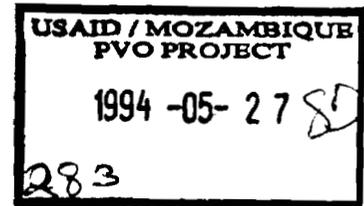


PD-ABJ-468



Save the Children Federation / USA

Sub-regional Children and War Programme

Mid Term Evaluation

Phase I

Malawi and Zimbabwe

Submitted to: USAID / Mozambique

**Evaluation Team:
Isabel Labra
Ivan Labra**

Harare, Zimbabwe, February-March 1994

Index**1. Introduction.****Part 1. Evaluation Method.**

1.1. Objectives.

1.2. Method.

1.2.1. Impact-evaluation Techniques.

1.2.2. Performance Evaluation Method.

1.3. Evaluation Activities.

1.3.1. Perusal of Documents.

1.3.2. Orientation Meeting.

1.3.3. Field-Work.

1.3.4. Data-Processing and Graphics.

Part 2. Description and Analysis of the Sub-programmes.

2.1. Documentation, Tracing and Reunification.

2.2.1. Sub-programme Description.

2.2.2. Sub-programme Analysis.

2.1. Consolacao.

2.2.1. Sub-programme Description.

2.2.2. Sub-programme Analysis.

2.3. Block Programme (Malawi) Activity Programme (Zimbabwe)

2.3.1. Sub-programme Description.

2.3.2. Sub-programme Analysis.

2.4. Skills Training.

2.4.1. Sub-programme Description.

2.4.2. Sub-programme Analysis.

2.5. Child Advocacy.

Part 3. Quantitative Analysis.**3.1. Comparison Between Targets and Programme Outputs.**

- 3.1.1. Documentation, Tracing And Reunification.
- 3.1.2. Psychosocial Initiatives in Malawi.
- 3.1.3. Skills Training in Zimbabwe.
- 3.1.4. Training in C&W Issues/ Activities.

3.2. Programme Impact Indicators.

- 3.2.1. Percentage of Documented Children Reunited.
- 3.2.2. Percentage of Children Assisted by Consolacao.
- 3.2.3. Percentage of Children Assisted in Skills Training and Activity Programme.

3.3. Programme Impact - Under 5 Years Old.**Part 4. Other Evaluation Areas.**

- 4.1. Cost-Benefit Analysis.
- 4.2. Pace of Repatriation.
- 4.3. Estimate of the Caseload. Children at risk of separation.
- 4.4. Programme Structure and Reporting.
- 4.5. Programme Constraints.

Part 5 Conclusions and Recommendations.

- 5.1. Conclusions.
- 5.2. Recommendations.

Annexes.

- 1. Scope of Work.
- 2. List of Documents.
- 3. Schedule. List of Meetings and Interviews.
- 4. Samples of DTR Forms.
- 5. Section on Unaccompanied Children.
Tripartite Agreement.

Introduction:

In 1987 the Government of Mozambique began reporting cases of children who had come out of Renamo controlled areas, and sought external assistance to address their special needs.¹ Since then, Save the Children Federation (SCF) has undertaken several intervention activities based initially in one institution and later, at provincial, national and sub-regional levels. Presently, the programme works with war-affected children in their communities in Mozambique, and in refugee camps and integrated communities in Malawi and Zimbabwe.

The Children and War (C&W) programme in Malawi and Zimbabwe is co-funded by the United States Agency for International Development (USAID) under the PVO Umbrella Support Programme for Mozambique, the US Bureau for Refugee Programmes (BRP) and the United Nations High Commissioner for Refugees (UNHCR). In the past the programme has had other sources of funding as well. USAID funding for the Mozambique Component is for two years, from April 1st 1993 to March 30, 1995. In anticipation for large-scale repatriation, the Malawi and Zimbabwe Components of the programme were funded for an initial period of 1 year, from April 1st 1993 to March 30, 1994.

Following the terms of the grant agreement, USAID hired a two-person team, one Educational Psychologist and one Social Psychologist. They carried out Phase 1 of a two phased, mid-term evaluation, looking specifically at the performance of the programme in Malawi and Zimbabwe. The evaluation of the Mozambican component (Phase 11) of the programme will take place in early April 1994.

SCF prepared the Scope of Work², which was later approved by USAID. The evaluation took place during 18 days: Three days

¹ These children were known as "instrumentalised children" or "child soldiers". The expression "instrumentalised", though, has different connotations. On the one hand, this means a child who has been used as an instrument by adults. On the other hand, in the context of the Mozambican civil war, "instrumentalised" also meant forces that have been used as an instrument by a foreign government. During the early beginning of the project Children and War, the plight of the "instrumentalised" children received substantial attention from the media, which was particularly irritating for Renamo. Renamo still fear that the media might continue to publish such stories. This is not helping the reunification process, and the consultants preferred the use of descriptive terms only.

² The Scope of Work can be found in Annex 1

orientation and debriefing, three days report writing and 12 days of field work.

In the refugee camps of both countries the consultants observed several hundreds of children participating in dancing, singing, recreation, drawing, vegetable growing and skills training. Some of these children are unaccompanied, living either with foster parents or on their own. This provides a healthy atmosphere that promotes psychosocial development.

For the purposes of this evaluation, the consultants distinguished between the following sub-programmes:

- 1) Documentation, Tracing and Reunification.
 - 2) Consolacao.
 - 3) Activities/ Block Programme.
 - 4) Skills Training.
 - 5) Child Advocacy and Policy Making.
- Part 1 of this report contains the evaluation methodology: Objectives, method and activities.
 - Part 2 contains a description and a narrative assessment of the sub-programmes.
 - Part 3 contains the quantitative analysis of each sub-programme outputs compared with the targets.
 - Part 4 contains other evaluation areas, following the assignments coming from the orientation meeting. Parts 3 and 4 follow step-by-step the Attachment 2 of the Grant Agreement and the Terms of Reference.
 - Part 5 contains the conclusions and recommendations.

Part 1. Evaluation Method.

1.1. Objectives.

The objectives of the evaluation are:

- A. USAID obtains the necessary information on the efficiency and effectiveness of the programme with respect to the funds granted the project.
- B. SCF's Sub-regional C&W Programme obtains concrete recommendations to strengthen and improve the programme through insight to the problem areas highlighted by the evaluation report.

1.2. Method.

1.2.1. Impact-Evaluation Techniques.

Impact-evaluation techniques require a precise estimate of the size of the project's target group, variables, sampling procedures, and "before-after" measurements.

The impact-evaluation of the C&W programme would have required the following:

- A. The number of war-affected children staying in Zimbabwe and Malawi refugee camps. This would have given the basis for an estimate of the percent of the war-affected children effectively reached by the project.
- B. The measurement of the characteristics of the war-affected children before the project period. This would have provided the basis to estimate children's psychosocial improvement that is attributable to the project's activities.

Given the nature of the refugee problem, estimating the size of the target group becomes a kind of population census, which is not easily achievable and clearly beyond the scope of the present project. The refugee population is enormous and the registration process is extremely unreliable, to mention but a few factors involved. The measurement of the psychosocial status of the war-affected children before the project, belongs to the field of clinical (individual) psychology rather than social-scale phenomena.

As it stands now, the project's "baseline study", is the cumulative number of children assisted by C&W at the beginning of the present grant period (April 1993). This does not provide the basis to estimate the impact of the project on the target group.

1.2.2. Performance Evaluation Method.

The performance evaluation consists in a comparison between what the programme set out to do and what it was effectively able to achieve, and this is the case of the present evaluation. Therefore, the evaluation tools were the Scope of Work, other assignments given to the consultants during the Orientation Meeting, and the Project Document. In particular Attachment 2 to the Grant Agreement, which states the expected project outputs. The consultants compared them with the project performance during the evaluated period, April 1st 1993 to March 30th 1994,³ as revealed in the project's reports, technical documents, and information gathered during the field visits, meetings and interviews.

The evaluation method was as concrete as possible, avoiding repetition of subjects already addressed in the programme literature. The approach included ample discussions with the Project's staff throughout the evaluation process.

The assessment of the quantitative performance of C&W programme proved a very difficult task. At times the expected project outputs do not correspond with the nature of the refugee problem⁴ and the design of the monthly and quarterly tables do not follow generally accepted statistical procedures. Because of this, adding up the project outputs during the grant period was extremely hard and time consuming.

1.3. Evaluation Activities:

1.3.1. Perusal of Documents:

The consultants reviewed a host of documents including a previous evaluation report dated May-June 1992, all monthly

³ In actual fact, when the evaluation took place, the programme had compiled figures up to January 1994.

⁴ For example the target "all unaccompanied children documented by Month 2 of the grant agreement". The actual figure of unaccompanied children is just unknown and very difficult to estimate. This problem is discussed in the section 4.3. of this report.

and quarterly reports, workplans, quarterly reports for the BRP, technical papers, training materials, reports on seminars, data-collection materials, and Southern Africa Training and Research Initiative (SATARI) publications, etc.⁵

1.3.2 Orientation Meeting:

The orientation meeting at the USAID offices in Maputo emphasised the need to investigate the programme's cost-benefits ratio, provide an estimate of the pace of the repatriation and its implications for the programme, comment on how long the programme should last and provide an estimate of the programme's caseload.

1.3.3. Field Work:

Over a period of 13 days, the consultants visited Chambuta Refugee Camp in Zimbabwe and travelled to Chimoio, Mozambique to look at cross-border activities. From there, they proceeded to Tete Province, visiting Benga Camp and the SOS Children's Village. They went into Mwanza District, Malawi, for site visits to the camps of Chifunga and Luwani, to Chiumbangame, Mwawa camps in Mangochi District and to Mulange, crossing the border again into Milanje, Zambezia Province, Mozambique, to interview staff of the Provincial Direction of Social Action.⁶ The consultants interviewed several government officers from the related ministries at national, district and local levels, as well as C&W programme officers in each country. The US BRP representative for the subregion, staff of the Red Cross, UNHCR, Halo Trust, Redd Barna-Zimbabwe, Redd Barna-Mozambique and Save the Children UK. In Maputo, Tete, Chimoio and Milanje, the consultants met with Social Action officers.

1.3.4. Data Processing and Graphics.

To compare the targets with the actual project outputs, the consultants spent a good deal of time processing data. The figures from the monthly and quarterly reports could not be just added-up, for the monthly achievements prior to the grant agreement were brought forward all the time. The cumulative totals, as they appear in the project reports, had to be split

⁵ A complete list of documents perused can be found in Annex 2

⁶ The Schedule and the full list of meetings and interviews are in Annex 3

up to obtain the outputs corresponding to the specific grant period. To ease the targets-outputs comparison, the consultants made an effort to present the figures through tables and graphics. This exercise made evident that there is not a clear consensus on the variables, the categories of the variables, indicators and source of data of the indicators.

Part 2. Description and Analysis of the Sub-programmes

2.1 Documentation, Tracing and Reunification.

2.1.1. Sub-programme Description.

One of the most serious consequences of the war in Mozambique was the forced displacement of the population, leading to the separation of children from their parents, relatives and other people from their area of origin. This produced an undetermined number of unaccompanied children in Mozambique and within the refugee population in neighbouring countries.

