic

Probably classified as mildly food insecure

Resilience outcomes:
Smooth income and promote asset growth
Smooth consumption and manage cash flow
Purchasing power outcomes:
Grow family income to enable more/larger investments
Promotion strategies:
Productivity increases
Income diversification

Source: Jason Wolfe, USAID Office of HIV/AIDS, 2011