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**Save the Children Federation / USA**

**Sub-regional Children and War Programme**

**Mid-Term Evaluation**

**Phase II**

**Mozambique**

**Submitted to: USAID / Mozambique**

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## Introduction.

In 1987 the Government of Mozambique (GOM) began reporting cases of children who had come out of Renamo controlled areas, to raise awareness on their plight<sup>1</sup>. The GOM placed some of the children in the Lhanguene Centre, sought external assistance to address their special needs, and reunified most of them with their families. These activities marked the beginning of the GOM National Family Tracing Programme and the involvement of Save the Children Federation (SCF USA) in documentation, tracing and reunification (DTR). Since then, SCF has undertaken several intervention activities, initially based in one institution and later at provincial, national and sub-regional levels. In Mozambique, the programme has sub-offices in Nampula Province and Chibuto, Gaza Province, and is in the process of opening a sub-office in Tete Province. Children and War (C&W) is also operational in the Provinces of Maputo, Maputo City, Cabo Delgado, Inhambane and Sofala. At sub-regional level, the programme works with war-affected children in refugee camps and integrated communities in Malawi and Zimbabwe.

The United States Agency for International Development (USAID) Mozambique, under the PVO Umbrella Support Programme, provided funding for two years for C&W Mozambique, from April 1, 1993 to March 30, 1995.

Following the terms of the grant agreement, USAID hired a two-person team, one Educational Psychologist and one Social Psychologist, to carry out Phase II of a two-phased, mid-term evaluation, looking specifically at the performance of the C&W programme in Mozambique. USAID approved the Scope of Work<sup>2</sup> after a proposal from SCF. The Phase II of the evaluation

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<sup>1</sup> 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. In the 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 fears that the media might continue to publish such stories. This is not helping the reunification process. The consultants preferred the use of descriptive terms only.

<sup>2</sup> The Scope of Work is in Annex 1.

consisted of 14 days direct fieldwork, 2 days orientation, and 7 days report writing. The consultants reviewed previous evaluation reports, workplans, monthly and quarterly reports and other relevant documents. They interviewed extensively programme officers, Government and Renamo authorities and other agencies involved. The consultants met with 6 community-based programme networks, attended some of their activities and witnessed 4 family reunifications.

The same team had carried out the evaluation of the Malawi and Zimbabwe components of the C&W programme in February-March 1994. In both cases the evaluation methodology is the same. The programme in all three countries has basically the same conceptual framework, sub-regional structure, procedures, target group and other characteristics. Therefore, this report includes, with minor adaptations, corresponding sections of the previous report. Their inclusion here, though, allows independent consideration of the two reports.

- Part 1 of this report contains the evaluation methodology: objectives, method and activities.
- Part 2 contains a description and an analysis of programme activities.
- Part 3 contains the project determinants or the conditions leading to the project performance.
- Part 4 contains the project performance, following the assignments coming from the Scope of Work and the Attachment 2 of the Grant Agreement.
- Part 5 contains other evaluation areas: the conditions for the establishment of a local Non Government Organisation (NGO), relations with Government and other NGOs and the programme constraints.
- Part 6 contains the Conclusions and Recommendations.

## **Part I. 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 to the project.
- B. SCF's C&W Mozambique obtains concrete recommendations to strengthen and improve the programme through insight to the problem areas highlighted by the evaluation report.

### **1.2. Techniques.**

#### **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 unaccompanied and war-affected children in Mozambique.<sup>3</sup> This would have provided the basis for an estimate of the percentage of war-affected children effectively reached by the project.
- B. The measurement of the characteristics of war-affected children before the project period. This would have provided the basis to estimate the children's psychosocial improvement attributable to the project's activities.

The Mozambican civil war affected almost 100% of the country, generating millions of refugees and internally displaced population., estimating the size of the target group, therefore, becomes a kind of population census, which is not

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<sup>3</sup> The Grant Agreement estimates that over 250 000 children in Mozambique are unaccompanied, either in refugee or displacement camps. Most of the Mozambique war-related literature quotes the same figure. The consultants, though, could not establish the original source, nor could they ascertain its accuracy.

easily achievable and is clearly beyond the scope of the present project. The measurement of the psychosocial status of the war-affected children before the project, belong 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). Whilst providing the basis for an assessment of the project performance, this does not provide a basis to estimate the impact of the project on the target group.

### **1.2.2. Performance Evaluation Techniques.**

A performance evaluation consists of a comparison between what the programme set out to do and what it was effectively able to achieve. This is the case in the present evaluation. The evaluation tools were the Scope of Work, other assignments given to the consultants during the orientation meeting at USAID, Maputo, the Project Document and in particular, Attachment 2 to the Grant Agreement, which states the expected project outputs. When the evaluation took place, the programme had compiled figures up to January 1994, representing approximately 83.3% of the evaluation period.

The evaluation method was as concrete as possible, avoiding repetition of subjects already addressed in the programme literature.

The assessment of the quantitative performance of C&W programme proved a difficult task. At times the expected project outputs do not correspond with the nature of the problem<sup>4</sup>, and the design of the monthly and quarterly tables does not follow generally accepted statistical procedures. Because of this, adding up the project outputs during the grant period was difficult and time consuming.

Attachment 2 is not precise as to the cumulative character of the expected programme outputs. At the request of the USAID officers in Maputo, this report includes both, the cumulative

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<sup>4</sup> For example the target "Assistance by Children and War received by 50% of the unaccompanied children in Renamo areas". The total number of children in Renamo areas is just not known, and it is not possible to estimate the 50%.

programme outputs and the programme performance during the specific period under evaluation, April 1st 1993 - March 30 1994, differentiated by individual provinces. In particular, the performance of Nampula Province deserved separate comment.

Save the Children's Field Office in Maputo provides management and logistical support for a number of field programmes. C&W is one of SCF's programmes, the only one with a separate office in Maputo.

The consultants identified problems within this structure and explored them through ample discussions with the project's staff and by using conflict-resolution techniques.

To analyse the conditions for the creation of a local NGO in Mozambique the consultants used as a framework their own personal experience in the creation of a local NGO in Zimbabwe.

### **1.3. Evaluation Activities:**

#### **1.3.1. Perusal of Documents:**

The consultants reviewed a host of documents. These included a previous evaluation report dated May-June 1992, all monthly 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, books and reports on the civil war.<sup>5</sup>

#### **1.3.2. Orientation Meeting:**

The orientation meeting at the USAID offices in Maputo reinforced the assignments in the Terms of Reference and the evaluation guidelines in the Project Document. The USAID officials also requested an estimate of the consequences of the delayed beginning of the project activities.

#### **1.3.3. Fieldwork:**

Except for the fieldwork in Nampula, the travel schedule was continuously revised by the project staff. Times, activities

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<sup>5</sup> A complete list of documents perused can be found in Annex No2

and dates were not adhered to, forcing rapid adaptation to an evolving situation. The schedule actually accomplished is in Annex No 3.

The consultants paid brief visits to camps for displaced persons in Murraza and Inhangoma, in Tete Province, and then proceeded to Nampula Province. There they visited the following community based organisations and networks: the Igreja Evangelica Nova Alianza de Jesus Hebreus, Mutaua Rex, Bairros Namitiue, Namicopo, Rapale, Namitiue/Anchilo. In addition they visited the Early Childhood Education project in Muassina, funded by the Bernard van Leer Foundation. They also made site visits to the provincial orphanage, a transit centre for C&W during the tracing process, as well as meeting Renamo's Provincial Delegation. In Gaza Province, the consultants visited a Renamo Demobilisation Centre in Changanine, a community network in Massivila, C&W offices in Chibuto, and witnessed 4 family reunifications on the outskirts of Chibuto.

#### **1.3.4. Meetings and Interviews.**

In Nampula City, the consultants interviewed the staff of Karibu, a local NGO, and Recrina, a project supported by Ibis, a Danish NGO. At Renamo Headquarters in Maringue, Sofala Province, the consultants met senior Renamo staff, including the Director for Internal Administration and the Head of the Association for the Collection and Protection of Children (ARPC). In Xai-Xai, Gaza Province, the evaluation team met Caritas staff and the SCF PVO Project Officers<sup>6</sup>. Back in the Capital, Maputo, the consultants interviewed officers from United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross, the United Nations Humanitarian Assistance Committee (UNOHAC), and senior officers of the Mozambique Direction of Social Action.<sup>7</sup>

#### **1.3.5. Data Processing, Analysis and Graphs.**

To compare the programme's targets with actual project outputs the consultants spent a good deal of time processing data. The

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<sup>6</sup> SCF, for one of its projects, uses the name "PVO Umbrella Support Project", that is also the name of the USAID project which provides C&W funds.

<sup>7</sup> The list of meetings and interviews is in Annex 4.

programme produces statistics and other information that does not always fit the reporting tables. The consultants felt there was too much reliance on verbal, undocumented reports on the numbers of reunified children. The programme often produces aggregated figures without sufficient breakdown to allow a satisfactory check on their reliability. If one child receives varied types of assistance, he/she is entered into the programme statistics multiple times. Therefore, the figures from the monthly and quarterly reports could not simply be added-up. To ease the targets-outputs comparison, the consultants made an effort to present the figures through tables and graphs. This exercise made evident that there is not a clear consensus on the variables, categories of the variables, indicators and their sources of data.

## Part 2. Description and Analysis of Programme Activities.

### 2.1. Documentation, Tracing and Reunification.

#### 2.1.1. 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<sup>8</sup> and within the refugee population in neighbouring countries.

Inside Mozambique, unaccompanied children can stay in camps for displaced people or villages. According to their ages, those children coming out of Renamo-controlled areas either join with or are brought by adults walking out of these areas towards neighbouring villages or camps. Recently, Renamo authorities have begun handing over children predominantly to C&W and to other humanitarian agencies.

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 Mozambique and the countries of asylum. This set of procedures constitutes the "Documentation, Tracing and Reunification" (DTR) programme.<sup>9</sup> Community participation is a distinct characteristic of the Mozambique C&W programme.

Villagers organise themselves into "community networks", which undertake most of the DTR activities, with assistance from C&W. The community networks consist of an average of 10 to 12 unpaid people, with a capacity to mobilise 50, 100 or more villagers each. They document children, trace parents, place children with foster families and also carry out family reunifications. Network members provide for their own transportation, food, and often for the children's food during the DTR process. C&W supplies stationery, bags and sometimes bicycles.

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<sup>8</sup> As said in the footnote 3, almost all available literature on the Mozambican civil war, the Project Document included, estimate the figure of unaccompanied children at 250 000. The consultants could not establish the source, nor the accuracy of such a figure.

<sup>9</sup> Sometimes the staff uses the name "Family Reunification Programme", which they feel has less political meaning attached to it.

The networks replicate themselves, training more volunteers and getting more and more people involved. The networks are at different stages of evolution in the various provinces.

In Nampula Province, for example, C&W has created 30 networks, each of which has created another, yielding a total of 60 functioning networks. The same process continues to unfold, and the programme does not know the exact number of new networks formed in a third echelon. Besides the DTR activities, the networks spontaneously venture into community schools, offering training for children in wood carving, pottery and traditional dance. The programme has provided them with a few basic items like capulanas, drums, balls and rope.

In the localities of Dzimbene and Massivila, Macia District, Gaza Province, the evaluation team attended a network meeting with more than 100 participants, plus approximately 30 reunified children and their parents. They discussed and agreed on the children's need to receive training in chorus singing, basket weaving, firewood cutting, wood carving (piloes), agriculture, sewing and knitting. Several people volunteered themselves as trainers. Parents of reunified children explained the main problems they are now facing: lack of health facilities, clothing and access to school. The meeting agreed to present these problems to the corresponding local authorities, and C&W staff did that on the same day.

In Murraza and Inhangoma, Tete Province, the consultants observed other types of networks. They are constituted primarily by civil servants, such as camp administrators, school teachers, women's league officers, local Social Action officers, and other Government and NGO officials. Though some are charged with the responsibility to care for unaccompanied children as part of their normal duties, they are often lacking in effective procedures and resources. C&W provides them with DTR forms, field training, materials and other support, then supervises the completion and collection of forms and other field work. This allows such officers to further accomplish their duties and increase the number of children documented, reunified, and assisted. This kind of network does not actually constitute a community-based organisation as they are individuals performing DTR functions as part of their normal duties. The consultants obtained the impression that the level of work depends significantly upon the frequency of C&W visits,

so that when C&W stops visiting them, the work falls off. When such officers are transferred, the work may actually stop. The liaison between C&W and this type of networks is rather loose and informal. C&W should establish the difference between the two types of networks and systematise the procedures in each case.

The documentation, tracing and reunification (DTR) process includes four steps:

1. When the local authorities or the population detect an unaccompanied child, they advise the network members or programme staff, who interview the child to obtain as much information as he/she can provide on his/her identity, conditions of separation and the possible location of the family. This process often takes more than one interview with the child and with adults who may know the child and/or possible whereabouts of the family.
2. Network members or programme staff fill in a Tracing Form<sup>10</sup> and take a picture of the child. Copies of each form go to Mozambique's National Family Tracing Programme, and to the sub-regional C&W data base in Maputo. The programme prints posters with the photographs and data on each child. The posters circulate in the corresponding provinces and camps for displaced people in Mozambique and refugee camps in Zimbabwe and Malawi. Most of the time, though, the process cannot wait for the posters, and the tracing begins with copies of the forms and photograph only.
3. When someone recognises a child, he/she advises community network members or C&W staff, who then complete a Family Verification Form. They locate the family and take a picture of the would-be relative. The staff takes the Verification Form and the picture of the claimant to the child. If he/she recognises the relatives, 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 network members and the information is again forwarded through the sub-regional data base to the corresponding place. The DTR process also includes, in a second data base, reports from adults who

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<sup>10</sup> Samples of DTR Forms can be found in Annex 5

have "lost" children. They are also included in the tracing programme. Cross matching of both data bases is a valuable tool for the tracing process. Frequently more than one relative reports a single child as lost, sometimes in different locations in the same country or in contiguous countries of asylum.