The search for parents, close relatives, or people from the same village progressively involved a whole set of procedures and co-ordination activities taking place simultaneously in the host countries and Mozambique, under the name "Documentation, Tracing and Reunification" (DTR). This process includes four steps:

When the Camp Administrators or the population detect an unaccompanied child, they inform the NGO staff in charge, usually C&W field workers or Programme Assistants (Activistas).

The staff interview the child trying to obtain as much information as he/she can provide, in order to identify him/her, the conditions of separation and the possible location of the family. This process very often takes more than one interview with the child and with adults who may know the child and/or possible whereabouts of the family.

Programme staff fill in a Tracing Form⁷ and take a picture of the child. Copies of each form go to the State Secretary for Social Action, National Family Tracing Programme, and to the sub-regional C&W data bank in Mozambique and the programme prints posters with the photographs and data on each child. The posters circulate in the refugee camps in Zimbabwe and Malawi and corresponding provinces in Mozambique.

When someone recognises a child, he/she calls in the C&W staff or Activistas, who then complete a Family Verification Form. The staff have to locate the family and take a picture of the would be relative. The staff take the Verification Form and the picture to the child. If he/she recognises the relatives,

⁷ Samples of DTR Forms can be found in Annex 4

and accepts to live with them, the programme reunifies them. Reunifications depend upon the willingness of both the child and the family.

Sometimes people who are not relatives may recognise the children and know the whereabouts or fate of their families. In these cases they also contact the C&W staff or Activistas and the information is again forwarded through the sub-regional data bank to the corresponding place.

The DTR process also includes, in a second database, reports from adults who have "lost" children. They are also included in the tracing programme. The cross matching of both databases provides a valuable tool for the tracing process. It is frequent that more than one relative reports a single child as lost, sometimes in different locations in the same country or in different countries.

Cross-border reunifications require co-ordination with Social Action in Mozambique, other international NGOs like Red Cross, Redd Barna, Save the Children UK etc., as well as authorisation from the camp authorities and UNHCR to move the child. It also involves transport, customs, medical and immigration arrangements, and finally the reunification itself. The programme takes a photograph of the reunification, completes a Terms of Agreement Form and closes the file.

Sometimes reunifications take place from camp-to-camp. In this case, the staff of the new camp of destination undertake follow-up visits. When it is a cross-border reunification, Social Action staff and other NGOs like Redd Barna or Red Cross undertake the follow-up.

2.1.2. Sub-programme Assessment.

DTR requires well trained staff, a uniform set of procedures and criteria, and a database that is accurate and flexible enough to receive and provide information between three different countries, and the different NGOs and Mozambican Government bodies involved.

The process is highly dependent on the accuracy of the collection of primary data. The programme in Zimbabwe is understaffed, and in both countries the Programme Assistants have low levels of literacy. These factors increase the time needed to process the different forms and reduce the

efficiency of the whole process. There are still differences in the understanding of some key concepts of the programme, and this results in additional delays. To be effective, the data bank requires timely feed-back, which is not taking place. The process can be complex and slow. It may take several months or even years.

The most difficult part of the DTR process is the actual tracing of families through inaccessible areas and abandoned villages. Sometimes children are so young and/or so traumatised that they are unable to provide enough information. These factors make the process even more difficult. In addition, the population is highly mobile, has high levels of illiteracy and other beliefs or motivations regarding information. The Mozambican refugee population is understandably fearful. Some of the Programme Assistants in Malawi are former soldiers, and this might contribute to, rather than dissipate, justified or unjustified fears of the population to provide reliable information.

Families complain about the slow pace of reunification: "the families inside Mozambique are already located but the child doesn't come"; "the child is in a camp in Malawi and the parents in Zimbabwe, why are they not brought together?", "the parents were located but now the child is not in the camp anymore", "the child came back to the camp but now the family moved back to Mozambique, we are now appealing to the transit centre to relocate them", etc.

Despite all these constraints, the DTR sub-programme has a sound level of accomplishment of its targets, with substantial involvement of Mozambican refugee volunteers.

2.2. Consolacao.

2.2.1. Sub-programme Description.

The Consolacao Programme began in Malawi in September 1990, "as a community-based enrichment programme addressed to children who have been witnesses or victims of war-related violence in the broad sense"⁸. The Programme aims to provide "a creative, emotionally supportive and culturally appropriate context in which war-affected children can develop socially and emotionally, with emphasis in providing guidance and

⁸ Consolacao Development Manual. C&W Malawi training document.

direct contact with supportive adult role models coming from their communities, to enhance their self assurance of his/her capabilities, creative activities and the learning process of adaptive ways of coping with the consequences of past traumatic experiences"⁹.

The Consolacao Day Programme takes place in two Day Centres, in two shifts that are compatible with the school timetable to encourage school attendance. It consists of a half-day planned set of creative-expressive activities which include drama, drawings, story telling, singing, dancing and craft making. There are group and individual activities. School teachers, relatives, other adults or Programme Assistants refer children with behavioural problems that are coincident with those presented by war-affected ones.

Before inviting a child to join the Day Programme, the Consolacao staff fill in a Screening Protocol, and conduct family interviews and staff group analysis. Each Programme Assistant carries out daily observations of the behaviour of the children, registering it into the individual child's notebook. Each child has an individual file to keep all drawings, stories, writings, together with all the case's documents. The field staff and Programme Assistants meet three times per week to look at the content of the activities and the children's performance. Staff also undertake home visits, family counselling, school follow-up and references to the clinic when the need arises.

The programme encourages children's contributions. Their participation increases considerably as they continue in the programme.

At the same time, the programme carries out training of the Mozambican refugee community and Malawi host nationals, to develop their skills in addressing the psychosocial needs of war-affected children. The field staff training takes place in the local language (Yao) and the team's daily routine allows for continuous on the job training and staff upgrading.

2.2.2. Sub-programme Assessment.

When visiting the sites, the seriousness and commitment of both staff and children captured the attention of the evaluators. Our presence did not disrupt or disturb them. The

⁹ Consolacao Development Manual. C&W Malawi. Training Document.

staff explained what was going on, showed their materials, notebooks, register of attendance, reports, child's files etc. Meanwhile, the rest continued their normal activities. The number of children observed corresponds to the figures reported by C&W. Children answered questions and laughed as any child does in the presence of visitors. Children outside the centre were obviously eager to come in.

The level of organisation of both centres is remarkable, as well as the professionalism that characterises the activities and records. This is even more striking because of the low levels of formal education of the majority of the staff.

The richness of the data kept in the individual files deserves further technical analysis. This will benefit Mozambique with a sample of behaviour of part of their displaced children's population. The experience as a whole deserves a more extensive documentation and analysis, to make it available to other countries.

Contrary to the impression the consultants obtained from the previous Evaluation Report, Consolacao appeared to be well rooted in the local experience, and flexible enough to merge psychological ("western") findings with traditional uses and modalities of intervention with war-affected children. It is true that drawings with pencils and paper are not part of rural Mozambican culture, yet drawings are part and parcel of humankind history, Southern Africa included, long before the development of pencil and paper. The Consolacao Centre appears as a commendable initiative of psychological development and psychological enrichment which is not common in developing countries, let alone rural refugee camps.

2.3. Block Programme (Malawi). Activity Programme (Zimbabwe)

2.3.1 Sub-programme Description.

C&W decided to expand some of the Consolacao activities to all interested children, in an effort to address the scale and scope of the problem, and to sensitise others to the psychosocial needs of displaced children. This also came as a response to the children's interest in joining in, to avoid stigmatisation, and from the consideration that all refugee children have, to a certain extent, been affected by the war. The extension of the Consolacao activities to the community at

large is called "Block" Programme in Malawi and "Activity" Programme in Zimbabwe.

Both of them aim to provide children the opportunity to join recreative, cultural and sporting activities on a weekly or twice a week basis, complementary to school attendance.

The "Blocks" are geographical divisions within Chiumbangame and Mwawa refugee camps. The Activity Programme is based in the villages, corresponding geographical divisions in Chambuta and Mazowe River Bridge Camps. Both consist in promoting organised children's groups devoted to singing, traditional dancing, drama, soccer, netball. The programme includes story telling, drawing, health education, vegetable gardening. The activities are supervised by Voluntary Mozambican Programme Assistants (Malawi) and Activistas (Zimbabwe), all trained and supported by C&W field staff. Competitions and performances take place regularly, to the extent that they are part of the normal life in the camps.

2.3.2 Sub-programme Assessment.

On arrival, Chambuta Camp in Zimbabwe gave the impression of a big community party going on. People were gathering in open spaces throughout the camp. There were drums-beating and singing all over the place. The school was full of children. The Administration, the Clinic and the Food Distribution Centre were all functioning. The evaluation team toured the camp watching the performances of 4 Traditional Dancing Groups and 1 Drama/Music Group, each one of them with a minimum of 50 to 60 boys and girls. Soccer games were also taking place. It was, nevertheless, an ordinary day and the activities were part of the normal life of the children at the camp. Next morning the evaluators had to make themselves available to watch three additional dancing groups. The children were upset as we had not been able to attend their performances the previous day. A 17 or 18 year old Mozambican Activista, looking very professional and concentrated in his/her work, supervises each one of the 8 dancing groups.

The incorporation of adolescents serves a dual purpose. On the one hand, they guide and direct the activities of larger groups of children, and on the other hand, this addresses the needs of the adolescents themselves, who prepare for and practice a social function within a group. In this regard, the

programme, to a certain extent, remedies the disrupted socialisation process.

In some cases, the contents and choreography are vivid war scenes that leave no doubt that the performers effectively lived through such experiences. The groups make their own costumes and instruments, adding a traditional craft component to the dancing. It would be desirable to develop further this experience back in Mozambique, where it might give birth to a structured children's organisation, grouping and linking up these and other children.

In Malawi, the evaluators saw groups of 20 to 30 children gathered in the shade, drawing, telling stories, discussing, under the guidance of a young adult Programme Assistant. This looked more like outdoors school activity than the massive activity observed in Chambuta. This approach, though, allows for more individualised attention and observation of the children. The size of the groups is more manageable, the use of resources more controllable and the register of attendance more accurate. On the other hand, this requires more trained human resources. Soccer for boys and netball for girls are popular activities, with proper leagues, teams "t" shirts, inter-camp games, etc.

Vegetable growing is fully integrated into the timetable of the school, with teachers and Programme Assistants in charge, and good production outputs.

A balanced combination of both, the social-scale and the more individualised approach could yield good results. The programme might also get more support and involvement from the adult refugee community, which might also benefit from learning new ways of caring for children.

2.4. Skills Training.

2.4.1. Sub-programme Description.

Initially C&W attached some of their C&W beneficiaries to existing skills training programmes, run by SCF in Malawi and Zimbabwe. A small number of C&W beneficiaries were trained as trainers and they are presently performing this role. In other cases, the programme recruited craftsmen and women from the refugee community and attached some children to them not only to acquire a skill, but to provide the children with a

structured, organised, formative environment and positive adult models.

The sub-programme is open to all refugee children interested in joining in, and both the unaccompanied and Consolacao children are encouraged to do so.

In Zimbabwe, skills training takes place in the following specialities: carpentry, sandal making, knitting and sewing. Only in carpentry, since January 94, C&W has had a professional trainer who works with Activistas (5 in Chambuta camp). The other three specialities are supervised by skilled refugees without special preparation as trainers.

In Malawi SCF has had a separate skills training programme. This determined that the training under C&W is more structured and with more experience. The activity as such appears more developed. The staff make efforts to find locally available raw materials which can assure the sustainability of the activities. The specialities are carpentry, shoe making and repairs, basket weaving, vegetable growing and knitting. The training benefits from the number of staff (2 programme assistants and 3 craftsmen) and the team approach characteristic of Consolacao. Each type of training has its syllabus to 4 hours per day 3 times a week. The Community Liaison Officers have identified around 300 additional children who want to attend this programme.

2.4.2. Sub-programme Assessment.

The programme has exceeded the targets in both cases. In Zimbabwe, carpentry is a well-organised training with written documents, training programme, evaluation criteria, etc. while sewing, knitting and sandal making are far less structured and look like children gathering to do practical things under adult supervision. There is need to carry out proper training of trainers to equip the volunteers with a training methodology and assist them to structure what they teach into a training programme. Looking ahead, in Malawi, the programme should go into employable, small business oriented skills.

In all kinds of training in the two countries it is necessary to introduce basic economic analysis, aimed to enable the participants to undertake costing (tools, raw materials and labour), pricing and marketing activities that can allow the children to understand the economic reality prevailing outside

the relatively protected environment they are in. Otherwise, it is not possible to break the "donor dependency syndrome" and self-reliance won't become possible.

2.5. Child Advocacy.

In Zimbabwe, the programme has had a definite impact on the UNHCR policy. At the beginning of the organised repatriation process, substitute families were not allowed to join, and as a consequence of C&W intervention, UNHCR has now included them. C&W contributed to the preparation of the section on unaccompanied children of the Second Tripartite Meeting between the Governments of Mozambique and Zimbabwe and UNHCR, held in Harare, Zimbabwe, in June 1994.¹⁰ C&W participated in one cross-border reunification exercise, four cross-border co-ordination meetings and one meeting with street children.

The programme has contributed articles to the Journal of Social Development in Africa, School of Social Work, University of Zimbabwe, which published a specific issue¹¹ devoted to the problem of unaccompanied and other war-affected children.

In Malawi, the programme has participated in 38 advocacy meetings, 8 cross border meetings, made 5 interventions on rations and school issues and 59 individual referrals to clinics. Staff of the programme have been coopted into the Repatriation Sub-committee, chaired by the Ministry of Women and Children Affairs and gathering all NGOs working with refugees in Malawi.

At field level, staff have advocated for unaccompanied children who had been going through difficulties in obtaining their food rations. This has been a hard experience for the staff.

Several children have been admitted to schools after C&W intervention. C&W takes part in the Task Force on Orphans in Malawi, which is a policy making body in that matter. C&W staff presented a paper at a seminar organised by UNICEF. The paper highlighted psychosocial issues and the need to take them into account when formulating policies. The paper received good press coverage.

¹⁰ This section is in Annex 5.

¹¹ Journal of Social Development in Africa, Volume 8 No 2 1993.

In both countries, C&W has a recognised, well-deserved reputation for advocacy with Government, NGOs and UN agencies.

Part 3. Quantitative Analysis.

3.1 Comparison Between Targets and Sub-programme Output. (Attachment 2 Grant Agreement).

3.1.1. Documentation, Tracing and Reunification.

Children assisted during the grant period. Comparison between targets and outputs according to the Attachment 2 of the Grant Agreement. Assignments 1 and 2 of the Terms of Reference.

Target a

TARGETS	ZIMBABWE	MALAWI
All unaccompanied children DOCUMENTED by month 2 of the grant.	117 new children DOCUMENTED, the majority of them by month 4 of the grant. No significant numbers remain undocumented	187 new children DOCUMENTED, the majority of them by month 7 of the grant. Remaining undocumented children: 547. Baseline March 93
	plus 115 cases of lost children, claimed by their relatives.	plus 195 cases of lost children, claimed by their relatives.

Target b

TARGETS	ZIMBABWE	MALAWI
20% of unaccompanied children REUNITED before large scale repatriation began.	179 children REUNITED. 16.4% of ALL DOCUMENTED.	131 children REUNITED. 14.4% of ALL DOCUMENTED.

Target c

TARGETS	ZIMBABWE	MALAWI
Zimbabwe only: all unaccompanied children SCREENED for determination of RISK OF SEPARATION from foster families, by month 2 of the grant.	SCREENING done by month 2, new cases appeared totalling 288 children AT RISK OF SEPARATION by January 1994. 33.1% of all children in the tracing process.	SCREENING started end November 93. 50 children were reported by foster families, unwilling to bring the children with them. January 1994. 6.5% of children in the tracing process.

3.1.2. Psychosocial Support Initiatives In Malawi**Target a**

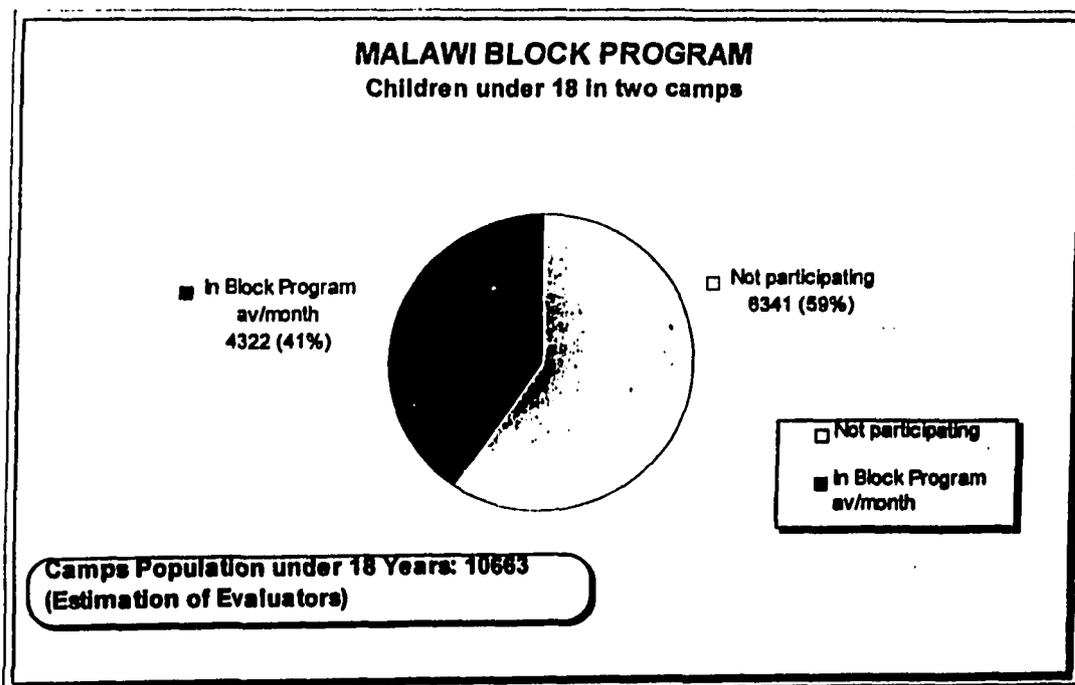
TARGETS	ZIMBABWE	MALAWI
200 children participated in the Consolacao programme.	N/A	Consolacao reached a total of 972 children. 417% of the baseline figure:233 children

Target b

TARGETS	ZIMBABWE	MALAWI
80% of the Consolacao assisted children resumed normal social and psychological development upon completion of the programme.	N/A	The opinion of the trainers interviewed is that the majority of them are progressing quite well. Quick analysis of drawings suggest it.

Target c

TARGETS	ZIMBABWE	MALAWI
4000 children participated in BLOCK PROGRAMMES before large scale repatriation began.	N/A	BLOCK PROGRAMMES shows a monthly average of 4321 children attending the activities.



3.1.3. Skills Training In Zimbabwe Targets a and b

TARGETS	ZIMBABWE	MALAWI
60 war-affected children participated in INFORMAL SKILLS TRAINING before large scale repatriation began.	The programme has just one type of SKILLS TRAINING. 398 children attended during the grant period. This includes training in:	N/A
50 children trained in PRODUCTIVE SKILLS (such as carpentry and sandal making).	-carpentry 60 -sandal making 15 -knitting 74 -sewing 50 (data breakdown: February 94)	JOB SKILLS PROGRAMME 16 trainers and a monthly average of 84.85 trainees attended during the grant period.

Target c

TARGETS	ZIMBABWE	MALAWI
1500 children participated in CHILDREN ACTIVITIES before large scale repatriation began.	A total of 2594 children attended the ACTIVITY PROGRAMME from April 93 to January 1994.	N/A

3.1.4. Training On C&W Issues/Activities.

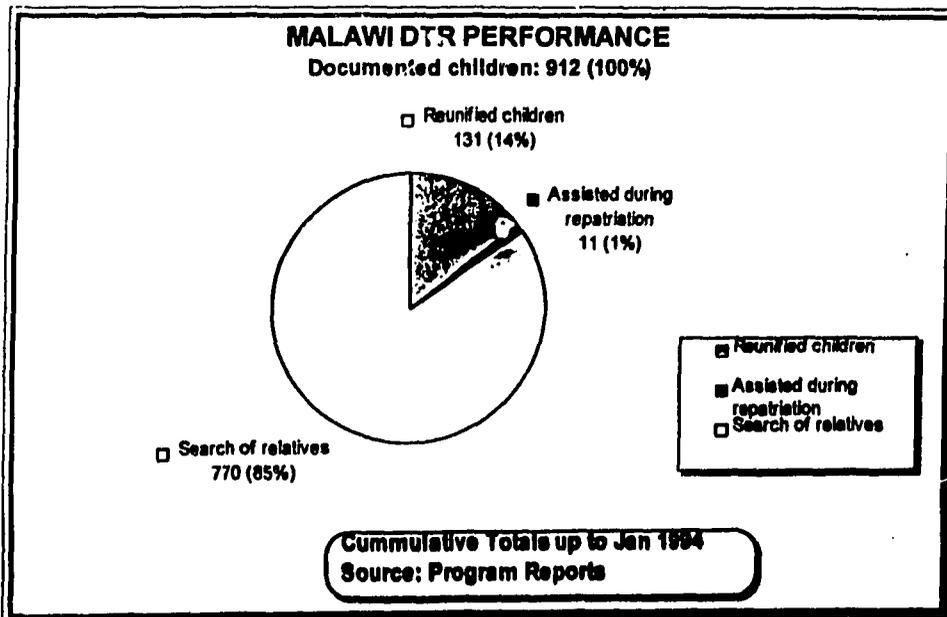
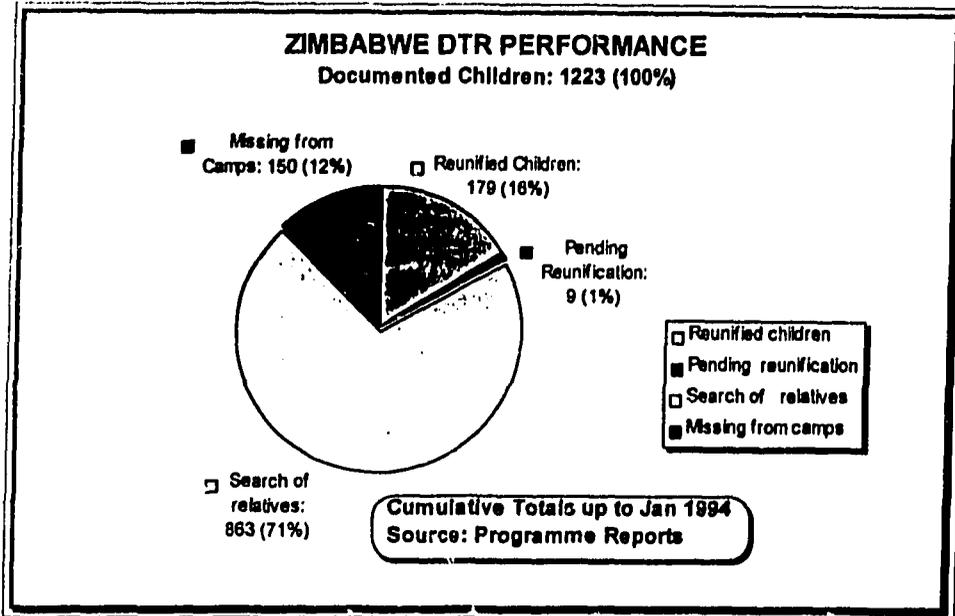
Target a