4. The reunification process is also difficult. Traced families and children do not always remain stationary waiting for the reunification to take place. They may move to other areas according to their particular needs and motives. Very often the programme successfully completes the documentation, tracing and verification parts of the process. The programme mobilises staff, vehicles and resources to actually fetch the child and take him/her to the family only to find that the child or the family are no longer there.<sup>11</sup>

Family reunifications are full of emotions. Sometimes families remain stunned, looking at the child in awe, greeting or just touching him/her, one by one, with respect and ceremony. In other cases, families explode in happiness, singing, dancing, ululating and thanking the network members and programme staff. C&W provides on a one time basis, a few foodstuff items such as cooking oil, mealie meal and beans. Staff then fills in the Terms of Agreement form, with photographs of the reunification and close the file.

Renamo has agreed to release children and participate in the DTR process under some specific conditions. Children can only leave the camps in the presence of a Renamo representative. After being satisfied that the claimant is genuine, the Renamo representative should witness the reunification, sign the reunification documents and receive information about the new location of the child. To comply with these conditions, C&W furnishes Renamo with a duplicate of the reunification documents, including a photograph. To perform these tasks Renamo, with the assistance of C&W, is in the process of strengthening its newly formed Association for the Collection and Protection of Children, ARPC.

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<sup>11</sup> This is frequent in grown-up children or pre-adolescents staying at Renamo-controlled areas or demobilisation camps. The analysis of this problem is in chapter 5.2.

### **2.1.2. Data base.**

C&W began entering information into the data base in 1988, without a design of the whole information system. C&W was not clear about its reporting needs (information outputs), and the data collection did not follow the requirements of any pre-designed report. Turnover of staff at the data bank has complicated the situation. Since 1991, a consultant has been working on a new software, trying to preserve the existing data whilst adapting it to incoming information requirements. In the opinion of UNHCR, UNOMZO, and ICRC, C&W's unaccompanied and missing children data base is the most complete one in the country. Mozambique's National Family Tracing Programme keeps a duplicate data base. Until recently, C&W was able to print out the lists of Documented Unaccompanied Children and Missing Children. The staff had to compare both lists manually. Now, the process is near completion and the consultant informed us that the system is able to do the matching itself. The evaluation team, though, was not able to establish the actual situation. The staff is not satisfied with the system whilst the consultant indicates the operational problems are due to the staff's lack of computer skills. Some on-the-job, ad-hoc staff training has taken place, and after all additions and modifications have been completed, the consultant is writing the manual. However, C&W in the three countries agreed that the system is not yielding the necessary results. It is becoming excessively expensive as each time the system has a problem the consultant will charge for the time spent, without avoiding new problems. There are still differences in the understanding of some key concepts of the C&W programme between the three countries. This results in additional delays. To be most effective, the data base requires timely feedback, and this is not currently taking place.

### **2.1.3. Nampula C&W Sub-office.**

The outputs of the DTR and Community-Based activities of C&W in Nampula Province deserve separate comment.

In Nampula, it is possible to clearly distinguish two sub-programmes: Documentation, Tracing and Reunification (DTR) and Support to the Community-Based Network Activities. The latter relates to Psychosocial Support Initiatives, addressed mainly,

but not exclusively, to war affected children and support for other community initiatives such as community schools.

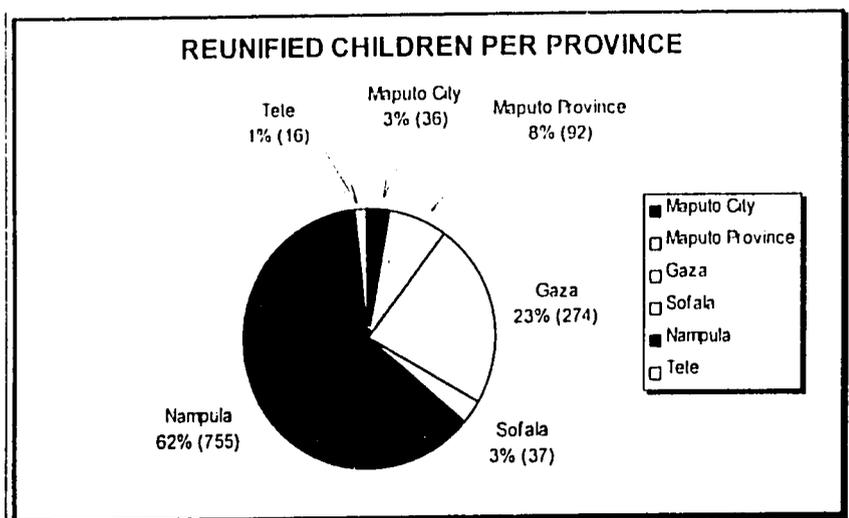
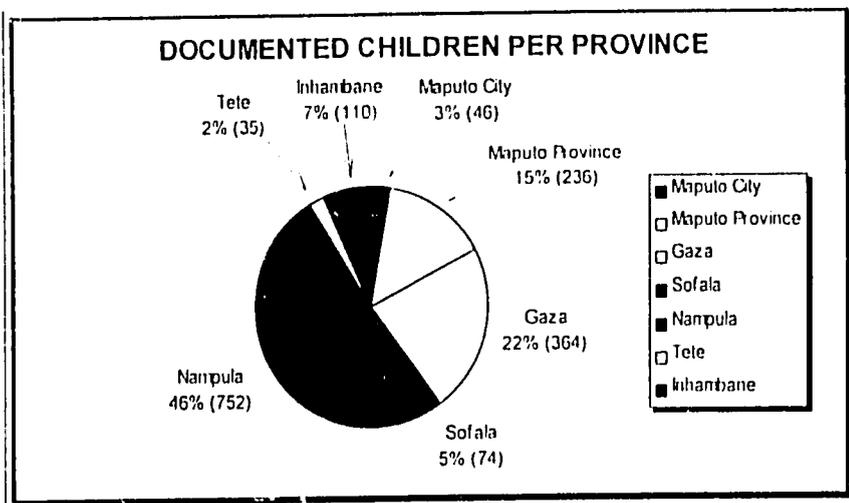
Initially, when reaching different accessible areas where fieldwork<sup>12</sup> was possible, the staff held massive community meetings where they presented the programme posters and began tracing the children's families. From this starting point, the communities elected volunteers and formed networks which received DTR training, allowing them to identify and document new unaccompanied children and to record reports of children missing from relatives.

This approach to fieldwork yielded a productive relationship with the communities and gradually, the volunteer networks undertook most of the DTR process. This allowed the staff to initiate more networks in new areas, meanwhile supporting and monitoring the existing ones. Presently the networks account for around 60% of the reunifications within the province. The networks form new ones in an ongoing process. The networks are becoming community-based bodies, undertaking child-related social voluntary services besides DTR activities. The community-based schools and pre-schools for those children who do not have access to Government schools, or their parents dislike the existing ones, are examples of new network activities.

Presently C&W in Nampula Province has 60 networks averaging 12 volunteers each. The Province has a total of around 720 active volunteers. The programme keeps track of the first and second echelons, those networks formed directly by the staff, or by the first echelon. A membership register began early in 1994. The networks have generated a third echelon and this explains the high performance of the Nampula DTR sub-programme, which accounts for some 46.5% of all documented children in Mozambique and 62.39% of all programme reunifications in the 7 Provinces where the programme is operational during this specific evaluation period, April 1993, March 30 1994.

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<sup>12</sup> see Geographic Coverage comparison in chapter 4.



After the Peace Accord in October 1992, the areas under Renamo control became open thanks to the new environment prevailing in the country as well as C&W efforts to reach out and sensitise Renamo's military and administrative authorities about children's needs.

Nampula Province has a large number of kidnapped children from within the Province. Initially Renamo authorities had concentrated them in one centre per area (*delegacia*). The Head of Renamo Internal Administration explained that when they could not provide enough food to the children, they decided to place them with substitute families. The consultants obtained the impression that severe malnutrition problems and even

deaths of famine might have occurred. Renamo has not developed or maintained any record or documentation about this.

When Renamo became agreeable to return children to their relatives, to release the children they would require the families to come together with C&W staff. Later they did not require the presence of the family, and would release the children directly to C&W staff.

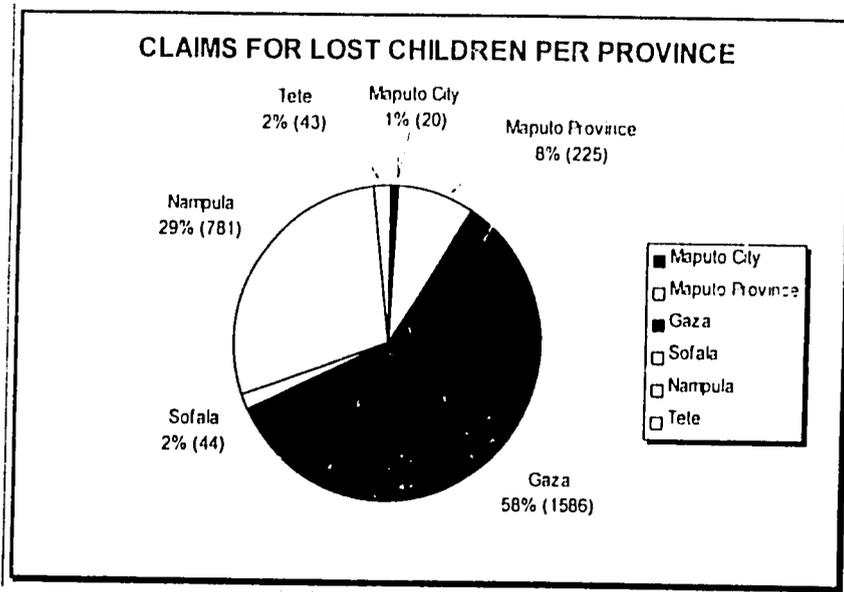
This new reality forced the programme to adapt quickly. As time passed, when the programme arrived to a Renamo camp with the aim of documenting unaccompanied children, the staff had to actually receive the children immediately. Field experience revealed that the children's welfare, possibilities for reunification with their families and sometimes even the children's physical survival, depended on the speed with which the programme was able to take advantage of these narrow windows of opportunity. C&W negotiated with the Director of Social Action and began using the Provincial Orphanage as a transit centre. The children could receive board and lodging whilst C&W traced their families. However, due to the poor financial condition of the local orphanage, the programme has felt it necessary to helping acquire material support.

C&W also visits the Demobilisation Centres, finding significant numbers of children from 14 to 16 years old. Some of these children have been reunified with their families.

At the beginning of 1993, when C&W was going through severe cash flow problems that paralysed the programme in other parts of the country, the Nampula networks continued working on their own. During the third quarter of 1993 networks close to Renamo-controlled areas began working towards the reunification of Renamo-held children. C&W staff were not allowed into the Renamo bases until January 1994. Presently, the networks are actively searching for new areas where it is said "there are a lot of children", and continue to provide the C&W programme with factual information. This has allowed negotiations through the Renamo's Associação para a Recolha e Protecção das Crianças (ARPC), to obtain free passage to the bases and work with these children. C&W has received reports of at least ten previously unknown places where adults and children have been kept since the beginning of the war. "Namibia Base" is one example. The programme has not yet obtained authorisation to visit these sites.

The field staff is a well-consolidated workteam, that reflects good quarterly planning and control. However, this could still be improved through further training in planning techniques.

The Nampula sub-office has the highest number of documented children, and the 28.6% of the missing children. The search for relatives presently takes a maximum of 90 days. However, the sub-office is highly dependent upon Maputo for data processing. The consultants felt that a decentralised data base would speed up the search for relatives.



C&W's relationship with the already organised communities concentrates more and more around training and follow-up. It includes supervision and correction of documentation and formats, register of attendance or participation and facilitation of their activities by providing modest direct support. C&W also advocates to get solutions and support for the communities from the authorities. The programme regularly meets 30 to 40 representatives of each community network close to Nampula. During these meetings, the programme analyses the achievements of the previous period and plans new activities. The programme also encourages communities to exchange experiences to enrich the quality of their work. The staff goes

into new communities to start the whole process and increase its coverage.

The C&W Nampula team has a truly development-oriented work. Its seriousness, commitment and respectful approach towards local communities is remarkable.

#### **1.4. Support to Community-based Network Activities:**

The evaluation team visited five sites where community-based network's activities were taking place. The consultants observed traditional dancing groups, traditional crafts apprenticeship (pottery, ebony carving), pre and primary schools, story telling, and sport activities. The consultants met the networks' membership to hear their opinions.

C&W emphasises the involvement of reunified children, returned child soldiers and war displaced children and adolescents in the community activities. The consultants were impressed by the mass participation of girls and young women, returnees from kidnapping and reunified through the programme, especially in the dancing groups. Also remarkable is the role of the elders of the community as trainers, tutors and counselors of children and adolescents.