TARGETS	ZIMBABWE	MALAWI
20 Mozambican interns trained.	113 Mozambican Programme Assistants trained. 40 working with the programme.	805 Mozambicans trained as programme supporters. Visits to 5 camps found 73 working with the programme.

3.2. Programme Impact Indicators. (Scope of Work: Areas of Evaluation).

3.2.1. Percentage of documented children reunited.

Percentage of documented children pending reunification.



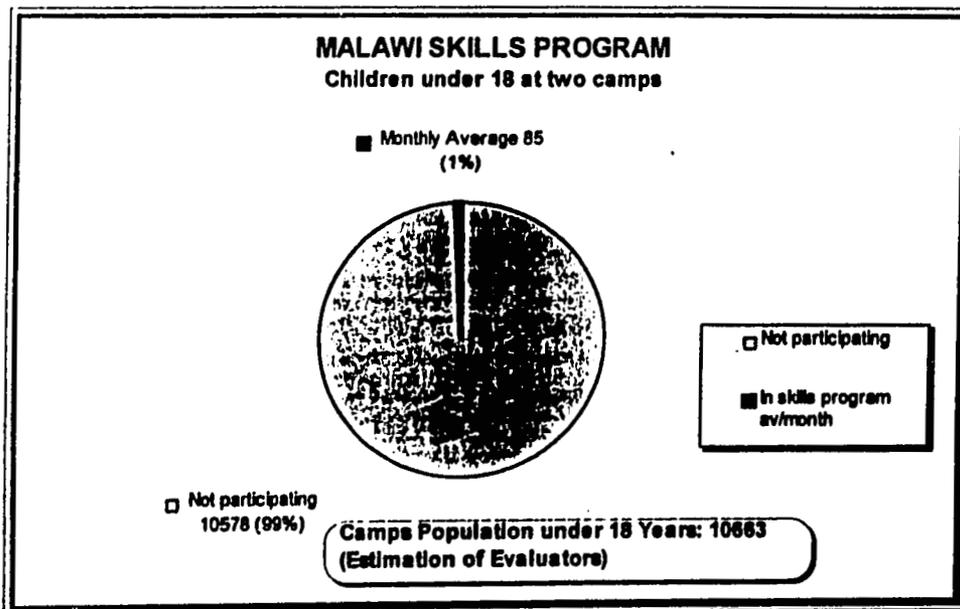
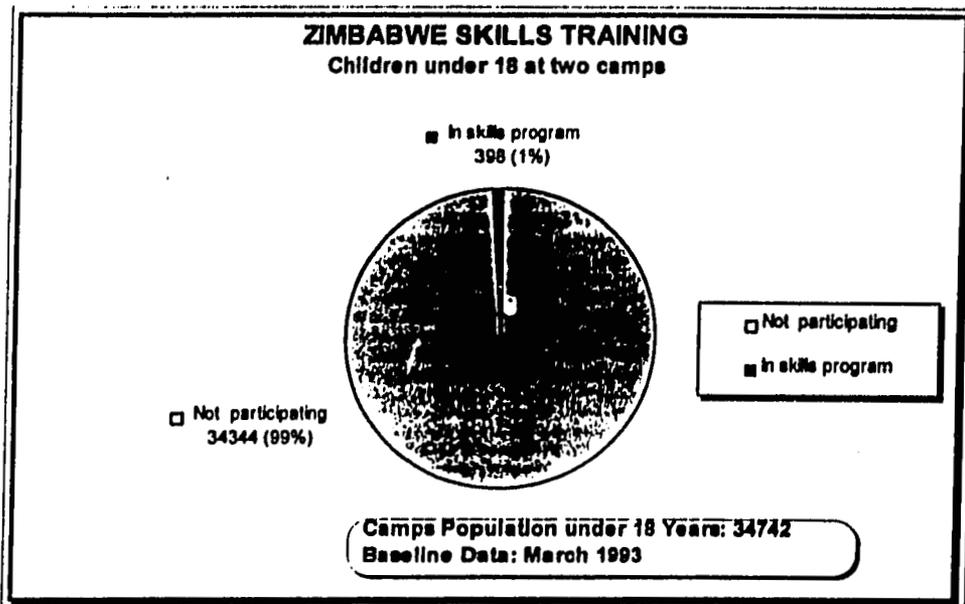
3.2.2. Percentage of children assisted by Consolacao with indications of improved psychosocial functioning.

The assessment of "improved psychosocial functioning" would have required a technical analysis of the 972 Consolacao children's files and record note books. This was beyond the possibilities of the present evaluation, and should be the subject of further psychological research.

3.2.3. Percentage of children assisted in Skills Training and Activity Programmes.

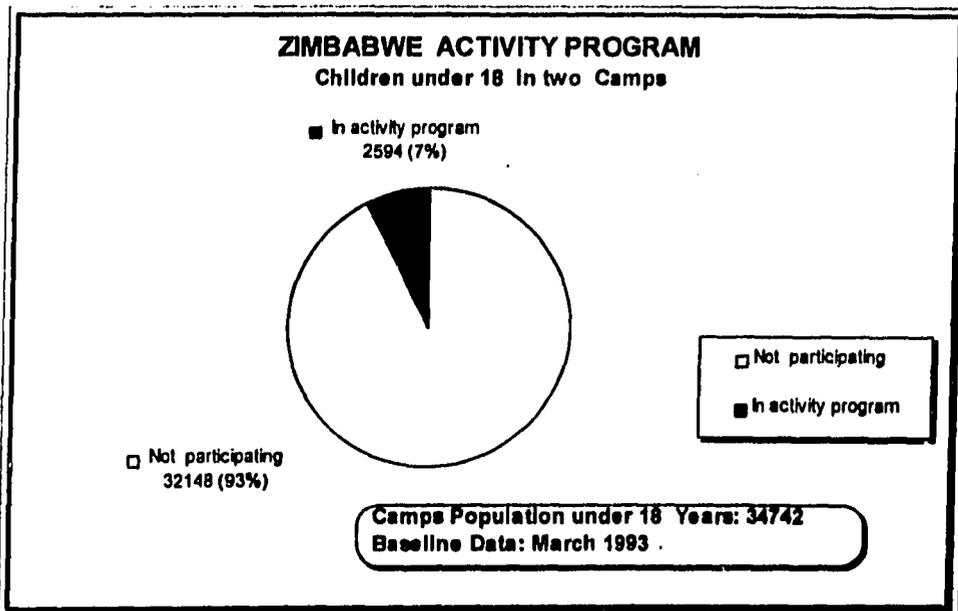
The target "Percentage of children assisted..." does not specify the universe of population, that is to say the 100% used as a framework to estimate the percentage of children participating in activity programme and skills training. We cannot consider as 100 % the total of unaccompanied children, because the programme aims to all children who want to participate, being unaccompanied or not.

As the skills training runs in Chambuta and Mazoe camps in Zimbabwe and in Chiumbangame and Mwawa camps in Malawi, for calculation purposes, we considered as 100% the programme estimate of 34.742 children under 18 years old, which corresponds to 50% of the population staying at the two refugee camps in Zimbabwe. Despite that no estimation of this kind exists in Malawi, we are assuming the same proportion exists in the corresponding two camps, that is to say 10663 children under 18 years old.



Due to the size of the camps' population, the percent of children assisted by the programme appears minimal. A fair assessment, though, has to bear in mind that the programme can

not target all the children under 18 years old. Moreover, in Zimbabwe there is one field worker per camp and one trainer, since January 1994, in charge of two camps. The activities are supervised by voluntary Mozambican refugees called "Activistas" or "Programme Assistants", trained and supervised by C&W. In Malawi 2 Programme Assistants, 3 craftsmen and assistants from the refugee population run the Skills Training Programme.



3.3: Impact Under 5 Years Old. Assignment 4 of the Terms of Reference.

In Zimbabwe there are no activities especially addressed to this age-group. Twenty-nine under fives were initially documented and they have been followed-up as any other DTR children, including a small number of orphaned infants.

In Malawi, C&W trained 5 Social Welfare field workers, who are in charge of the pre-schools in Chiumbangame and Mwawa camps. They have continued to receive technical advice and support from C&W. The Consolacao children make toys and material for the pre-school, benefiting 526 pre-school children.

Part 4. Other Evaluation Areas.

4.1. Cost-Benefit Analysis:

The DTR process, described in Section 2.1.1. of this report, has high running expenses. The lack of any cost-comparison framework, necessarily leads to equate high costs with "expensive", and gives room to a tendency to justify the programme on humanitarian grounds only. It is, therefore, indispensable to carry-out cost-comparison exercises to enable the project's donors to make economic decisions based upon objective data.

To do that, the consultants looked at possible alternatives to the documentation, tracing and reunification of unaccompanied children. The "documentation" part of the process will be necessary whatever alternative is chosen, and therefore, the documentation cost is unavoidable. The institutionalisation of the unaccompanied children, as an alternative to the tracing and reunification programme is considered here as a cost-comparison exercise only.

The running cost for one psychiatric patient in Zimbabwe is approximately Z\$ 6000.00/month or US \$ 8500.00 a year. In the same country, the cost of one child in an orphanage is Z\$ 500.00 a month, or US \$ 700.00 a year for the most basic of care. At the other extreme, the SOS Children's Village in Tete Province of Mozambique provides a long-life,¹² first quality service to 105 children, with 101 staff, and running costs of US\$ 14 to 15,000/month or US \$ 1,715 per child per year.

The Consolacao Programme in two camps in Mangochi District of Malawi assists approximately 400 children, who engage in dancing, singing, drawing, vegetable production and sports that are taking place in the "headquarters" of the programme. Over six thousand children are involved in the same activities taking place directly in the villages, within the boundaries of the refugee camps. The running cost of this programme is

¹² The SOS approach continue to support the children through their professional career, job seeking, marriage, house building etc. Their rules do not allow a child to go to his/her parents if they claim him/her back after admission to the SOS village. There are cases in which children refused to go back to his/her parents, where he/she would never enjoy the amenities that characterise the SOS children's village. There are also parents who have lost Court Cases to recover their child back.

estimated by C&W at US \$ 0.70 per child per month or US \$8.5 per child per year. This compares favourably with the institutional costs mentioned above, and with what any middle class parent might be prepared to pay for his/her children to engage in similar activities.

This is regardless of the fact that institutionalisation is not the policy of the Mozambican Government, and without considering the emotional benefits for the reunified or fostered children. The programme accounts are not cost-oriented and therefore it was not possible for the consultants to work-out the average DTR cost per children.

Nevertheless, the costs of the institutions above do provide a framework for comparison. When reunifying families, the responsibility and costs of bringing-up a child is transferred back to their families and communities, which, in respect to simple finances should prove less expensive in the long run.

4.2. Pace of Repatriation.

A major assumption of the grant agreement states that the large-scale repatriation of Mozambican refugees from Malawi and Zimbabwe would end before the second quarter of the grant period, September 1993. This proved to be incorrect. The large-scale repatriation is still at an initial stage.

Government estimates show that of the initial 140,000 refugees in Zimbabwe, UNHCR, as of January 1994, has organised the repatriation of 10000, and approximately 40000 have repatriated spontaneously.

By the end of 1994, the UNHCR aims to repatriate up to 90000 refugees from Zimbabwe. In Malawi, the UNHCR wants to further stimulate spontaneous repatriation and provide organised repatriation. The last one targets vulnerable groups and those refugees who belong to areas that are far away from their points of entry into Malawi. These figures apply to refugees who have registered into the camps. The number of Mozambicans who settled outside the camps is still unknown. UNHCR is of the opinion that many of these refugees settled within the local communities in both countries are going to register themselves for repatriation once the exercise is in full gear. Zimbabwean camps still reflect small numbers of new arrivals on a daily basis, probably from this population of refugees.

In Zimbabwe, UNHCR emphasised that readily available funds are not sufficient to enable them to meet their projected target for 1994. In Malawi, the spontaneous repatriation is highly dependent on the refugees' own judgment on the peace process and the level of preparedness of UNHCR-Mozambique to set-up food distribution centres inside the country. These two factors may continue to delay the spontaneous repatriation of refugees.

4.3. Estimate of the Caseload. Children at-Risk for Separation.

The refugee population in both countries, mainly in Malawi, where the camps are closer to the border, is extremely mobile. The camps are wide-open areas that accommodate dozens of thousands of individuals moving up and down to neighbouring farming areas and cities. They cross into Mozambique and come back again. This movement takes place mainly around the food distribution time, when the population receives the ration on one side of the border and walks with it to the other. This happens in both directions.

This makes the count extremely unreliable. What is referred to as the "number of refugees" is the number of ration cards issued in one distribution centre. This does not necessarily mean the same number of refugees. The card itself quickly becomes a commodity, bought and sold by refugees or the local population. UNHCR lately undertook a "head-count verification exercise". Results were not yet available.

While the tracing process takes place, the children are fostered within the camp. In Zimbabwe this is done by Redd Barna and in Malawi by the Government Social Welfare and field workers. Now that repatriation has begun, foster families are leaving children behind. There are several reasons for this:

- Back in Mozambique, an extra child might become a burden rather than an asset.
- Fostering was understood as a temporary situation. If the foster family and the child come from different areas, speak different languages, don't share the same beliefs, fostering might not be accepted as a permanent situation. There are several cultural reasons that do not allow families "to receive a child whose totem is not known".

How many of these children actually are or are likely to be in this situation? When the consultants posed this question throughout the field visits and interviews, nobody risked to compromise with a figure.

Social Action in Manica Province estimates that out of the 812 files received from Zimbabwe, there are 180 children whose families are unlikely to be localised due to insufficient information. Social Action said that presently they do not have conditions to receive substantial numbers of unaccompanied children. Social Action in Manica Province is just setting up a programme of localisation and training future foster mothers.

Another problem are the material incentives that other NGOs give to families who host an unaccompanied child. The possibility of obtaining an extra ration card, goods and sometimes the child's labour force, make some families declare their own children as unaccompanied, mainly in Zimbabwe. This causes false documentations, which becomes an extra workload for the programme. This was found out when repatriation began. In Malawi, people sometimes hide unaccompanied children, fearing that some damage could be done to them, and at the end of the day, "he/she is the son/daughter of the late neighbour, and came with us all the way here".

Almost all the officers interviewed during the field visits agreed that the problem of the unaccompanied children shall surface exactly when large scale repatriation begins. One of them said: "Now is when the problem of unaccompanied children starts, and it will become a monster of seven heads if it is not properly taken care of".

Abandonment of fostered children has already occurred. In Zimbabwe there are 3 cases in Chambuta Camp and 8 in Mazowe Camp, and in Manica Province, Social Action had also some cases left behind in the transit centre after the foster families returned with the children from Zimbabwe. In Malawi, there is also the same situation and officers feel that "it is difficult to find foster families nowadays".

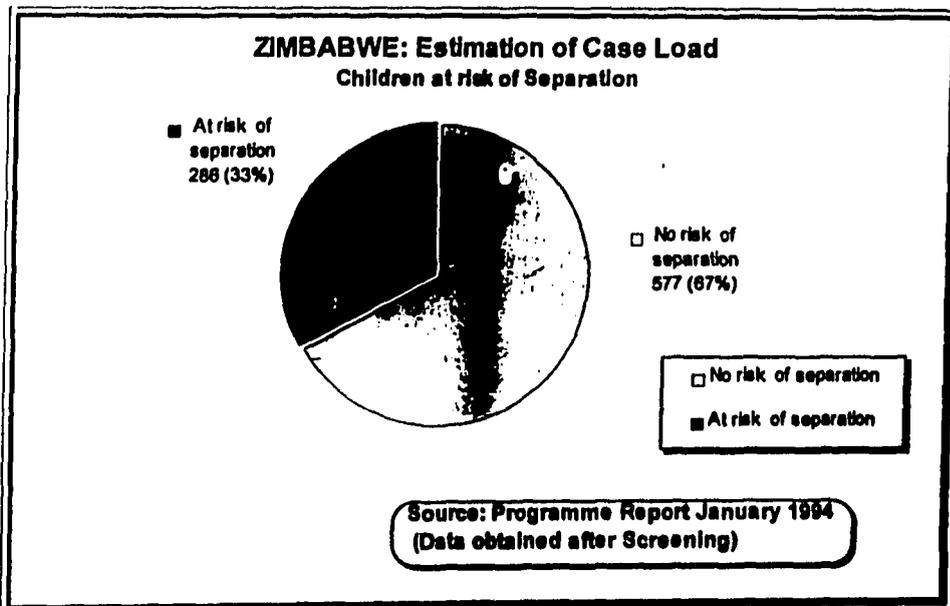
The documentation of unaccompanied children has essentially been completed in the five camps of Zimbabwe. This is not the case in Malawi where the refugee population is seven times larger in the camps. Moreover, there are an unregistered number of Mozambican refugees living in the "integrated

communities". In the Machinga and Mangochi districts alone, the Malawian Government estimates that they number over 20000. In the Malawi camps, documentation of new unaccompanied children is still going on.

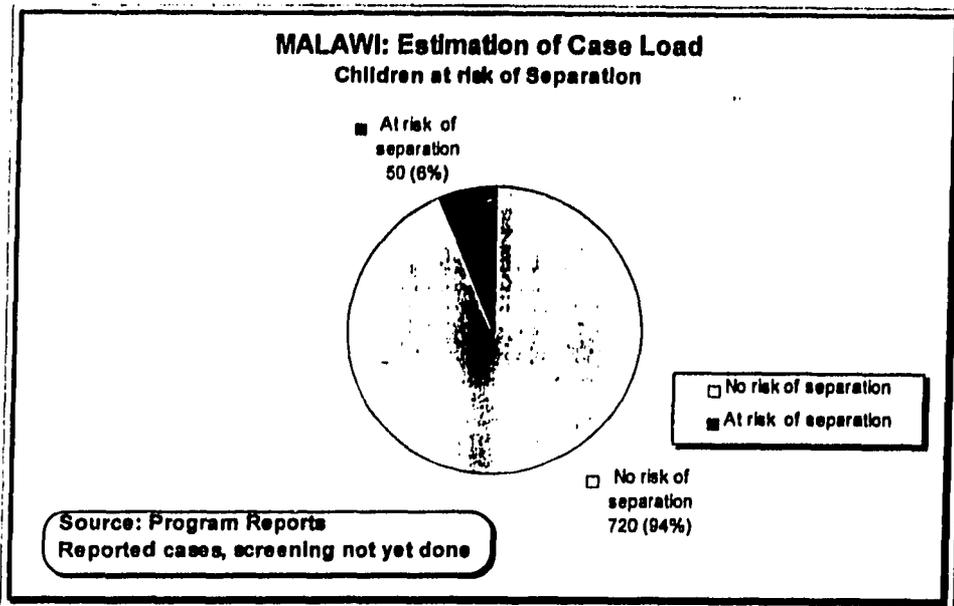
In addition, there are children who do not want to return to Mozambique with their foster families. In Chambuta camp in Zimbabwe, there are 85 children documented by the DTR programme who are missing from the camps, who will probably register for repatriation and will still require attention. This affects mainly adolescents.

In Zimbabwe, the screening shows 286 children at risk of separation. In the initial screenings in Malawi, some 50 families reported their unwillingness to take foster children with them when repatriating to Mozambique.

The opinion of all officers interviewed is that as repatriation goes on, more of these cases will surface.



In Zimbabwe the first screening of children staying with foster families was done in January 1994, and is going to be repeated every three months.



In Malawi there are only 50 reported cases. The screening of the remaining 720 documented children is still pending.

4.4. Structural Aspects.

The Grant Agreement, Attachment 1, Section E, states: "SCF Field Offices in Mozambique, Zimbabwe and Malawi will monitor the C&W programs in their respective countries, however the SCF Field Office Director in Mozambique is responsible for the overall supervision and management of the entire sub-regional program."

The first part of this statement places the C&W programme under the authority of each SCF Field Office. According to the SCF structure, each C&W National Co-ordinator is under the direct authority of the SCF Field Office Director, who in turn is under the authority of the SCF Sub-regional Director.¹³

The second part of the statement leaves the "overall supervision and management of the entire sub-regional program" under the Mozambique Field Office Director.

¹³ In the case of Zimbabwe, the same person performs the positions of SCF Field Office Director and SCF Sub-regional Director.

The C&W Sub-regional Programme has a Sub-regional Advisor. All three C&W National Coordinators regard him as the only person in touch with the programme in all three countries, and consequently, as the head of the programme.

It is certainly difficult for the layman to go through all these levels of authority, and the staff expressed confusion as well. This portrays a situation of double dependency and lack of unity of command which expresses itself in the self-evident co-ordination problems between the Malawi and the Mozambique programme, on the one hand, and between the Zimbabwe and Mozambique programme, on the other.