All these activities originate from the communities and respond to a genuine grassroots' motivation. Because of this and given the enormous social needs during the post-war period, further follow-up and support to such community-based participatory initiatives should be a project priority. Initially, this would require increased technical input and field staff support. The project should provide such direct support without creating dependency and aiming towards community projects's self-sustainability.

## **Part 3. Programme Determinants.**

### **3.1. Inputs Delivered to the Programme.**

The present evaluation covers the period from April 1993 to March 1994. Due to cash flow problems, by the time of the evaluation the programme had been fully operational for only 4-5 months rather than a full year.

Between the end of the previous grant in March 1993 and the approval of the new one in June 1993, SCF prefunded salaries for the staff and small office expenses. However, field operations stopped almost completely. The present grant was approved in mid-June 1993, with a starting date of April 1, 1993. After the signing of the grant, SCF went through all necessary procurement procedures and the equipment started to arrive around October 1993.

Recruitment of new staff began in October-November 1993. Senior staff is providing on-the-job training. Some of the new intakes proved unsuitable and had to leave within the three months probation period. The massive presence of UN and other international agencies dramatically upset the Mozambique job market. Qualified staffs' salary expectancies increased sometimes well beyond the limits of the programme budget.

The programme grew from a field staff of seven, including two senior staff, to eighteen plus more administrative and data management positions bringing the total number of personnel to 38. The programme has new offices, cars, computers, furniture etc. The procurement process and customs clearance seems to be more complicated in Mozambique than elsewhere in the region, and the equipment comes in bit by bit. SCF's Field Office in Maputo is understaffed, and this has further complicated more the already long approval and procurement procedures.

### **3.2. New Management Requirements.**

Throughout the previous grant, C&W's field programme operated rather independently from the SCF Maputo Field Office. It was smaller and easier to handle. The activities were based upon a high response rate to the DTR process and high personal commitment of the staff, rather than upon established

management techniques. The field operations could not be distinguished from the management.

The present grant takes place amidst several changes:

- The peace accord made accessible almost all areas of the country. Renamo has problems feeding the children staying in the areas under its control, and is willing to hand them over to humanitarian agencies. This puts a lot of pressure on C&W. The programme motto has been "Full concentration of all resources on emergency DTR assistance", which translates into getting as many children as possible out of Renamo areas as quickly as possible.
- The project framework set considerably higher targets and demanded more precise quantitative reports.
- Save the Children, with the increase in the size of the programme, felt the need to exert more oversight.
- The Programme stoppage, delays in delivery of equipment, the need to comply with management procedures, and years of work under intense stress created a feeling of slowness and excessive bureaucracy. The senior staff, in particular, was seriously frustrated and demoralised.

With the above changes, senior staff could not continue to undertake the field operations as they had previously been able to do. The current programme planning techniques are not adequate to coordinate all factors involved in the field operations, so as to ensure the most efficient and effective use of the programme resources.

To increase the number of family reunifications, the project requires a precise division of labour and decentralisation. The sheer size and poor infrastructure of Mozambique makes impossible to cover all areas from Maputo.

### **3.3. Programme Philosophy**

In the country's recent experience, repression of the traditional practices of the rural population contributed to the extension, magnitude and characteristics of the civil war.

The philosophy of the programme emphasises respect for local culture and tradition, as well as encouragement of the local population to take the initiative to solve their own problems. Thus, the programme approach is appropriate, because it provides the basis for the self-sustainability of the programme in the long run.

The relation between tradition and development, though, needs more careful elaboration. Formalising community-based organisations requires by-laws, minuted meetings, bank accounts, record-keeping etc. Respect for local tradition, therefore, should not be considered contrary to, for example, the literacy needs of the population. On the contrary, literacy must become one of the instruments to preserve and further the development of the local culture.

From their visit to the Early Childhood Education Programme in Nampula, the consultants obtained the impression that C&W has a tendency to make absolute the question of respect for the local culture, to the extent that the staff seemed to limit themselves to observe and register what the community was able to achieve on its own, whilst refraining from any constructive efforts to intervene. This tendency may find support in current schools of thought in Cultural Anthropology. The evaluation team does not share this view. Such an approach does not require a development programme. Whilst the communities lack almost everything, materially and technically, development agencies should not spend scarce resources recording the spontaneous developmental activities undertaken by the communities. A Maputo-based C&W officer supervises the Early Childhood Education Programme, and the consultants felt there is a need for more technical consultation in the area of child development. The need for a Nampula-based staff person on the project seems evident.

### **3.4. Other Determinants.**

DTR requires well-trained staff, a uniform set of procedures and criteria, and a data base 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 low levels of literacy of the

community volunteers increases the time needed to process the different forms and reduces the efficiency of the whole process. The DTR process can be complex and slow. It may take several months or even years. The most difficult part of the 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 adequate 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 the provision of information.

## Part 4. Programme Performance.

### 4.1. Quantitative Analysis.

There is no question that cash flow and management problems have dramatically reduced programme performance during the evaluated period. Activities concentrated in Maputo City, Maputo Province, Gaza and the outskirts of Nampula. In other areas, C&W's presence and credibility were completely disrupted and contacts with community networks were lost.

#### 4.1.1. Comparison Between Targets and Programme Outputs. (Attachment 2 Grant Agreement).

##### 1. Documentation, Tracing and Reunification:

<b>TARGETS</b> (50% of the targets in the Grant Agreement)	<b>OUTPUT UP TO MARCH 1993.</b>	<b>OUTPUT APRIL 93 TO JANUARY 1994 Eval. Period</b>
<b>a.</b> 15000 unaccompanied children registered	* 8383 children DOCUMENTED  * 13071 relatives' claims for lost children.	* 1617 children DOCUMENTED  * 2729 relatives' claims for lost children.
<b>b.</b> 12500 unaccompanied children reunited with their families/guardians	* 2502 children REUNIFIED	* 1210 children REUNIFIED  * 5155 spontaneous reunifications
<b>c.</b> 2500 former child soldiers assisted	* no data	* average of 4 per month.

d. 7500 reunited children received follow-up assistance	* no data	* 350 reunified children FOLLOWED-UP
e. 20000 volunteers in informal networks	* 13542 VOLUNTEERS IN NETWORKS	* 2783 VOLUNTEERS IN NETWORKS
f. Informal networks in 50% of the districts and administrative posts of 7 provinces.	* 7 provincial networks covering: 42 district capitals 175 villages 1496 bairros 52 administr. Posts 2 deslocados comm.	* no complete quantitative data available.
g. 1 sub-office opened in Tete by June 1993.	*N/A	* Tete Premises ready, office staff not yet in place. Operational Guest-house in Chibuto.
h. 38 % of formerly inaccessible areas reached by C&W activities	* see Part 4.1.4. and Maps in Annex No 6	* see Part 4.1.4. and Maps in Annex No 6
i. C&W activities permitted within Renamo areas, through	* no permitted activities within RENAMO	* All RENAMO areas accessible, with different

ARPC.	areas.	levels of difficulty.
j. 25 % of the unaccompanied children in Renamo areas received assistance.	* no activities in those areas.	* total No of children still unknown. See Part 4.1.3.

## 2. Psychosocial Support Initiatives:

TARGETS (50% of the targets in the Grant Agreement)	OUTPUT UP TO MARCH 1993.	OUTPUT APRIL 93 TO JANUARY 1994 Eval. Period
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a. 500 children participated in job & life skills programme.	* no data, only targets giving different % to each province.	* Averages: 16 children per month participating in job/life skills activities, 292.8 in socialisation activities.
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b. 10000 traumatised children received community based interventions.	* no data, estimate: 12000 children need assistance.	* no specific programme.
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c. 200 communities trained in treatment/care of traumatised children.	* 42 district capitals 175 villages 1496 bairros 52 administr. posts 2 deslocados comm.	* no desaggregated data available.
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**3. Development of Mozambican NGOS:**

TARGETS (50% of the targets in the Grant Agreement)	OUTPUT UP TO MARCH 1993.	OUTPUT APRIL 93 TO JANUARY 1994 Eval. Period
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a. 50% of the preparation work to create a Mozambican NGO done.	* N/A	* some preparation work done. See Part 5.1.
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b. 2 to 5 Formal Community Associations from the Informal Networks created and registered.	* no data.	* good possibilities discussed in Part 5.2.
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**4. Training on Children and War issues/activities:**

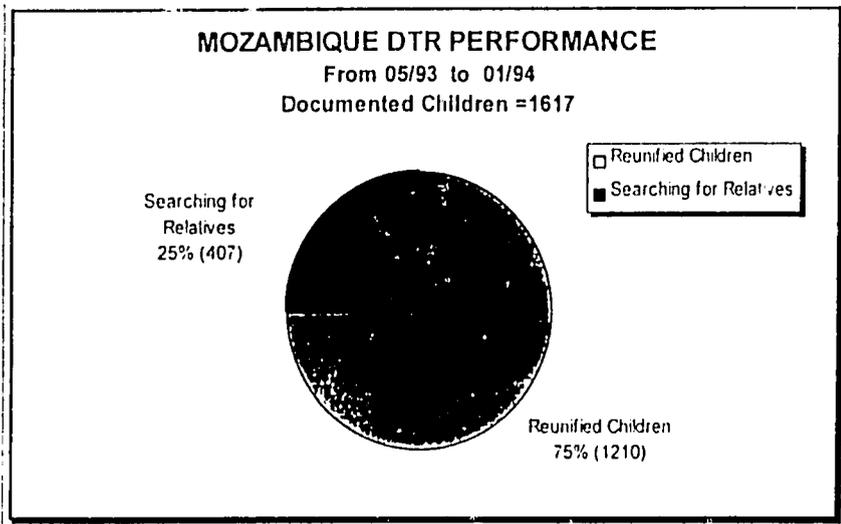
TARGETS (50% of the targets in the Grant Agreement)	OUTPUT UP TO MARCH 1993.	OUTPUT APRIL 93 TO JANUARY 1994 Eval. Period
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a. 10 Mozambican interns trained	* no data.	* DTR, Follow-up, Counselling training: 1672 volunteers 313 GOM and Ngos officers 22 interns.
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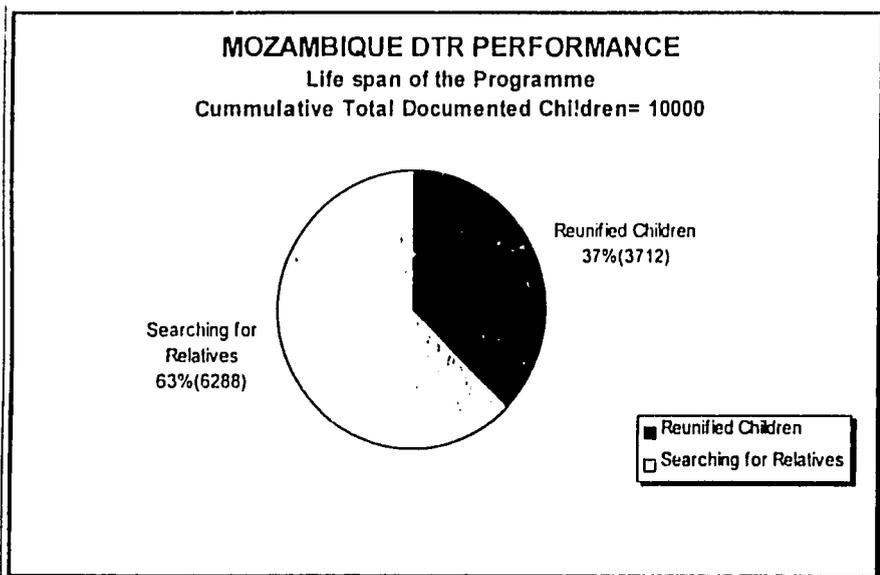
**4.1.2. DTR Performance:**

**a) During the Evaluated Period:**

As said above, the programme has been fully operational for only 4 to 5 months. The cumulative performance shows a clear benefit to the Mozambican children and families.



**b) Cumulative performance:**

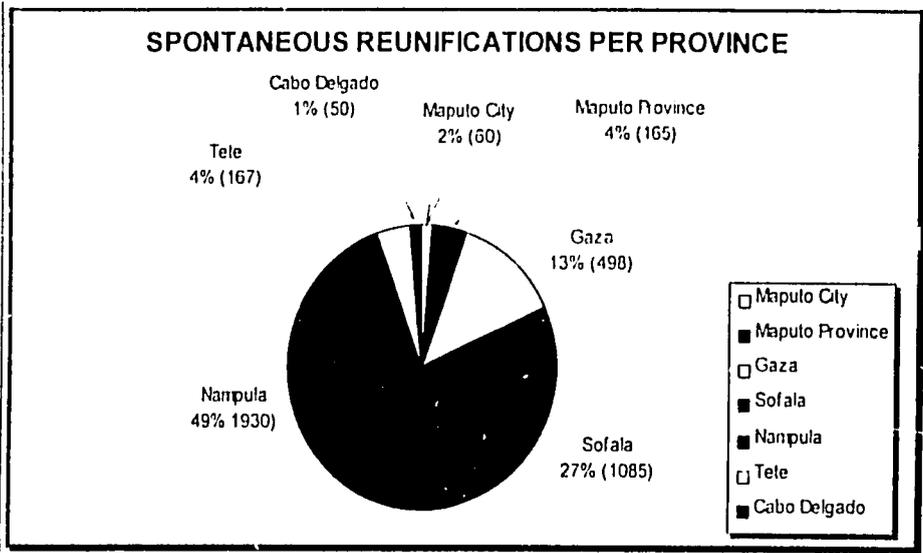


### **c) Spontaneous reunifications.**

According to the programme philosophy, the Mozambican people have their own ways of solving their problems, including their own informal DTR systems and tracing networks. The programme aims to facilitate and strengthen this tradition.