The cooperation between the offices in these two countries and the Mozambican office must improve substantially, especially in the area of information exchange regarding the DTR activities. This should be a major issue during the Mozambique portion of the evaluation, which shall go deep into the lines of authority for the overall sub-regional programme.

The internal coherence of the programme in Malawi and Zimbabwe individually considered, as well as the good coordination achieved between the two country programmes, is a result of the unity of purpose, good working atmosphere, commitment and good human relations rather than a result of the sub-regional programme structure as such, and there is a need for a serious effort to streamline the lines of authority to achieve co-ordination when and if it does not come out spontaneously from the staff.

Reporting is done on time, but the quantitative reports reveal calculation errors. Narrative reports are too sketchy, missing the richness and complexity of the actual work in the field. The accuracy in the consolidation of the project outputs has to improve.

4.5. Constraints.

Before the present Grant, C&W had been working for two years at a certain level of staff, which was included in the proposal to the USAID. SCF prefunded it during the five months long negotiations. The Grant, though, reduced the funding for staff to a level which is inadequate compared to the number of refugees they are expected to attend. This is partly remedied by the Mozambican volunteers.

This, in turn, leads to another constraint, which is the low levels of literacy of the volunteers who sometimes do not have the necessary skills to accurately seek for and record the much needed data.

Other international NGOs working in the same field have different approaches which lead them to pay allowances to their volunteers and also to provide them with other type of material handouts, this reality threatens the SCF's volunteers participation.

The reporting tables, Attachment 2, Section F of the Grant Agreement, do not follow commonly accepted statistical standards. This is complicated by the fact that the programme deals with population variables, and the staff incharge of data processing has not the necessary skills in population statistics.

The different sources of funding, reporting requirements, project periods etc., constitute an extra and sizeable workload.

Part 5 Conclusions and Recommendations

5.1. Conclusions.

Wars are about religions, races, territories etc., and regardless the issues involved, wars always affect children. In the case of Mozambique, though, the war was largely about children themselves, who were separated from their families in large numbers. Children were not "affected" by the war, but were at the centre of it.

This makes the Mozambique Children and War Programme more complex and difficult than any other similar programme, where children themselves were not a target.

5.1.1 The outputs of the Children and War Programme in Malawi and Zimbabwe in some cases met, and in others by far surpassed the targets stated in the Attachment 2 of the Grant Agreement. The project performance, in qualitative terms, is equally good.

5.1.2 Phasing-out funds for the Children and War Programme activities in Malawi and Zimbabwe at the present moment in time would mean that the children engaged in programme activities are likely to remain idle when such activities decrease. Other social support systems in the camp are also expected to decrease due to the departure of the trained Mozambican Programme Assistants. This might increase the number of street children in nearby cities and eventually augment the number of juvenile offenders.

5.1.3 If discontinued, the lack of documentation, tracing and reunification activities would create a major problem for the UNHCR, which would have to take responsibility for the children left behind by their foster families. It would be far more expensive for this or any other organisation to set-up the programme structures and procedures starting from scratch and ultimately the burden would return to the donor community.

5.1.4 The Children and War Programme has achieved a sound level of co-ordination amongst the different participating NGOs, Government and UN agencies, and enjoys a well-deserved prestige amongst all these institutions. Seminars and staff training activities created a unity of purpose, conceptual

agreement and unity of action which is not common in the NGO world.

5.1.5. C&W in Malawi and Zimbabwe managed to build-up a strong and skilled local capacity which neither of the two countries can afford to loose. The already acquired know-how can be of great benefit once the reunification demands scale down.

5.1.6 The programme has not yet gathered its conceptual framework in a single document, with the exception of the Consolacao Manual. There is still a lot of work to do to continue to unify the terminology, as well as to continue to standardise the data-collection instruments and the data processing process. Despite the high level of co-ordination achieved so far, there is no full agreement around key concepts like "unaccompanied children", "abandoned children" etc. The same happens with almost all the concepts of the programme, which have not yet been formulated in terms of variables, categories of the variables indicators and sources of data for the indicators. This affects the efficiency and effectiveness of the programme as a whole, in particular the DTR process and the consolidation of the programme outputs.

5.1.7 The SCF lines of authority do not favour the placement of all C&W Programmes in the three countries under one single authority that is able to enforce decisions and make co-ordination happen. This may result in fewer children being reunified.

5.1.8 The different sources of funding affect the smooth running of the programme and overload the reporting time.

5.1.9 The programme has a well-deserved prestige amongst the concerned agencies, and has achieved a good standing in its child advocacy role.

5.2. Recommendations.

5.2.1 The Children and War Programme should make an effort to define its concepts in theoretical and operational terms. Once this is done, each variable should be divided into categories, and each category should have its own indicators and sources of data for the indicators. All this work would allow to improve the register procedures and the design of reporting tables that will simplify the monthly, quarterly and yearly

consolidation of the programme outputs. The staff training, seminars and co-ordination meetings would greatly benefit from this. At the same time, the valuable experience achieved by the programme so far would be readily available for other countries undergoing similar situations. In so doing, the programme would have improved the cost-benefit relation.

5.2.2. C&W should introduce the concept of "sub-programme". Under a background and context, aims and developmental objectives which might be common to all sub-programmes, each one of the sub-programmes should outline its specific objectives, outputs, activities, inputs and budget. This would improve the project management, the reporting, and simplify further evaluation exercises.

5.2.3 The activities in Zimbabwe and Malawi should continue during, and hopefully after large-scale repatriation is over. The child population of the camps will be there in large numbers at least during 1994, decreasing during 1995. Amongst these children, the unaccompanied ones are expected to surface exactly when the repatriation exercise is in full gear.

5.2.4. C&W should seek for ways and means of avoiding programme stoppages due to cash flow problems. To achieve the above, within its child advocacy role, C&W might look into the possibilities of organising a donor conference to streamline the funding and standardise the reporting process.

5.2.5. SCF should take the necessary steps to make sure that all three C&W national programmes timely respond to the decisions of a central authority. The coordination between Zimbabwe and Malawi programmes and the Mozambique one must improve, especially in the information-sharing.

5.2.6. C&W Skills Training sub-programme should produce course programmes in most of the training areas, and improve the existing course programmes with a more business-oriented approach. Participants should learn costing, pricing, marketing, and the whole activity shall be oriented towards self-employment, income generating projects or small scale enterprises. Traditional Dance might also generate some income for their members, and C&W might look into the possibilities of developing it into a more formal or professional activity. C&W should begin looking for ways in which the children can use the experience acquired when they return back to Mozambique.

5.2.7. All the Consolacao records, drawings, observations, etc. constitute an invaluable material for scientific research. C&W should undertake this challenge by developing a proper research programme. At the same time, C&W should start looking into how best Zimbabwe and Malawi could use the local capacity achieved by the programme, once the problem of unaccompanied children scales down.

5.2.8. Once each sub-programme has produced its own logical framework, C&W should be in a position to come up with realistic targets. Thereafter, C&W should renegotiate the targets stated in the present Grant Agreement.

Annexes

- 1. Scope of Work.**
- 2. List of Documents.**
- 3. Schedule. List of Meetings and Interviews.**
- 4. Samples of DTR Forms.**
- 5. Section on Unaccompanied Children.
Tripartite Agreement.**

ANNEX 1

SCOPE OF WORK

PHASED MID-TERM EVALUATION

SAVE THE CHILDREN - SUB-REGIONAL CHILDREN AND WAR PROGRAM

* PHASE I - MALAWI & ZIMBABWE (January, 1994)

* PHASE II - MOZAMBIQUE (March/April, 1994)

PROPOSED SCOPE OF WORK AND TERMS OF REFERENCE - PHASE I:

I. TIME FRAME: 18 DAYS (12 FIELD DAYS; 3 DAYS-ORIENTATION AND DEBRIEFING; 3 DAYS- REPORT WRITING)

II. PERSONNEL: TWO EXTERNAL CONSULTANTS
1 FIELD PROGRAM - 1 ORGANIZATION/MANAGEMENT

III. AREAS OF EVALUATION:

A. ASSESSMENT OF PROGRAM IMPACT

An assessment of the Program's impact as defined by the quantifiable objectives contained in Attachment 2 of the current USAID grant document including:

- 1) % of documented children reunited and those verified who are pending reunification
- 2) % of children assisted by Consolacao, with indications of improved psychosocial functioning
- 3) % of children assisted in skills training and activity programs
- 4) Impact on children under 5
- 5) A review of the general status of the repatriation process, including refugee camp population and returnee rates in contiguous provinces of Mozambique
- 6) Effectiveness of C&W assistance to unaccompanied and war-affected children during repatriation
- 7) An assessment of cross-border activity, especially into the provinces of Tete, Manica and Gaza
- 8) Extent of remaining issues in Zimbabwe regarding war-affected Mozambican children
- 9) Review of reporting procedures, administration and sub-regional program coordination
- 10) An assessment of program constraints

IV. SCHEDULE OF REVIEW, PROPOSED INTERVIEWS
AND SITE VISITS

A. Copies of the appropriate grant documents and all reports submitted during the grant period (including the quarterly reports submitted to BRP) will be available to the consultants before the beginning of the actual evaluation. An orientation meeting with USAID program officers in Maputo will take place before the formal evaluation begins. A debriefing for USAID and senior C&W staff will be held in Maputo and will include: Sub-Regional Director, Sub-Regional Advisor, Sub-Regional Refugee Coordinator, Malawi Field Office Director and, the C&W National Program Coordinators from Mozambique, Malawi, Zimbabwe.

B. MALAWI:

1) Interviews with collaborating agencies may include: UNHCR, Finnish Refugee Council, Malawi Red Cross, Office of the President and Cabinet, Ministry of Women's and Children's Affairs and Community Services, US Refugee Coordinator (Lilongwe).

2) Site visits may include the Program Offices in Blantyre and Namwera (Mangochi District), the SCF Field Office in Lilongwe, the Consolacao program in Mwawa and Chiumbangame camps and program activity in Mulanje or Mwanza. A site visits to Accao Social in Tete will be necessary to assess cross-border activity.

3) In addition to field-based staff, interviews with SCF staff will include the Malawi Field Office Director and the Sub-Regional Refugee Coordinator.

C. ZIMBABWE:

1) Interviews with collaborating agencies may include: UNHCR, the Commissioner for Refugees (plus camp administrators), Redd Barna, Zimbabwe Red Cross, Christian Care, the School of Social Work.

2) Interviews with SCF staff will include, in addition to field staff, the Sub-Regional Director and the Sub-Regional Advisor.

3) Site visits may include the camps of Chambuta and Mazowe River Bridge where the activity programs are located. A visit to the collaborating agencies of Redd Barna Mozambique and Social Action in Chimoi, and Chicualacuala in Gaza will take place to help assess cross-border activity.

V. REVIEW MEETING AND REPORT DISTRIBUTION

A. In Maputo, the consultants will hold a briefing for USAID and a one day final review meeting with senior C&W program staff from Mozambique, Malawi and Zimbabwe.

B. The Phase I Evaluation Report will be produced within 30 days of the evaluation's completion and will include distribution to the US Bureau for Refugee Programs through the US Refugee Coordinator in Lilongwe, UNHCR Malawi and Zimbabwe and Red Barnet (Save the Children Denmark) through their Liaison Officer in Maputo.

VI. FUNDING:

A. All costs associated with the Evaluation will be provided for from the current USAID C&W grant in Maputo.

ANNEX No 2

List of Documents.

1. Grant Agreement No 656-0217-G-SS-3016-00 between US Agency for International Development and Save the Children Federation. 7 June 1993.
 2. 1993 Technical Report from Data Bank of Social Action Manica Province. Mozambique.
 3. Social Action : Informative Bulletin No 4/93.
 4. Record of the Second Tripartite Meeting between the Governments of Mozambique and Zimbabwe and UNHCR. Harare, 2 to 4 June 1993.
 5. Policy Guidelines for the care of Orphans in Malawi and Co-ordination of Assistance for Orphans. Task Force on Orphans, July 1992. Government of Malawi, Ministry of Women & Children Affairs and Community Services.
 6. Government of Malawi Statistics on the Mozambican Refugee Population. 31 January 1994.
 7. SCF C&W Program Malawi: Baseline. March 1993.
 8. SCF C&W Program Malawi Quarterly Narrative Reports:
April- June 1993
July- September 1993
October- December 1993
 9. SCF C&W Program Malawi: Monthly Quantitative Reports from April 1993 to January 1994.
 10. Children Reactions to War Trauma. C&W Malawi, training document.
 11. Consolacao Development Manual. September 1990- June 1991.
 12. Consolacao: a Community-Based Enrichment Program for War-Affected Mozambican Children. Development Manual II. July 1992.
 13. Several training materials on the program procedures and formats, as well as case studies, guidelines, sample family and child interviews, Consolacao staff's weekly summaries.
 14. Consolacao, training seminar. February 1991.
- 41

15. Report on Identification, Planning and Repatriation of Vulnerable Mozambican Refugees. August-September 1993. Blantyre. Lilongwe.
16. SCF C&W Program Zimbabwe: Baseline. March 1993.
17. SCF C&W Program Zimbabwe: Quarterly Narrative Reports:
 - April- June 1993
 - July- September 1993
 - October- December 1993
18. SCF C&W Program Zimbabwe: Monthly Quantitative Reports from April 1993 to January 1994.
19. Summary Report: Repatriation of Vulnerable Groups: Field - based Planning and Co-ordination Workshops. SATARI- BRP. Zimbabwe May 2-7 1993, Malawi May 9-13 1993.
20. SCF Sub-Regional C&W Program: Quarterly Reports to the U.S. Bureau for Refugee Programs:
 - January- March 1993.
 - April- June 1993.
 - July- September 1993.
21. Journal of Social Development in Africa. Volume 8 No 2 1993.
22. Directory of Non-Governmental Organisations involved with Mozambican Refugees in Zimbabwe and Malawi. 1993. School of Social Work, SATARI.
23. Not Making Matters Worst: Recognizing and enhancing strengths of displaced children and their families. Summary Report Chimanimani Workshop December 1-6, 1991, and Follow-up Symposium April 29, 1992. Ministry of Labour, Manpower Planning and Social Welfare. Save the Children Federation (USA)- Southern African Sub-region. Co-sponsored by The Ford Foundation and U.S. Bureau for Refugee Programs.

42

ANNEX No 3.

INTERVIEWS AND MEETINGS.
(In chronological order)

1. Mr. Fernando Fazenda
Refugee Support Group. NAR. Maputo.
(Nucleo de Apoio aos Refugiados)
2. Mr. Kirk Felsman
C&W Subregional Advisor.
3. Save the Children UK, Director and staff. Maputo.
4. Secretary of State for Social Action. SEAS. Maputo.
(Secretario do Estado para Accao Social)
5. Ms. Adela Quezada
UNHCR Social Services. Maputo.
6. Mr. Bernard Gumere
Acting High Commissioner for Refugees Gvt. of Zimbabwe.
Harare.
Mr. Mutero
Mrs. Macube
Social Welfare Officers. Min Soc. Welfare. Harare.
7. Mrs. Nonia Temberere.
C&W Field Officer. Chambuta Refugee Camp. Chiredzi,
Zimbabwe.
8. Mr. Patrick Katerere.
C&W Skills Training Supervisor. Chambuta.
9. Mozambican Activistas (5). Chambuta .
10. Mrs. Tehanque.
Foster parent of 3 unaccompanied children. Chambuta.
11. Mr. Diston Gotera
Chambuta Deputy Camp Administrator.
12. Redd Barna Mozambique staff. Chimoio, Mozambique.

13. Mr. Rezende
Head of Social Action, Manica Province. Chimoio,
Mozambique.
Meeting with 5 Technical staff.
14. Ms. Alida Endressen.
Program Officer UNHCR Manica. Chimoio, Mozambique.
15. Mr. Agostino Mamade.
C&W Mozambique DTR Coordinator.
15. Mr. Manuel Rexua
Head of Social Action Tete Province. Tete, Mozambique.
16. Dr. Lutato.
Head of UNHCR Tete.
Mr. Clement Avereyireh
UNHCR Tete Protection Officer. Tete
17. Director of S.O.S. Village. Tete.
18. Mr. Toni David.
Social Action Officer, Benga Camp. Tete.
19. Mozambican Program Supporters (11)
(Activistas de Localizacao. ADLs). Chifunga Camp. Mwanza.
Malawi.
20. Mr. Preston Mzava
Mr. Winston Chamama
C&W DTR Officers. Mwanza.
Mr. Patrick Chatangwa
C&W DTO Field Coordinator Northern Region.
21. Mr. Nestor Kamwana
District Social Welfare Officer. Mwanza.
Mr. Francis Njilima
Malawi Red Cross District Officer. Mwanza.
Mr. Clement Chingangama
Ministry of Children & Women affairs. Mwanza
22. Luwani Refugee Camp Administrator. Mwanza.
Mr. Francis Mangombo
Mr. Chrissey Nyirenda
Multipurpose Social Workers.
23. C&W Field Officers (3) and Programme Assistants.
Chiumbangame Refugee Camp. Mangochi, Malawi.

24. C&W Field Officers (3) and Programme Assistants.
Mwawa Refugee Camp. Mangochi.
25. Mr. Ishmael Ali.
SCF Skills Training Officer. Mangochi.
26. Mr. Dominic Msomali
District Social Welfare Officer. Mangochi.
27. Mr. Paul Issacson
Regional Director BRP.
28. Mr. Chimote
Distribution District Officer. Mulanje, Malawi
Mr. Mikana
Assistant Distribution District Officer
Mr. Livata
Tracing Program Assistant.
Malawi Red Cross.
29. Mr. Dkungani
Assistant Camp Administrator. Mulanje Refugee Camp.
Mulanje.
30. Mr. Konduani Kankondo
C&W DTO Field Coordinator for Southern Region.
31. Mrs. Aliazinha Nazaret
Mr. Arturo Canahuede
Social Action Responsibles for Milanje District. Milanje.
Mozambique.
32. Mozambican Program Supporters (ADLs) (13)
Mulanje Refugee Camp. Mulanje.
33. Mr. John Tsitsi
Tracing Officer Malawi Red Cross. Mulanje.
34. David Chibaka
C&W Data Manager/ Administrator. Blantyre.
35. UNHCR High Commissioner for Refugees Malawi. Blantyre.
Mr. Abdi Jama
UNHCR Program Officer/ Sub-Region Head. Blantyre.
37. Mr. Stanley Phiri
C&W Malawi National Coordinator.

113

38. Mr. Peter Konyera
SCF Malawi Field Office Administrator.

39. Mr. Chatsalira
Mr. Buvayala
Mr. Muyaya
Mr. Mpunga
Senior Regional Officers Ministry of Women and Children
Affairs. Blantyre.

40. Mr. Mhiribidi
Commissioner for Refugees. Govt. of Zimbabwe. Harare.

41. Ms. Simone Wolken
UNHCR Durable Solutions Officer. Harare.

42. Mr. Stephen Kabiseni.
Zimbabwe Red Cross Tracing Program Coordinator. Harare.

43. Mrs. Alexina Rosere
Redd Barna Zimbabwe. Harare.

44. Linile Malunga
C&W Zimbabwe National Coordinator.

ANNEX 4
SAMPLES OF D.T.R FORMS
ZIMBABWE AND MALAWI

FAMILY TRACING FORM

PLEASE FILL THIS OUT IN LEGIBLE CAPITAL LETTERS.
UPON DOCUMENTATION IMMEDIATELY ATTACH 1 PHOTO TO THIS FORM.

Date of documentation Documented by

Organization

CHILD'S FULL NAME

.....
First Surname

Nickname

Sex Age

FATHER'S FULL NAME

.....
First Surname

MOTHER'S FULL NAME

.....
First Surname

ORIGINS OF CHILD

Village

TA/Chief

District

Province

If alive, where does the child believe his/her parents are now?

FATHER

.....

MOTHER

.....

ASK CHILD:

Of all people listed above whom would you like to live with?

.....

Name all previous Villages, Districts, Provinces child has lived in.

	Province	District	Village
1.			
2.			
3			

If child lived in Zimbabwe community/camp

Name area/camp

Province/District/Village

Tell the story of the child's separation from his/her family. Include experiences child may have had, saw, people child was with. Any details which may help to locate the child's family.

.....
.....
.....
.....
.....

Date and place of entry into Zimbabwe

FAMILY VERIFICATION FORM

Date

1. Child's full name
2. Name of relative or person who wants to care for or make contact with child:
..... I.D. NO.
3. Address: House/Quarter NO.....
Village/Bairro.....
District/Province.....
4. Relationship to child
5. How was child recognised (poster, photograph, newspaper, radio, etc)?
.....
.....
6. Other information relating to child:
- Traditional/nickname
- Names of other relatives
-
.....
How and where did they know child?
-
8. Filled out by
- Place of work
- Position.....
9. Preliminary Actions:
- Photograph
- Dispatch information

TERMS OF AGREEMENT

I,
resident of
Bairro/Quarter/House
District of Province of
..... of minor
(Relationship) (child's name)

declare on my honor that I am receiving of MY OWN FREE WILL the above-mentioned child. I pledge that s/he will have all the rights entitled to him/her in the family and in society, and will not suffer discrimination of any kind, in order to permit his/her successful reintegration into the community.

In case of any difficulties, please contact the local SOCIAL ACTION representative as soon as possible.

Date/...../...../

SIGNATURE

REGISTRY FORM FOR LOST CHILDREN

DATE/...../.....

NAME OF LOST CHILD

TRADITIONAL NAME/NICKNAME SEX AGE

PARTICULAR FEATURES

FATHER'S NAME

MOTHER'S NAME

Does child have siblings? Yes No

If YES, indicate names of those ALSO LOST

NAME SEX AGE

NAME SEX AGE

NAME SEX AGE

Please describe SEPARATION

DATE/...../..... PLACE

CIRCUMSTANCES

FAMILY'S ORIGINAL LOCATION

Village Bairro

District Province

OTHER INFORMATION

NAME OF PERSON WHO IS LOOKING FOR THE CHILD

..... RELATIONSHIP TO THE CHILD

EXACT ADDRESS

Bairro Quarter House NO.