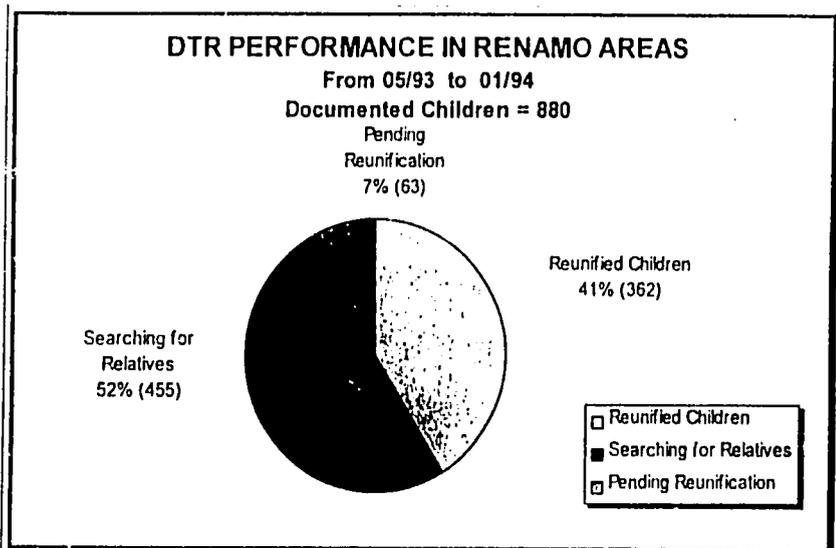
The programme, though, reports figures of "spontaneous reunifications", as part of the programme performance. Communities, networks, Social Action and others, report children returning to their families, or families searching and finding their missing children. Some of these reports have proper documentation, contained in the C&W's files and data base, but a large number of them are just figures communicated via telephonic messages, without names or records of any kind.

C&W demonstrated that there was a possibility that missing children were still alive. It was possible to find them and bring them back. This certainly managed to influence and mobilise the population to search for children. The evaluation team, though, considers that, unless those reunifications are properly documented by the programme networks or staff, it is not adequate to count them as a direct result of C&W and could not be attributable to the programme's performance alone. Increasing numbers of spontaneous reunifications should be considered a result of the prevailing conditions in the country, as well as the activities of several humanitarian organisations. Amongst them, C&W has played the most significant role.



#### 4.1.3. Activities in Renamo Areas:

Throughout the country, 880 children coming from Renamo areas have been documented and 362 reunified between October 1993 and January 1994. Presently, 550 children attend socialisation activities, 232 attend school with C&W support, C&W has trained 34 ARPC volunteers in DTR. Education and Health support services are provided in 11 camps for displaced population, benefiting 135 children.





	Casa Banana Nhamatanda & Dondo Districts Chibabara, Machanga towns.	Towns: Gorongozza Marromeu Nhamatanda Dondo Beira Alongside Beira- Nhamatanda road
	0.5 %	20 %

5. Tete	Tete city & surroundings alongside Tete- Luenha road All 21 Districts Heads Surrounding areas to Nhamayabue.	Tete city & the following Districts Heads: Chifunde Furancungo Ulungue Tsangano Zobue Manje Cambulatsitsi Nhamayabue
	15 %	0.5 %

6. Cabo Delgado	Pemba city & surrounding towns 17 towns, mainly Districts Heads	Pemba city
	0.1 %	

7. Nampula	Nampula city, areas near roads & railroad from there to Murrupula, Mohapo, Nacala, Mutua. District Heads, surrounding areas of Namapa, Angoche & Moma.	Almost all areas south of the railroad line. Areas around Meconta- Namapa road. 1/2 Mecubiri 1/2 Muecate
	30 %	85 %

## **4.2. Assessment of the Coordination Problems with C&W Programmes in Malawi and Zimbabwe.**

Coordination between the C&W programme in Zimbabwe and Malawi is smooth, but coordination between Mozambique and each of the other two countries is not. Staff in Malawi and Zimbabwe complained about lack of response from Mozambique.

During the period under evaluation, three sub-regional coordination meetings took place. Each C&W country programme brought up different issues, and the staff agree on the usefulness of the discussions and resolutions, though they were not always followed-up.

Each one of the country programmes face different realities, and their responses are equally adequate to their respective realities.

C&W in Malawi and Zimbabwe have problems with the language and Mozambique geography. The source of primary data, the child, is not precise enough, and the staff in charge of filling in DTR forms sometimes have low levels of education. Therefore, sometimes the information requests from Malawi and Zimbabwe, do not make sense with respect to Mozambique's geography, and the Mozambique staff get confused as to where should they direct their tracing efforts. This can be irritating for already overstressed personnel, who must decide between attending to a request concerning a child staying in a refugee camp in Zimbabwe/Malawi or deal with the requirements concerning children staying in Renamo bases. The later gets priority, and Zimbabwe/Malawi receives no response. Relations between the parties became difficult and the communications, to a certain extent, broke down. Lack of response from Mozambique to Malawi/Zimbabwe appears to come from the low priority given by the programme to their requests, compared to the requirements of reunification of children within Renamo controlled areas.

## **4.3. Assessment of the SCF Lines of Authority in regard with the C&W Sub-regional Programme.**

Structural problems arise from two unresolved organisational policies: the lines of authority within SCF and the requirements of the USAID 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 goes along with 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.<sup>13</sup>

The second part of the statement leaves the "overall supervision and management of the entire sub-regional programme" under the Mozambique Field Office Director. The Mozambique Field Office Director, though, does not see his role as the manager of the C&W programme in Malawi or Zimbabwe, but as coordinator only.

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 contributes to the self-evident sub-regional coordination problems.

#### **4.4. Assessment of the C&W Management of the Field Operations.**

Family reunifications are complex, intensive operations, involving helicopters, small aircrafts, cars, staff, supplies and files. The consultants attended one such operation. The resources displayed included 1 plane, 2 helicopters, 3 cars and 14 staff, including senior staff. The operation targeted

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

75 family reunifications and achieved 31<sup>14</sup>. The consultants observed that the level of preparedness was insufficient. The programme planning techniques are completely inadequate for the complexity of such operations<sup>15</sup>. The lack of proper planning increases the time spent on the operation, brings down the level of utilisation of the available transport, reduces the productivity level of the staff, and increases dramatically the cost of the programme's activities. During the evaluation period, the programme acquired tents, in order to provide temporary shelters to concentrate children for one or two nights before the actual reunifications. This could improve the productive use of the aircraft. C&W continues to operate predominantly from Maputo, under stressful conditions, with a low level of decentralisation. Again, this is a cost-increase factor. The lack of adequate planning techniques, decentralisation and division of labour reduces the overall effectiveness of the programme. It overloads the staff, increases the stress and does not allow time to respond to coordination issues with the programmes in Malawi and Zimbabwe, Government departments and other NGOs.

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<sup>14</sup> 10 of the children who did not turn-up demanded demobilisation monies prior to reunification. The analysis of this problem is in the chapter 5.2.

<sup>15</sup> A sample of Monthly Workplan currently in use is in Annex &.

## Part 5. Other Evaluation Areas.

### 5.1. Conditions for the Establishment of a Local NGO

The Grant Agreement establishes that "C&W will assist in the development of a Mozambican Ngo specialising in DTR and community programs for war-affected children. The Oak Foundation is expected to finance a feasibility study for the creation of this Ngo within the first six months of the grant. During the Year II of the grant, the recommendations of the study will be discussed, adapted and implemented. SCF will prepare a proposal for possible AID funding to support the evolution of this Ngo from the current C&W program. By the end of the grant, SCF expects to hand over responsibility for DTR of war-affected Mozambican children to this registered Mozambican Ngo."

The feasibility study has not been carried out. Given the technicalities involved, the consultants think that putting in place an operational Mozambican NGO in the remaining months of the project period is difficult, but not impossible to achieve. As mentioned in the sections 3 and 4 of this report, during the negotiation process that led to the present Grant Agreement, the DTR activities stopped due to a lack of funds. C&W might have used the time, staff salaries and available resources to prepare conditions to attain this goal. The evaluators focused several interviews on this issue, and concluded that the activity lacked a conceptual framework that might have helped to define the vision of the local NGO. In the absence of such a conceptual framework, Children and War senior staff seem to have had in mind the conceptual framework of an international NGO, and appear to have felt the establishment of a local NGO would be competitive with and even contrary to SCF. This might have been an important factor creating a conflicting, sometimes confrontational relationship between the senior management of the project and SCF administration.

However, SCF administration has remained committed to the potential development of the national NGO and has held discussions with the Bernard van Leer Foundation regarding a formal implementation study.

Despite the problems mentioned above, the consultants found that there is potential for the transformation of the programme

Children and War into a local NGO. This is not only viable but also needed. Given the present economic trends, it would be unrealistic to expect any government to fulfil the social needs of the large, disperse and impoverished Mozambican rural population. A local NGO could be instrumental in this regard. The Governor of Gaza Province said the Government would be willing to cooperate, and he committed his personal support to the legalisation process. The consultants explained that a local NGO must be genuine, that is, it must come from the Mozambicans themselves, with some assistance from SCF. Such support might be in the form of working time, some transport, advice, and mainly staff training, especially in the areas of project preparation and project management.

## **5.2. Community-based Organisations.**

The Grant Agreement, Attachment 2 section D, Programme Outputs, number 4, b, Support to the Creation of Community Volunteer Associations, establishes: "Some of the volunteers in community associations have requested assistance in becoming formal associations. C&W will assist these community groups in becoming organised voluntary associations registered with the Government of Mozambique wherever possible."

The formalisation of some of the networks into proper community-based organisations has not yet taken place. When the consultants raised this subject in Nampula, some of the senior staff expressed concern about encouraging people to write their own constitutions. They feared this might alter the power relations within the community, favouring the literate members and discourage the prevailing oral tradition in some of the groups. The problem of culture and developmental intervention is discussed in the Part 3 of the present report. The consultants believe that C&W can, with a little, properly applied direct support, effectively empower these communities to undertake developmental tasks, just by improving the community projects they used to undertake spontaneously. The evolution of the networks into properly registered community-based organisations is a clear need of the rural population, that is eager to undertake education and health activities themselves. If SCF does not fulfil these expectancies, mushrooming Mozambican NGOs are certainly going to fill the vacuum. This could disadvantage the communities, which thus far have made significant progress through their relationship with C&W.

The consultants identified the following programmes as suitable to the community-based organisations:

- Family reunification and follow-up activities for war affected children.
- Pre-school training.
- Literacy.
- Sports and traditional dance.
- Income-generating and skill training activities in tin smithing, pottery, wood carving, bricks making.
- Marketing.

After a small, in-kind start-up grant, the proceedings from the income-generating activities should continue to fund the pre-school and other service activities within the communities.

### 5.3. Relations with Renamo.

An undetermined number of children still are under the authority of traditional chiefs and/or regulos, with little food and clothing, scattered in Renamo-controlled areas which were inaccessible during the war. Renamo does not have an idea of the number, where they are, or how long they have been there. C&W staff and networks are prepared to comb these remote areas to find these children.

Other children stay with soldiers' families. These families are not prepared to continue fostering the children after demobilisation. At the Chinanganine Renamo Demobilisation Centre, a Renamo Colonel told the evaluation team that about 600 children staying with soldiers' families are going to be abandoned after demobilisation. C&W staff thinks this is an exaggeration. The figure might reach 200. Renamo is looking up to C&W to help solve these problems. After long and hard negotiations, C&W has managed to establish a good working relationship with Renamo at national and provincial levels.

Male adolescents who participated in Renamo military life present specific problems with regard to reunification. They feel they should receive demobilisation benefits prior to reunification.<sup>16</sup> Renamo refuses to acknowledge the existence of

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<sup>16</sup> The consultants attended a family reunification operation which was partly frustrated because 10 children refused to board the helicopter. They

child soldiers, because of the negative international political implications about their plight. This matter is under negotiation at high levels. Hopefully this discussions will yield results in the coming weeks. The United Nations Children's Fund (UNICEF) is conducting a survey on the number and needs of these children. The results will allow the agencies to prepare programs accordingly. The UNOMOZ Technical Unit for Reunification has a high opinion of C&W's contribution to both the survey and to the reunification process as a whole. The unit has 11 offices country wide. Its Information Referral System uses C&W forms, and they refer their cases to C&W.

C&W has been instrumental in the growth and functioning of the Associação de Recolha e Protecção da Criança ARPC (Association for the Collection and Protection of Children), a fledgling "Renamo NGO". C&W provided it with typewriters, stationery, motorbike repairs etc. ARPC staff have participated in some reunifications. C&W has provided training in the DTR process, management and other related issues.

The political environment is conducive to the DTR activities. Renamo trusts C&W, and would allow C&W staff to take children with them from the camps, in some cases even without going through all the conditions mentioned above. In some cases, particularly in regard to adolescents, Renamo's provincial ARPC branches cannot release them until they receive authorisation from Renamo's headquarters. Besides being a political issue, this is also a result of ARPC's lack of communication equipment, personnel and transport.

#### **5.4. Relations with Government.**

Coordination with Government is also good, mainly at provincial levels. C&W policy towards the Secretary of State for Social Action, though, differs from Redd Barna's or Save the Children UK. Whilst C&W operates directly in the field, the other NGOs contribute financially to the Social Action's budget for staff etc. Social Action is not clear as to how long this will last or what they are going to do next. C&W has provided substantial assistance to Social Action, in the form of support for staff to attend to international and national meetings and seminars,

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formed part of about 40 adolescents living in the Inhanale camp who were on "strike" over their demobilisation benefits. The same thing has happened in several cases throughout the country.

organisation of training courses, data base, equipment, internships, etc. Social Action's senior staff did express some concern over "NGOs who might be encouraging two administrations in the country", and sometimes are seen as "bypassing" Social Action in Maputo Province. This appeared to refer to C&W travelling to some Renamo areas where Government officials are not allowed. These concerns have not been formally expressed to C&W but the programme must take these opinions into account and defuse potential sources of tension. During 1993, three Social Action interns joined C&W for three months each during their studies in the Institute of Health Sciences. Five students from the University Eduardo Mondlane have been doing valuable work with the data base from March 1994 onwards.

### **5.5. Relations with Other NGOs.**

Coordination with UNHCR and UNOHAC is good. Relations between the programme and Caritas in Gaza Province are excellent. The combined efforts of the two organisations have achieved significant results from fieldwork. C&W also coordinates with other organisations like the Organisation of Mozambican Women (OMM), the Christian Council of Mozambique (CCM), and Karibu and Recrina in Nampula. The coordination with the International Committee of Red Cross has facilitated many reunifications, but the ICRC mandate (neutrality, confidentiality) does not allow them to inform one party about the other one, and this conflicts with Renamo's conditions to reunify children. In the case of coordination between ICRC and C&W, the consultants listened to two sides of a story, and they could not establish the hard facts beyond reasonable doubt. The consultants, though, feel that the issue of C&W coordination with the Mozambique Red Cross and with the International Committee of Red Cross needs more careful attention. C&W should be more open to exchange experiences and know how with other organisations. In particular, attention should be given to the Red Cross programme "Brincar Curando" (Playing whilst Healing).

### **5.6. Programme Constraints.**

The major, and perhaps only programme constraint, was the delay in the approval of the grant and in the acquisition of the equipment and funding for field operations. This constraint could have been handled in such a way that other

programme areas could have been developed in the meantime, specifically the creation of a local NGO and the registration of community-based organisations. Management problems prevented C&W from doing so. Therefore, the conclusion of the consultants is that the lack of project management skills did not allow proper management of the problems at the beginning of the grant period.

## Part 6. Conclusions and Recommendations.

### 6.1. Conclusions.

1. The Children and War project in Mozambique plays an invaluable role in alleviating the plight of unaccompanied and other war affected children. It deserves the utmost attention and support.
2. The project performance, compared with that of the previous grant, decreased dramatically as a result of unattended management problems and delays in the availability of funds at the beginning of the present grant period.
3. The programme has been operating on the basis of the remarkable commitment of the staff, under particularly stressful conditions, without much needed skills in the areas of project management, information systems and community development.
4. 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 in charge of data processing do not have the necessary skills in population statistics.
5. The programme is well-rooted in the rural communities, and there is a clear identification between the beneficiaries and the staff.
6. The most important pre-requisite for the formation of a local NGO is a genuine, strong constituency. This is already in place. The present networks represent the basis for the programme sustainability in the long term and have the necessary potential to evolve into registered community-based organisations. This is also the foundation for the transformation of C&W into a local service NGO.
7. Coordination with other agencies have been uneven. Whilst some international organisations, e.g. UNOHAC and UNHCR and local agencies such Caritas described their relationship with the programme as excellent, internal management problems hindered the execution of programme activities and the coordination with the programme in Malawi and Zimbabwe,

other NGOs, and to some extent with some Government agencies as well.

8. The programme has managed to build up an effective relationship with Renamo, gaining access to most, if not all of the country. Excessive centralisation, though, does not allow full utilisation of the possibilities opened after the Peace Accord.
9. The internal coherence of the individual programmes in Malawi and Zimbabwe, as well as the good coordination achieved between these two country programmes, is a result of the unity of purpose, good working atmosphere, commitment and good human relations rather than the result of the sub-regional programme structure as such. There is a need for a serious effort to streamline the lines of authority to achieve co-ordination when and if it does not emerge spontaneously from the staff.
10. The programme has a clear need for ongoing technical input. Specifically professional consultation in the areas of child Psychology, pre-school education and human development.

## 6.2. Recommendations.

1. The programme should decentralise its operations. C&W sub-offices operating from the provinces will be able to achieve better coverage, save resources and improve the input-output ratio.
2. Areas like the transformation of the programme into a local NGO, the formalisation of the networks, the support to community-based projects, the information system etc., should develop into sub-programmes, generate their own logical framework and formulate their own attainable targets.
3. Once the programme has achieved a new set of targets, SCF should renegotiate them with the USAID.
4. The programme management must improve substantially. The management of the field operations, in particular family reunifications, should benefit from programming techniques e.g. Gantt and eventually Critical Path Method. This would save in transportation costs and increase the number of reunified children.
5. Improved field operations' programming techniques should allow division of labour, delegation of tasks and distinct job descriptions for the staff. This should ease part of the staff's stress that characterises the operations of the programme and allow more time to improve coordination with the programme in Malawi, Zimbabwe and the NGO community in Mozambique.
6. SCF should develop and pay special attention to a staff training programme in the areas of child development, programme management, programming techniques, community development, information systems and identification and preparation of projects. This would ensure the potential for a smooth transition between the present C&W programme and a local NGO.
7. C&W should persist in its efforts to make its experience available to other NGOs, particularly the Red Cross and ICRC. C&W can also benefit significantly from the experience of these and other agencies.

8. SCF should develop a programme for the transformation of C&W into a local NGO. Such a programme might consider facilitating work time and transport for staff meetings, seeking out required expertise and specifically organise the necessary staff training.
9. The data base needs special attention. C&W should design an information system, and the data base should be an integral part of it. Sub-regional coordination must improve substantially, especially in the area of information exchange regarding the DTR activities.
10. C&W should create a decentralised data base in Nampula Province.
11. Reporting should become a straightforward and direct output of the information system.

## ANNEX No 1

## SCOPE OF WORK AND TERMS OF REFERENCE

## I. TIME FRAME:

- a. Field Work: March 29 - April 17, 1994 (18 days)  
(Includes 1 day orientation, 2 days debriefing and summary report preparation).
- b. Report Writing: 5 days.

## II. CONSULTANTS: IVAN &amp; ISABEL LABRA

## III. AREAS OF EVALUATION

- a. Assessment of program impact to date.

An assessment of the program's impact and progress towards achieving program objectives as outlined in Attachment 2 of the grant document, including:

1. Number of unaccompanied children documented/registered.
2. Number of unaccompanied children reunited.
3. Number of child soldiers assisted.
4. Number of reunited children receiving assistance.
5. Number of volunteers in informal network.
6. Number of districts where networks are operating.
7. Number of sub-offices opened to support the program.
8. Percentage of previously inaccessible areas reached by the program.
9. Access to Renamo areas and number of children from these areas assisted by the program.
10. Number of women and children under five assisted by the program.
11. Number of interns trained in DTR and community interventions.
12. Assessment of the environment and various constraints on program impact.
13. Assessment of inputs delivered to the program and the input/output relationship.
14. Assessment of appropriateness of program activities, strategies and philosophies.
15. Assessment of level of coordination with programs in Malawi and Zimbabwe. Number of cross border reunifications facilitated by the process.

16. Assessment of other contributory factors (eg functioning of database).
17. Assessment of level of collaboration and coordination with Government Departments, RENAMO, other NGOs.
18. Assessment of status and potential for development of National NGO.
19. Assessment of project's role in child advocacy issues.
20. Assessment of community involvement in project activities.
21. Assessment of project's role in post-cease-fire developments in Mozambique.
22. Recommendations. Make recommendations regarding the expansion of psychosocial initiatives and the future of the Mozambique C&W Program.

## ANNEX No 2.

## DOCUMENTS PERUSED.

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. SCF C&W sub-regional Program: Budget Summary.
3. SCF/ C&W: Review of Financial and Administrative Systems. By: Financial Analysis Division, Office of the Controller, USAID/Mozambique, October 1993.
4. Narrative and Quantitative reports from C&W Nampula Province, January 1993 to January 1994.
5. Social Action : Informative Bulletin No 4/93.
6. Record of the Second Tripartite Meeting between the Governments of Mozambique and Zimbabwe and UNHCR. Harare, 2 to 4 June 1993.
7. Draft Report: III National Encounter: "Difficulties and Achievements of the Family Tracing and Reunification Program, Lessons learnt and recommendations"
8. SCF C&W Program Mozambique: Baseline. March 1993.
9. SCF C&W Program Mozambique Quarterly Narrative Reports and Work Plans for the following period:
  - April- June 1993
  - July- September 1993
  - October- December 1993
10. SCF C&W Program Mozambique: Monthly Quantitative Reports from April 1993 to January 1994.
11. SCF C&W Program Mozambique: Quarterly Quantitative Reports
  - 1st Quarter 1993
  - 2nd Quarter 1993
  - 3rd Quarter 1993
12. Minutes C&W Coordinating meetings:
  - July 18/19, 1993, Tete
  - September 27/28, 1993, Mwanza
  - December 3/4, 1993, Tete.

13. 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.

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

15. 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.

16. A causa das armas. Antropologia da guerra contemporanea em Mocambique. Christian Geffray. Edicoes Afrontamento.

17. Report of the Evaluation of the Children and War Program, prepared by PRITECH Consultant, May-June 1992.

ANNEX 3.

SCHEDULE EFFECTIVELY ACCOMPLISHED

AND ACTIVITIES PERFORMED

DATE	PLACE	ACTIVITIES
29/03/94	Harare-Maputo	International travel
	Maputo. USAID	Orientation meeting
	C&W offices	Visit/meeting senior staff
30/03/94	Maputo - Murraza - Inhangoma - Nampula	Local flight. Visit to networks in Murraza and Inhangoma displaced people camps.
31/03/94	Nampula City	Interview C&W Coordinator
	Namicopo	Visit network activities.
	Mutaua Rex	Community Group activities and meeting.
		Talks with C&W staff
		Presentation of Grupo Cultural Estrela.
1/04/94	Nampula City	Meeting: Karibu
		Meeting: IBIS/RECRINA
		Meeting: Renamo provincial representatives.
	Rapale	Visit network activities
2/04/94	Nampula City	Visit Provincial Orphanage
		Discussions with C&W Coordinator
		Documents Perusal
3/04/94	Namitiue and Naholoco	Visit network activities

DATE	PLACE	ACTIVITIES
4/04/94	Nampula - Beira - Maringue - Maputo	Local flight Visit Renamo HQ. Meeting Internal Admin. and ARFC national authorities.
5/04/94	Maputo - Chibuto - Changanine - Chibuto outskirts - Maputo	Interviews: C&W National Coordinator Renamo Colonel Joao Pedro. Unomoz Captain Guido Manini Israel, Languene Centre beneficiary Health District Director C&W field staff. Reunification Exercise.
6/04/94	Maputo C&W offices	Meeting with C&W Senior staff
	SCF Field Office	Discussion with Director
7/04/94	Maputo	Documents perusal Data processing and debriefing preparation
8/04/94	Maputo - Xai-Xai	Local travel Interviews: Governor Gaza Province SEAS Gaza Province CARITAS Gaza Province SCF PVO Project staff
9/04/94 10/04/94	Maputo	Documents perusal, data processing and debriefing preparation

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ANNEX 4.

LIST OF INTERVIEWS.

INSTITUTION	NAME	POSITION
1. SCF US	Mr. Justin Opuku	Field Office Director
2. SEAS	Mr. Gabriel Dava	National Director
	Ms. Terezinha da Silva	National Advisor
3. Mozambican Red Cross	Ms. Fernanda Texeira	National Program Coordinator
4. ICRC		Country Representative
5. UNOMOZ (UNOHAC)	Mr. Douglas Pasanisi	Head Demobilisation of Vulnerable Groups
6. UNHCR	Ms. Adela Quesada	Senior Regional Social Services Officer
7. RENAMO	Colonel Joao Pedro	Head, Chinanganine Demobilisation Centre
8. UNOMOZ	Captain Guido Manini	Chinanganine Demobilisation Centre
9. GOM Gaza Province	Mr. Eugenio Numaio	Governor Gaza Province
10. SCF Gaza Project	Mr. Rodriguez	PVO Project Director
11. SEAS Gaza Province	Mr. Norou Adao	Provincial Head
12. CARITAS Gaza Province	Mr. Jose Modlane	Officer in charge
13. GOM Chibuto District	Mr. Arlindo Mendez	District Director of Health
14. C&W Beneficiary	Israel	Reunified through Languene Centre

15. RENAMO HQ	Mr. Manuel Antonio de Maia	Country Head of Internal Administration (DAI)
	Mr. Manuel Meneses	DAI Coordinator Southern Mozambique
	Mr. Julio Andre Sibanda	DAI Coordinator Northern Mozambique
	Mr. Antonio Gonera	National Director ARFC
	Mr. Francisco Viegues Cocote	DAI Coordinator Central Mozambique
	Mr. Gabriel Junior	DAI Secretary of Cabinet
16. GOM Murraza	Mr. Jimo Mambocho	Camp Administrator
17. GOM Inhangoma	Mr. Denis Izaque	Camp Administrator
18. KARIBU Nampula	Mr. Roberto Armando	Technical Advisor
19. SEAS Nampula	Ms. Fatima Mutirua	SEAS
	Mr. Custodio E. Lustino	DRT Officers
	Ms. Sara Samuel	
20. RECRINA/IBIS	Ms. Hanne Riis	Psychologist
21. RENAMO Nampula	Mr. Antonio Madeira	Head of Social Services
	Mr. Leopoldo Suarez	Public Relations and Social Communication
	Mr. Ben	DAI Provincial Coordinator
22. Provincial Orphanage Nampula	Mr. Pio Alexandre	Head
23. Consultant	Mr. Graham	Database Consultant

24. C&W Senior Staff	Mr. Abubakar Sultan	National Coordinator
	Mr. Agostinho Mamade	DTR National Coordinator
	Ms. Florbela Fernandes	Assistant DTR Coordinator
	Mr. Jamal Ibrahim	Nampula sub-office Coordinator
25. Several Field staff in the visited Provinces		

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ANNEX 5.  
SAMPLES OF DTR FORMS  
C & W MOZAMBIQUE.