Village District Province

Name and function of person filling out this form

.....

.....

64

C) DECEASED:
FALECIDA:

i) When: .../.../... ii) Where:
Quando: .../.../... Onde:

iii) Where buried:
Onde foi enterrada:

iv) Causes of death:
Causas da morte

D) MISSING:
PERDIDA:

i) Date: History
Data: .../.../... Antecedentes

Information obtained/observations:
Ultima informacao/observacoes:

Follow up by: Position
Preenchido por:

6

Family Tracing Form
Localização da Família da Criança

Please write in legible capital letters, in black ink.
Favor de preencher com caneta, em letras maiúsculas

Ref N.º _____

Date: ____ / ____ / ____

- 1) Child's full name
Nome completo da criança

- 2) Nickname / traditional name
Alcunha / nome tradicional

- 3) Sex _____ 4) Age _____
Sexo Idade
- 5) Father's full name
Nome completo do pai

- 6) Mother's full name
Nome completo da mãe

Origins of child / Proveniência da criança

- 7) Village / Neighbourhood / Traditional Authority
Aldela / Bairro / Nome do Regulo _____
- 8) District _____ 9) Province _____
Distrito Provincia
- 10) Mother Tongue _____ 11) Previous School _____
Lingua Materna Escola Anterior
- 12) Teacher's name and class
Nome do professor e classe _____

Documented by
Preenchido por _____

Function
Função _____

13) Living situation of child at time of documentation.
Na altura de documentação, a criança vive com quem?

n) alone yes b) with substitute unrelated adult yes
sozinha *sim* *com uma família substituída* *sim*

c) with relative or extended family yes
com um parente ou família alargada *sim*

14) Name of this adult
Nome deste adulto

15) Relationship
Grau de parentesco

16) Present address of child / Morada actual da criança

a) Name of camp / village b) Block nº or section
Nome do campo / aldeia / bairro *Quarteirão / secção*

c) House number d) Section leader's name
Nº da casa *Nome do chefe da secção*

e) Locality f) District g) Province
Localidade *Distrito* *Provincia*

17) Date of arrival of child at present camp or location
Data de chegada da criança no campo / sítio actual *___/___/___*

18) Tell the story of the child's separation from his / her family. Include details such as where, when and how the child was separated. Say what happened, who the child went with, and any details which might give a clue in looking for family; even rumours.

Contar a história da separação da criança da sua família. Incluir pormenores tal como onde, quando e como a criança foi separada. Contar o que aconteceu, com quem a criança foi, e qualquer outro pormenor que podia ajudar na busca da família; mesmo boatos.

Lista da família alargada. (inc. avós, tios, primos, irmãos, cunhados etc.)

Relative	Complete Name	alive/ dead?	Full address	Place of work	Last contact with child	
					Date	Place
Parente	Nome completo	vivo/ morto?	Endereço completo	Local de trabalho	Último Data	contacto com criança Local
Father / Pai						
Mother / Mãe						

20) Where does the child believe the parents, if alive, are at present?
No parecer da criança, se os pais ainda vivem, onde podem estar actualmente?

Father / Pai _____ Mother / Mãe _____

Ask the child / Pergunte a criança:

21) Do you know anyone else from your village who lives nearby? Who? Where?
Há alguém que tu já conhecias da tua aldeia, neste localidade? Quem? Onde?

22) If it were possible to choose, whom would you most like to live with?
Se for possível, com quem gostarias de viver (tua preferencia)?

Any other information / *Qualquer outra informação:*

Register of Missing Children
Registo de Crianças Perdidas

1) Full name of child being sought
Nome completo da criança procurada _____

2) Nickname _____ 3) Sex _____ 4) Age _____
Aلقunha _____ Sexo _____ Idade _____

5) Father's name _____ 6) Mother's name _____
Nome do pai _____ Nome da mae _____

7) Does the child have brother/sisters who are also missing? YES ___ NO ___
A criança tem irmaos que também se encontram perdidas? SIM ___ NAO ___

8) If YES, write the details below and complete a form for each missing child.
Se SIM, indique as detalhes em baixo e preenche uma ficha para cada criança.

Name/nome _____ Sex/sexo _____ Age/idade _____

Name/nome _____ Sex/sexo _____ Age/idade _____

Name/nome _____ Sex/sexo _____ Age/idade _____

(YOU MAY WRITE FURTHER DETAILS OVERLEAF / PODE ESCREVER MAIS DETALHES NO
VERSO DA FOLHA)

9) Circumstances of separation / Circunstancias da Separação

WHEN? _____ WHERE? _____
QUANDO? ___/___/___ ONDE? _____

HOW? Tell the story of what happened, including any clues as to possible whereabouts, and any subsequent information or even rumours.

COMO? Conta a historia da separação, incluindo quaisquer indícios sobre o possível paradeiro, e qualquer informação que ouvi falar, ou mesmo boato.

10) FAMILY'S ORIGINAL LOCATION / LOCAL DE ORIGEM DA FAMILIA

Village _____ District _____ Province _____
Aldeia _____ Distrito _____ Província _____

11) Name of person seeking child
Nome da pessoa que procura a criança _____

12) Relationship
Parentesco _____

13) EXACT ADDRESS / MORADA EXACTA

House number _____ Area _____ Locality _____
No. da casa _____ Quaterao _____ Localidade _____
District _____ Province _____ Country _____
Distrito _____ Província _____ País _____

14) Other people the child may seek out.

Outras pessoas a criança propria é capaz de procurar.

Relationship	Full name	Full address
Grau de parentesco	Nome completo	Endereço completo

15) Any other information / Qualquer outra informacao

16)

Documented by
Preenchido por

Function
Função

Date
Data

_____/____/____

Recognition Form

Ficha de Reconhecimento

1) a) Full name of child being sought
Nome completo da criança procurada _____

b) Nickname
Alcunha _____

c) Sex
Sexo _____

d) Age
Idade _____

e) Origin and no. of poster/Origem e no. do cartaz (by Manual 3 of/na 2.10) _____

2) a) Name of person recognising child
Nome da pessoa que reconhece a criança _____

b) Relationship with the child (eg. "Mother of child", "Neighbour of family")
Grau de parentesco (ex. "Mãe da criança", "Conhecido da criança") _____

c) Address of this person: District
Morada desta pessoa: Distrito _____

Locality/Camp
Localidade/Campo _____

Village/Neighbourhood:
Aldeia/Bairro: _____

Section/Area
Secção/Quartelão _____

House no.
Casa no. _____

3) Does this person want to live with the child?
Esta pessoa quer viver com a criança? _____

4) Names of other living relatives / Nomes de outros parentes vivos

Name / Nome	Relationship / Parentesco	Address / Endereço

(YOU MAY CONTINUE OVERLEAF / PODE CONTINUAR NO VERSO)

5) Write OVERLEAF any other details which might help find the child's family.
(eg. tell the story which is known, rumours heard, corrections to information)

Escrever NO VERSO qualquer informação que possa ajudar a busca da família.
(ex. contar a história que conhece, coisas que ouvi falar, correções etc.)

Documented by
Preenchido por _____

Function
Função _____

Date
Data _____/_____/_____

NEXT STEP

- a) If a relative who can live with the child, take one photo and send with form.
b) If a person who can contact family, send message asking family to contact us.

PROXIMO PASSO

- a) Se é um parente que quer viver com criança, tirar uma foto e enviar com ficha.
b) Se é alguém que pode contactar a família, enviar mensagem para pedir contacto.

TERMS OF AGREEMENT - MALAWI

I, (Name) _____

resident of _____

Bairro/Quarter/House/Camp _____

District of _____, Region of _____

Country _____

_____ of minor _____
(Relationship) (Child's name)

declare that I am receiving of MY OWN FREE WILL the above mentioned child, I pledge that she/she will have all the rights entitled to her/him in the family and society, and will not suffer discrimination of any kind, in order to permit her/his successful reintegration into the community.

In case of any difficulties, please contact the local Malawi Red Cross representative as soon as possible.

DATE ____/____/____

SIGNATURE _____

ANNEX 5

Second Tripartite meeting between the Governments of Mozambique and Zimbabwe and UNHCR Harare, Zimbabwe, 2 to 4 June 1993.

7.10 Durable Solutions for Unaccompanied Minors/Early Repatriation of Skilled Refugees

7.10.1 Durable Solutions for Unaccompanied Minors

For this agenda item the Commission was joined by representatives of the following NGOs:

- Save the Children Fund (USA)
- Redd Barna - Zimbabwe
- Zimbabwe Red Cross Society.

The Chairman welcomed the NGO representatives to the meeting and hoped that the Commission will benefit from their expertise in dealing with unaccompanied minors.

The Commission concluded, after some discussion on which type of travel document to use for the repatriation of unaccompanied minors, that the VRF be used with the tracing documents attached.

The Zimbabwean Delegation inquired whether the unification procedure reflected in the conclusion on this topic (Part II of this document) can also be extended to unaccompanied Mozambican children not living in the refugee camps.

The UNHCR Delegation raised the issue of Mozambican children in Zimbabwean institutions which needs further study.

The Zimbabwean and UNHCR Delegations felt that the latter issues should be dealt with separately and not in this meeting of the Commission, which at this point in time focuses on the voluntary repatriation of Mozambican refugees residing in the camps in Zimbabwe.

The Mozambican Delegation reiterated that special attention should be given to unaccompanied minors in refugee camps for whom Mozambique would have to look for solutions like foster families or orphanages in Mozambique, should tracing efforts not be successful. The Government of Mozambique will try to use their best endeavours to find such solutions in cooperation with all organizations interested to assist. A policy towards dealing with unaccompanied minors whose families cannot be traced has been formulated in Mozambique but assistance is required to allow for its implementation.

Redd Barna drew the attention of the Commission to the fact that the majority of unaccompanied minors in the refugee camps is now living in foster families. In view of repatriation there will be two options: Either the minor will repatriate with the foster family, or in case this is not desired by either party, will be left behind. Solutions have to be found for those children who find themselves without the support of a foster family due to the repatriation process.

The Chairman concluded that the issue of durable solutions for those unaccompanied minors remaining without family support needs to be addressed in an action-oriented way.

7.10.2 Early Repatriation of Skilled Refugees

The Commission, while agreeing with the concept as such, felt strongly that the early repatriation of skilled refugees should be linked to specific projects for which the skills are required and that this topic should not be understood to mean that all skilled refugees are encouraged to repatriate as soon as possible. If the latter was the case, it could raise expectations of guaranteed employment, the disappointment of which could then lead to a movement of these skilled returnees to the urban centres.

7.11 Logistics Plan for First Phase of the Operation

The Mozambican Delegation suggested that Mossurize district/Manica Province be considered as one possible area of return for the first phase of the repatriation movement. They furthermore informed the Commission that the road from Catandica to Choa has now been rehabilitated up to the Zimbabwean border, making this area accessible for repatriation purposes. It was suggested that the plan for the second phase of the operation be looked into soon and that increased coordination and cooperation not only between the Governments of Mozambique and Zimbabwe and UNHCR but also with UNOMOZ and UNOHAC be sought in order to include the demining of areas relevant for the repatriation in the priority plan and thus increase the accessibility to returnee areas.