# FICHA PARA LOCALIZAÇÃO DE FAMÍLIA DA CRIANÇA NÃO - ACOMPANHADA

FAÇA FAVOR DE PREENCHER TODOS OS DETALHES NESTA FICHA COM  
ESFEROGRÁFICA EM LETRAS MAIÚSCULAS E BEM LEGÍVEIS

Cod:	
------	--

( não preencher)

FOTOGRAFIA

DATA \_\_\_/\_\_\_/\_\_\_

Nome próprio da criança:

\_\_\_\_\_

Nome tradicional/alcunha:

\_\_\_\_\_

Sexo: \_\_\_\_\_ Idade: \_\_\_\_\_

Nome completo do pai:

\_\_\_\_\_

Nome completo da mãe:

\_\_\_\_\_

Origem da criança (onde nasceu):

Aldeia ou Bairro: \_\_\_\_\_

Localidade: \_\_\_\_\_

Distrito: \_\_\_\_\_

Província: \_\_\_\_\_

--	--	--	--

(Não preencher)

Nome da pessoa com quem a criança vive: \_\_\_\_\_

O que é para a criança (grau de parentesco): \_\_\_\_\_

Morada actual da criança: \_\_\_\_\_

Aldeia ou Bairro \_\_\_\_\_ Quarteirão \_\_\_\_\_ Nº da Casa \_\_\_\_\_

Localidade \_\_\_\_\_ Distrito \_\_\_\_\_ Província \_\_\_\_\_

--	--	--	--

(Não preencher)

Preenchido por: \_\_\_\_\_

Função: \_\_\_\_\_

# FICHA DE REGISTO DE CRIANÇAS PERDIDAS

Cod:	
------	--

(Não preencher)

Data \_\_\_\_/\_\_\_\_/\_\_\_\_

Nome da criança procurada _____			
Nome tradicional/alcunha: _____ Sexo: _____ Idade: _____			
Sinais particulares: _____			
Origem da criança: Aldeia ou Bairro: _____ Localidade: _____			
Distrito: _____ Província: _____			
<table border="1"> <tr> <td></td> <td></td> <td></td> </tr> </table>			
(Não preencher)			
Nome do pai: _____			
Nome da mãe: _____			
Os pais estão vivos? _____ Se sim, qual a morada actual do pai e da mãe:			
Bairro: _____ Localidade: _____			
Distrito: _____ Província: _____			
Como é que a criança se separou da família? _____			
_____			
Onde? _____ Quando? _____			
Nome da pessoa que procura a criança: _____			
O que é para a criança (grau de parentesco): _____			
Morada:			
Aldeia ou Bairro _____ Quarteirão _____ Nº da Casa _____			
Localidade _____ Distrito _____ Província _____			
Autoridade Local (Nome): _____			
Em caso de ser deslocado, indique a morada da zona de origem: _____			
_____			
Observações _____			
_____			
_____			

Nome da pessoa que preenche: \_\_\_\_\_

Função: \_\_\_\_\_

55

# FICHA DE VERIFICAÇÃO DE DADOS DA CRIANÇA RECONHECIDA

Data: \_\_\_\_/\_\_\_\_/\_\_\_\_

Nome da criança reconhecida: \_\_\_\_\_

De que meio a criança foi reconhecida (cartaz, rádio, ficha): \_\_\_\_\_

A criança tem outros nomes? \_\_\_\_\_ Quais? \_\_\_\_\_

Origem da criança (onde nasceu): \_\_\_\_\_

Localidade: \_\_\_\_\_ Distrito: \_\_\_\_\_ Província: \_\_\_\_\_

Onde e com quem vivia a criança antes da separação? \_\_\_\_\_

Quando e como é que a criança se separou da família? \_\_\_\_\_

Que idade tinha a criança quando se separou da família? \_\_\_\_\_

Diga o nome e o grau de parentesco de outros familiares da criança: \_\_\_\_\_

Que informações pode dar para ajudar a localizar outros familiares da criança? \_\_\_\_\_

Como e onde conheceu a criança? \_\_\_\_\_

Quer viver com a criança? \_\_\_\_\_ Porquê? \_\_\_\_\_

Nome da pessoa que reconheceu a criança: \_\_\_\_\_

O que é para a criança (grau de parentesco): \_\_\_\_\_

Morada:

Aldeia ou Bairro \_\_\_\_\_ Quarteirão \_\_\_\_\_ Nº da Casa \_\_\_\_\_

Localidade \_\_\_\_\_ Distrito \_\_\_\_\_ Província \_\_\_\_\_

Autoridade local (Nome): \_\_\_\_\_

Nome da pessoa que preenche: \_\_\_\_\_

Função: \_\_\_\_\_

# TERMO DE REUNIFICAÇÃO FAMILIAR

Nome da criança: \_\_\_\_\_

Idade: \_\_\_\_\_

Sexo: \_\_\_\_\_

Nome do pai: \_\_\_\_\_

Nome da mãe: \_\_\_\_\_

Origem da criança(onde nasceu): Localidade: \_\_\_\_\_

Distrito: \_\_\_\_\_ Província: \_\_\_\_\_

Nome do familiar que recebe a criança: \_\_\_\_\_

O que é para a criança (grau de parentesco): \_\_\_\_\_

Data da reunificação: \_\_\_\_\_

Local da reunificação: Aldeia ou Bairro : \_\_\_\_\_

Localidade : \_\_\_\_\_

Distrito : \_\_\_\_\_

Província : \_\_\_\_\_

Assinatura do familiar: \_\_\_\_\_

Nome da pessoa que preenche o Termo de Reunificação: \_\_\_\_\_

Função: \_\_\_\_\_

*A presente reunificação é a materialização do desejo comum expresso pela criança e pelo familiar acima identificados de viverem juntos.*

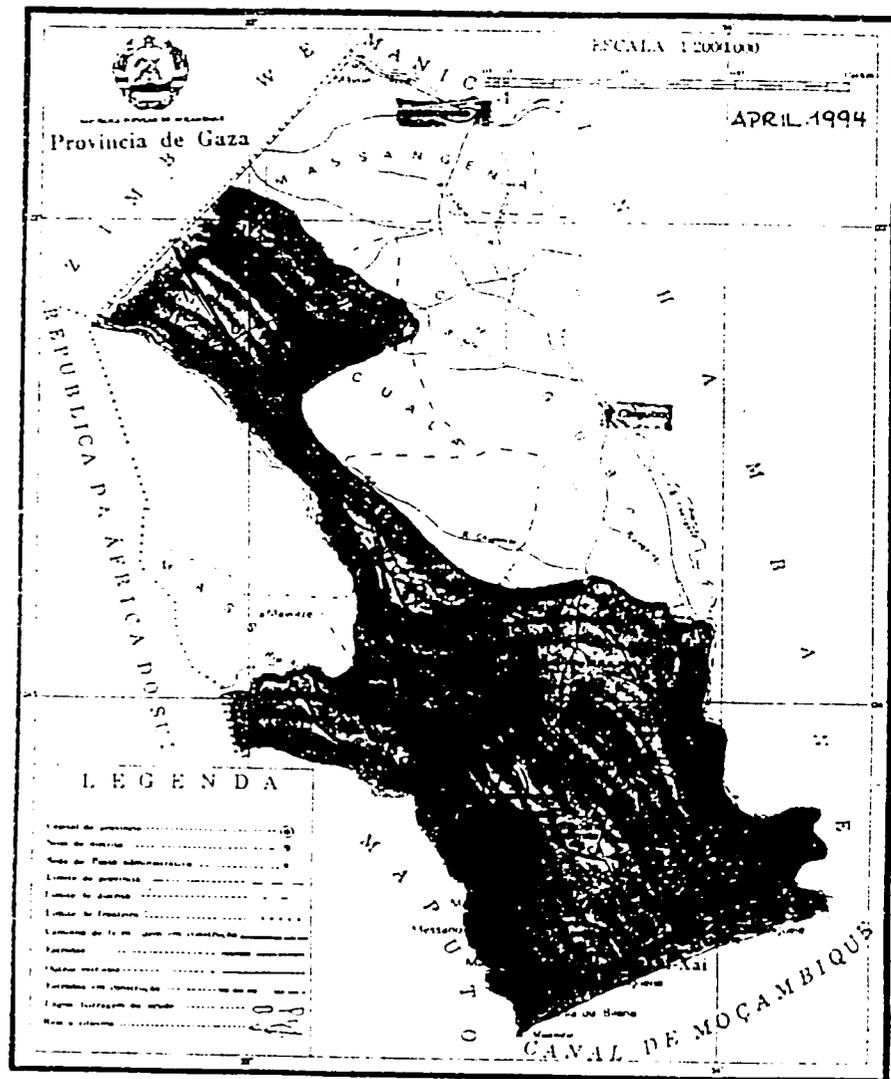
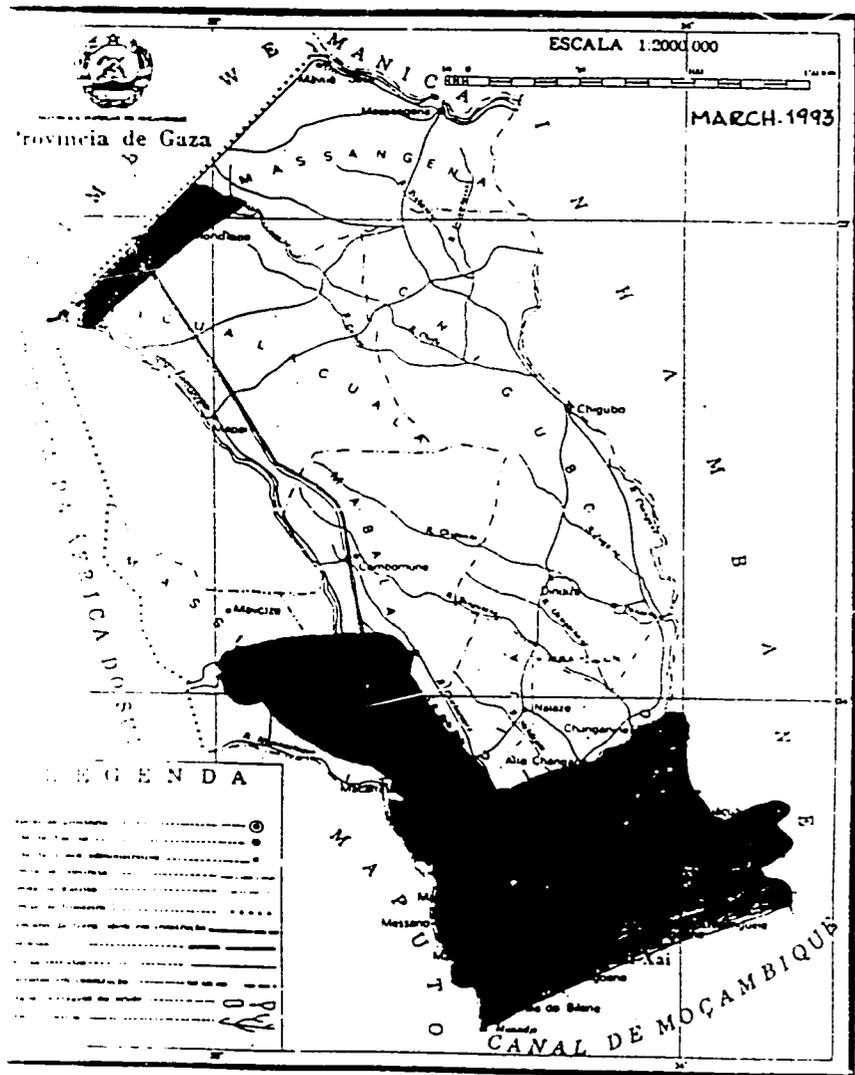
ANNEX 6.

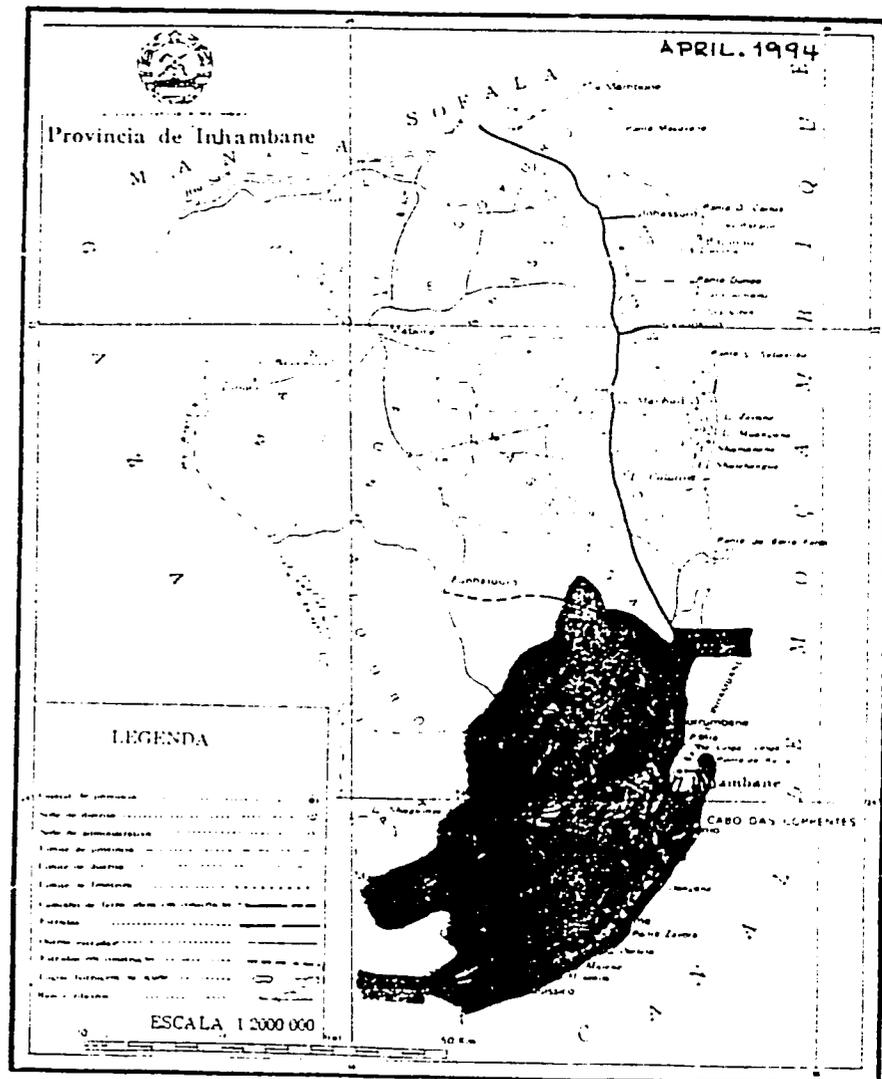
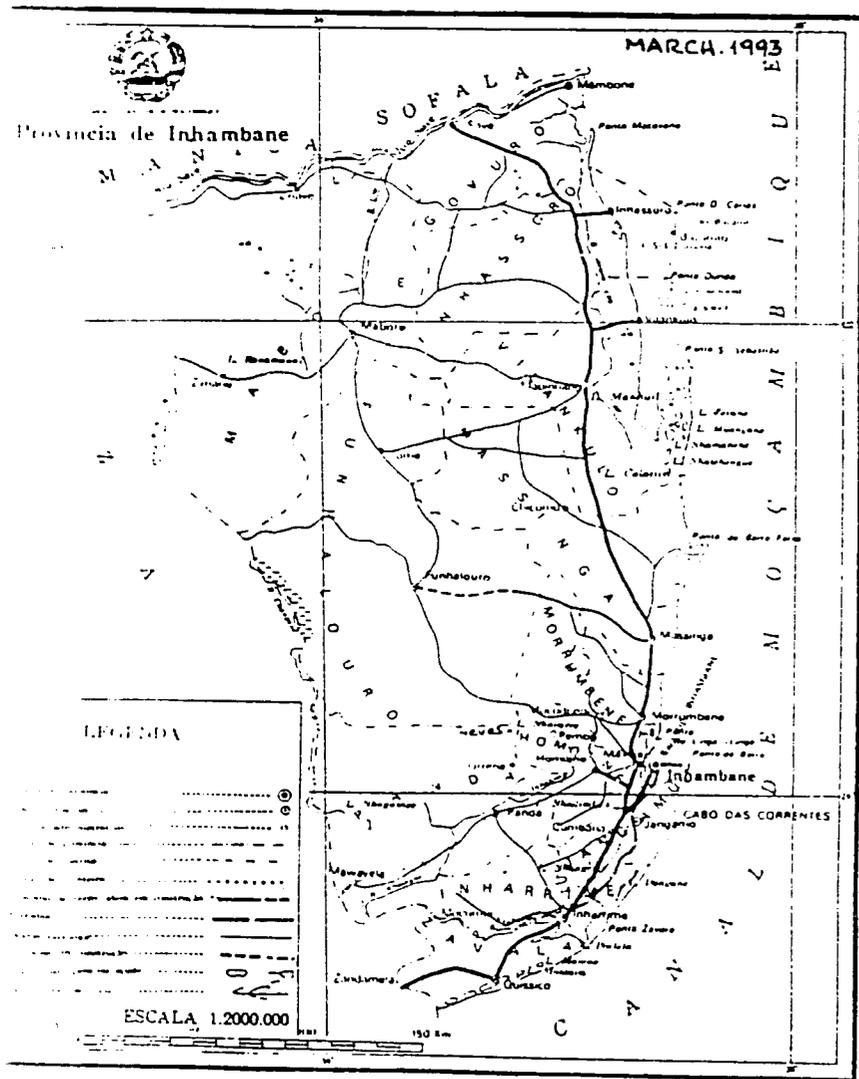
MAPS

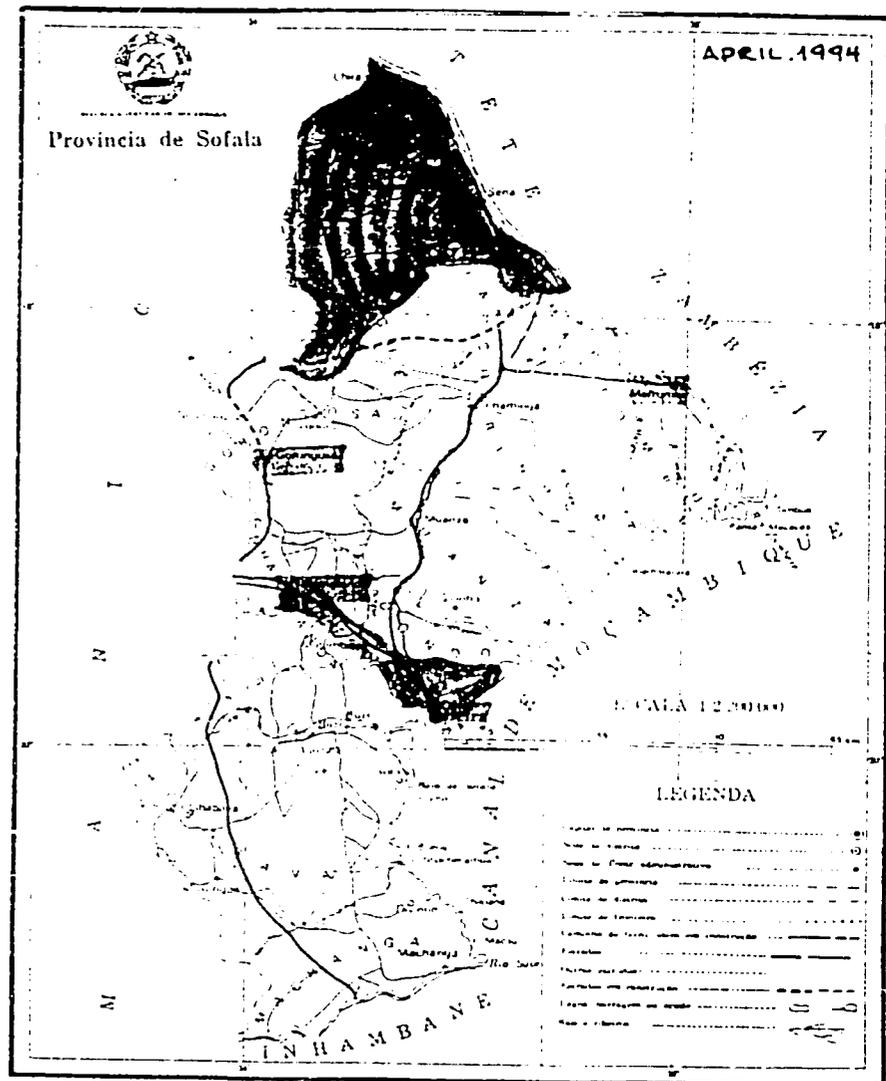
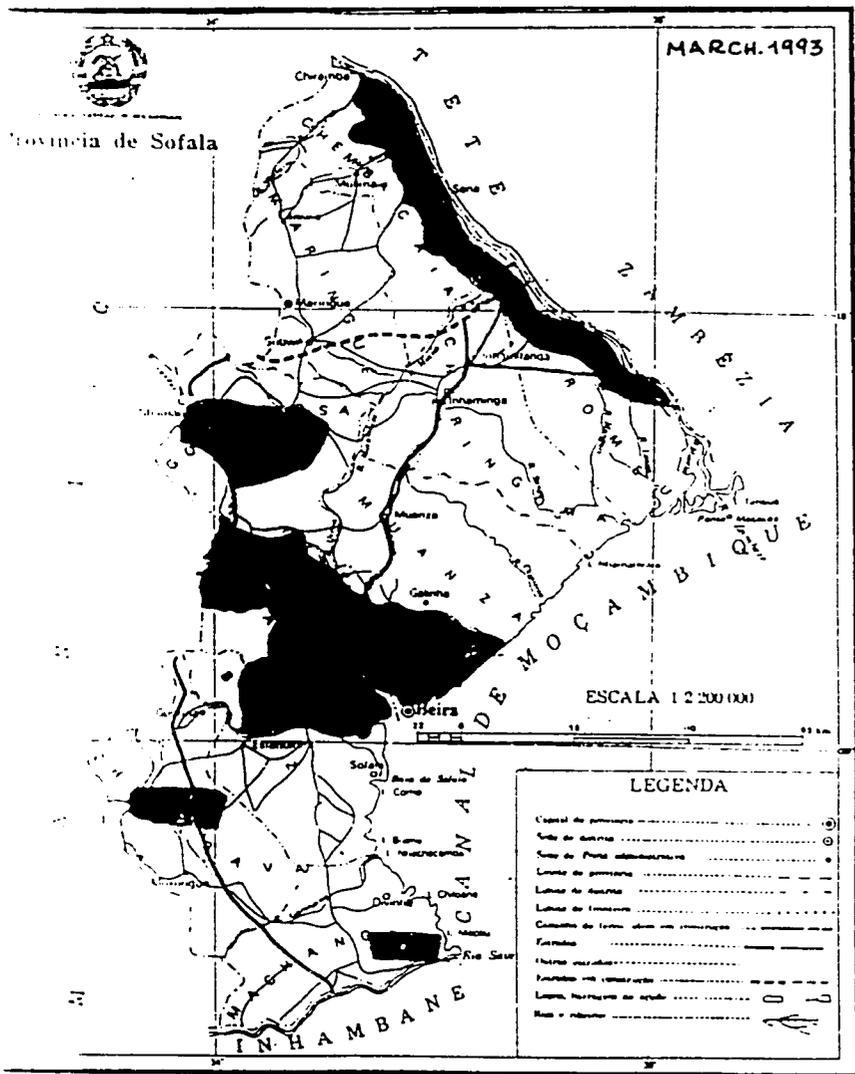
Comparative Geographical Coverage

March 1993 - April 1994.





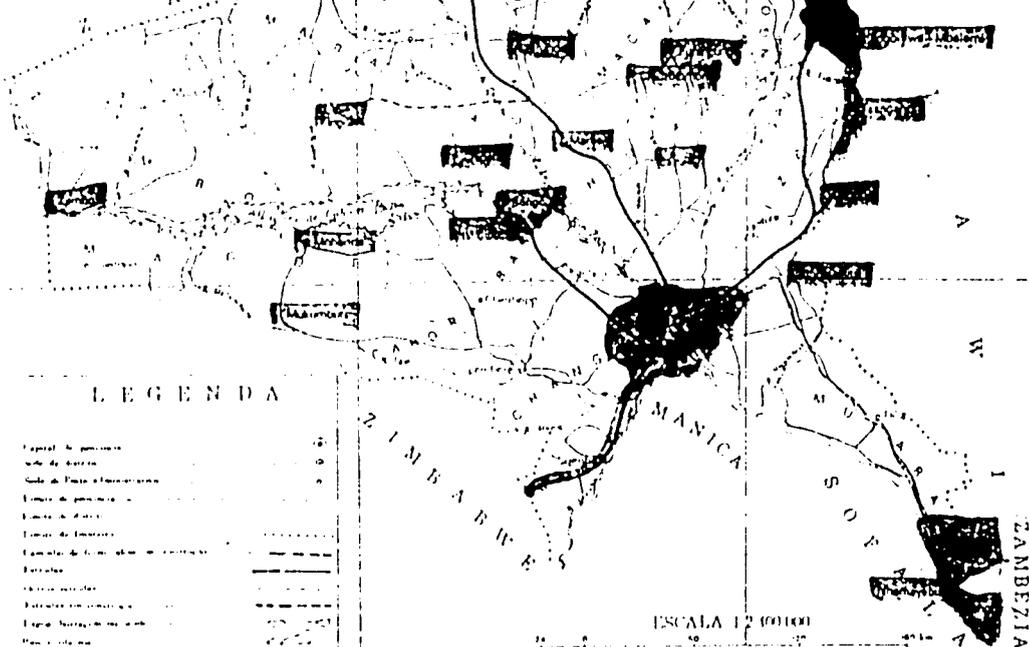




MARCH. 1993



PROVINCIA DE TETE



LEGENDA

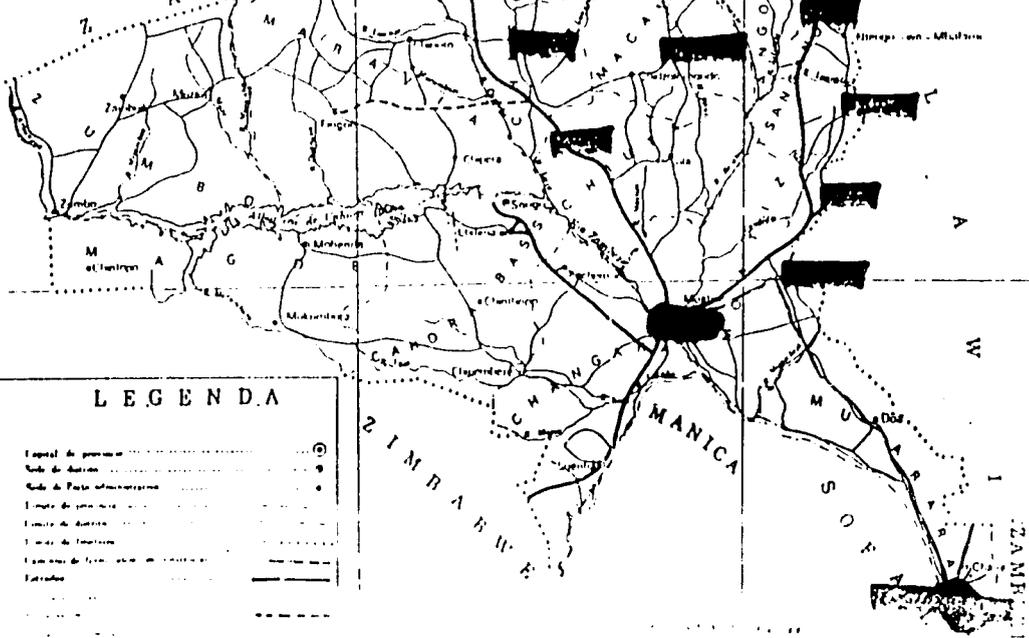
- Capital da provincia
- Sede de distrito
- Sede de Posto administrativo
- Limite de provincia
- Limite de distrito
- Limite de freguesia
- Limite de freguesia de natureza especial
- Estacao
- Roads
- Rivers
- Scale 1:100,000

ESCALA 1:100,000

APRIL. 1994



PROVINCIA DE TETE

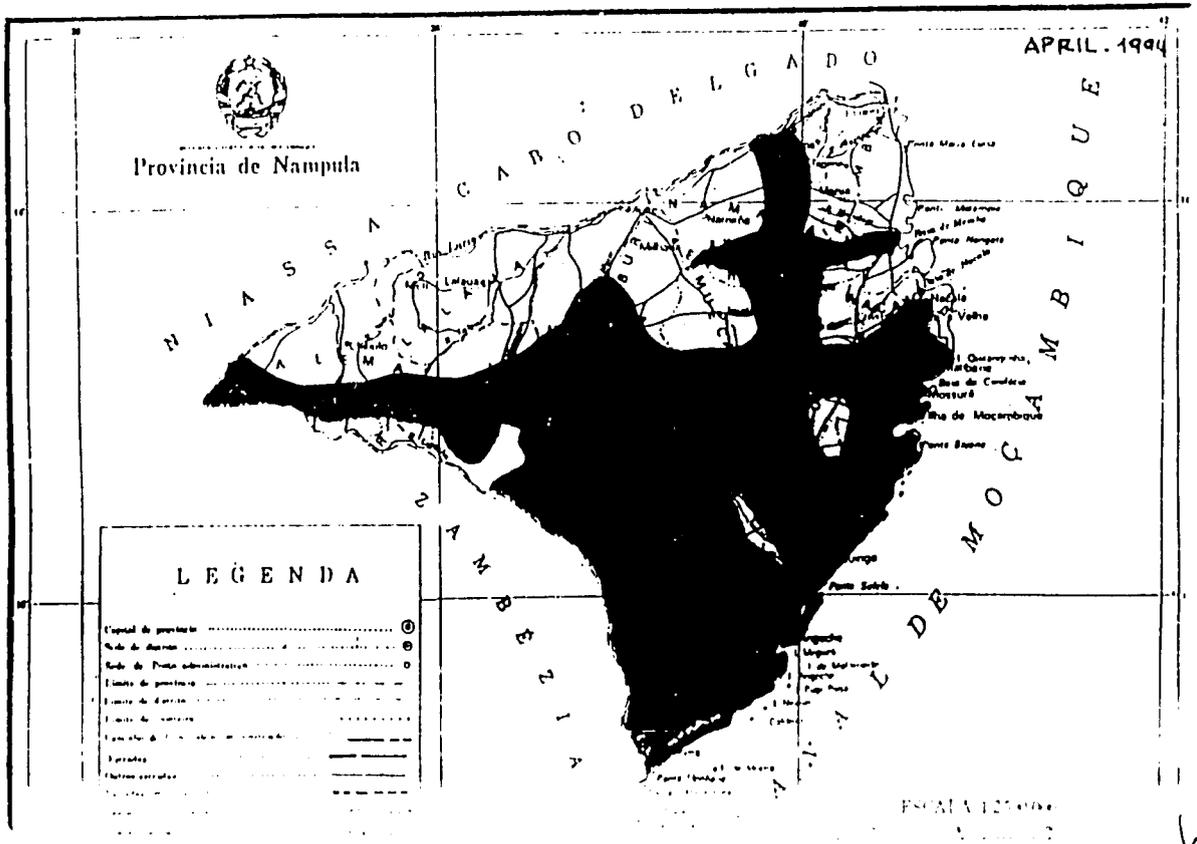
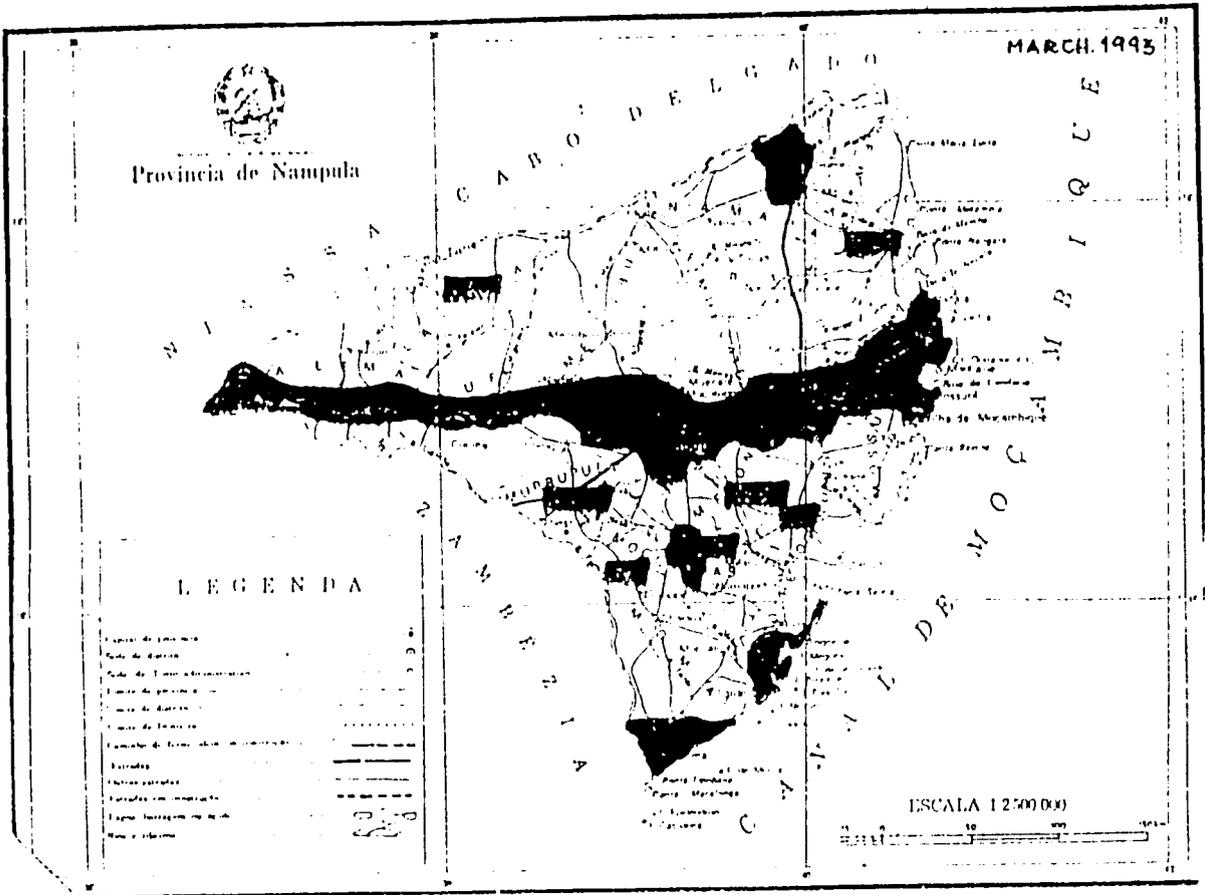


LEGENDA

- Capital da provincia
- Sede de distrito
- Sede de Posto administrativo
- Limite de provincia
- Limite de distrito
- Limite de freguesia
- Limite de freguesia de natureza especial
- Estacao
- Roads
- Rivers
- Scale 1:100,000

ESCALA 1:100,000

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ANNEX 7

C & W MONTHLY WORKPLAN FORMAT

# PROJECTO CRIANCAS E GUERRA

## NOVEMBRO/93

Reg. 1990

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
	1 9:00 P. DIRECTA 14:00 Reuniões de Análise	2 8:00 BOANÉ B. NAIANAVANE FF/HB	3 8:30 MARRACUENE 8:30 XIMPETO PALIAZINE MAGOANINE HZ/SH	4 8:00 BOANÉ CHADISSA HWA KOMBÓ RM/SH	5 14:30 JUNES HZ/HB LINA MATOLA G. D. S. - 14:30	6
	8 7:00 MPH/CHIBUTO RH NANOTAS HZ/SH	9 CHIBUTO CHINGINDAVINE H'BOI MUNHUANA ALTO-CHANGAVE	10 7:00 HAGUDE FF/HB CHIBUTO COCA-HISSA A. BAMBANE COCHONIBANE A. MALBICE	11 8:00 MARRACUENE ALBASINE HZ/HB OHHIBUO HAI VENE CHITABEL A. GIFO	12 8:00 MARRACUENE HACANZA FF CHIBUTO CHICONELA CHIPADYA MACAUAVANE PLATENE	13 CHIBUTO/ MPH
14	15 Reuniões de Análise (Proj. CHS)	16 8:00 INTOLA-GARE RH/SH 9:30 G. DINTOR YARDIN HZ/FF	17 8:00 MATOLA-GARE FF/HB 9:00 INTOLANE	18 8:00 CATELENE HZ/RH 11:30 XIMPETO HZ/SH 14:00 P. DIRECTA	19 8:00 P. DIRECTA 14:00 Reuniões de Análise	20
21	22 8:00 MPH/MANYACAZE RH 3:00 MATOLA-INF	23 15:00 B. JARDIN MANYACAZE CHIZAVANE NDINGUINE CHIDUCUANE	24 9:00 INTOLANE MANYACAZE CAMBANE A. VAHANGUE CUMBANG A. MARRANGUE	25 8:00 B. LUIS CAMAL HZ/FF MANYACAZE HUSSENGUE A. GUEZANE MANGUNKE A. NGURENE	26 8:00 MATOLA-GARE MANYACAZE GUACHENE A. MANHIQUE MADZUCANG CHICAVANE	27 MANYACAZE, MPH
28	28 Reuniões de Análise (Proj. Manyacaze)	29 7:30 MACIA Zona 1. RH/ SH				

**WORKPLAN:**  
**January - March, 1994**

For next Quarter, the project will focus on the following:

1. Complete documentation of unaccompanied children in major Renamo base camps and areas of control in Southern Mozambique and Namputa.
2. Continue training of ARPC members and other volunteers in Renamo zones, focusing on issues related to DTR and work with children and child protection in general.
3. Strengthen implementation of socialization activities in all Renamo areas possible.
4. Expand the DTR network and strengthen training of community volunteers in "GRM areas", for quick tracing and location of relatives of unaccompanied children in Renamo zones.
5. Continue negotiating authorization from Renamo to reunite as much children as possible from their zones.
6. Continue negotiations with Renamo, in order to get full clearance for C&W activities in Renamo zones; implement Phase III in Northern Mozambique (Namputa, Cabo Delgado and Niassa).
7. In Inhambane, initiate efforts for quick DT (Direct Tracing) of relatives of unaccompanied children of that province documented in Renamo base camps of Maputo and Gaza. Coordinate activities with DPAS and other NGOs involved with DTR there.
8. Continue coordination with UNHCR, especially focusing on DTR needs of Mozambican unaccompanied refugee children repatriated from South Africa and Swaziland.
9. Continue contacts with Assembly Areas and UNOMOZ, for efficient response to any DTR request.
10. Complete board of staff of C&W, strengthen training of all new staff members.
11. Discuss and plan with SEAS regional workshops on responsibility.