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**THE INFORMATION AND REFERRAL SERVICE
AND PROVINCIAL FUND (IRS/PF) FOR
THE REINTEGRATION OF DEMOBILIZED SOLDIERS IN MOZAMBIQUE**

**INTERNAL REVIEW OF ACTIVITIES
FINAL REPORT**

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EXECUTIVE SUMMARY

This report presents findings, lessons learned and recommendations gathered by a seven-person team deployed by Creative Associates International, Inc. to perform a review of the impact of programming under the Information and Referral Service (IRS) and Provincial Fund (PF) on demobilized soldiers in Mozambique.

IRS and PF are implemented by the International Organisation for Migration (IOM) through a network of field offices in all provinces, with national headquarters in Maputo. CAII holds a subcontract in this endeavor. This report is therefore not an external evaluation. Rather, it is a review of IRS and PF activities to date and of the changes in demobilized soldiers and their communities that can be attributed to these activities.

CAII is in a position to provide this analysis for several reasons. First, CAII participated in designing and implementing the IRS and PF and is therefore familiar with the terrain in Mozambique. Second, CAII's full-time Division of Communities in Transition offers unusual expertise in the area of reintegration programming. Third, CAII has another division, Analysis and Information Management, that USAID and others turn to for state-of-the-art analyses of impact. These areas of expertise make CAII well placed to perform the present analysis.

The team collected data in Mozambique in November -December, 1995, seeking to determine the extent to which programming has been successful in reintegrating the demobilized. The team relied on secondary sources, performing a thorough review of project documentation. In addition, the team devised a methodology and evaluation instruments to learn the opinions of the full range of stakeholders in Mozambique's reintegration effort. The team met with government representatives, IRS and PF national and provincial staff, donors, implementing agency representatives, veterans associations, civilians participating in PF activities, and demobilized soldiers. Full details on the methodology devised for data collection are supplied in an appendix to this document.

UN reintegration programming was provided to close to one hundred thousand demobilized soldiers in Mozambique through four key schemes:

- The Reintegration Support Scheme (RSS), providing payments to demobilized soldiers, implemented by the United Nations Development Programme (UNDP)
- The Occupational Skills Development Program (OSD), providing vocational training to demobilized soldiers, implemented by the International Labour Organisation
- The Information and Referral Service (IRS), providing counselling and assistance to the demobilized and implemented by IOM
- The Provincial Fund (PF), initiated in November 1994, providing funding for projects, implemented by IOM (northern and southern regions) and by the Gesellschaft für Technische Zusammenarbeit (GTZ) in the central region

The team assessed the IRS and PF reintegration schemes. The assessment was based on a number of factors including

- Social factors: reestablishment with family, access to shelter, and reconnection with community through activity in non-military activities such as religion and sports
- Economic factors: a job or other means of generating an income

The team's findings can be summarized as follows

- The Provincial Fund was able to start up rapidly under flexible mechanisms that attended to a large number of demobilized soldiers (DS) in a relatively short period of time
- Close to ten thousand soldiers have participated in over 650 Provincial Fund projects in 6 provinces
- One in five demobilized soldiers has participated in a PF project
- Demobilized soldiers represent more than half of the participants in PF projects, meeting or exceeding the 50% DS inclusion criterion for PF funding
- The PF was able to reach all established quantitative targets for PF implementation, including numbers of DS reached, delivery rate on budget expenditures, and average expenditures per DS
- Implementing agencies have by and large been successful in completing their projects
- Collaboration with partner organizations has generally been productive and successful. These partner organizations include GTZ, ILO, ISCOS, government partner organizations within the Ministry of Labor and the Ministry for the Coordination of Social Welfare, and collaboration with PF-funded project implementing agencies
- According to their own accounts and those of various stakeholders contacted in the evaluation process, the majority of demobilized soldiers in Mozambique consider themselves as successfully reintegrated soldiers or as civilians
- Both IRS/PF structures have been able to respond flexibly to evolving situations through well documented administrative procedures

The team makes the following recommendations

- We recommend that the Information and Referral Service and Provincial Fund be extended for one year through January 15, 1997
- We recommend that IRS and PF continue to collaborate closely with partner agencies in the global reintegration effort in Mozambique

- We recommend that IRS and PF continue to build on their successes in the coming year to ensure continuity of results once RSS checks are discontinued
- We recommend that DS no longer be treated as a separate group as of 1997. Achieving this change will require an outreach and awareness campaign to demobilized soldiers and their communities
- We recommend that certain areas be addressed such as permanent work possibilities, linkages to access to land, and ensuring marketability of recently acquired skills
- We recommend that steps be taken to improve Renamo and community leaders' participation in PF implementation
- We recommend that IRS/PF work closely with the government of Mozambique (GOM) to ensure a positive resolution of the retirement and disability pension question for DS
- We recommend that IRS/PF work with the Ministry of Education to establish mechanisms to allow DS greater access to formal education in light of many DS mid-level education status
- We recommend that a strategy be developed within the IRS/PF outreach effort that promotes increased access to DS and communities through an increased involvement of NGOs, religious, political, civic, and other community and social organizations
- We recommend a study for the phase out or transition of the IRS/PF for 1997
- We recommend a study to determine why the minority of DS feel that reintegration has not been successful. This study should focus on "problem" areas or groups and consider rural and Renamo areas
- We recommend a structured and consistent monitoring system of project activities

I An Internal Review of the Information and Referral Service and Provincial Fund for the Reintegration of Demobilized Soldiers in Mozambique

A Purpose of this Study

This study evaluates activities undertaken under the auspices of the Information and Referral Service and the Provincial Fund for demobilized soldiers in Mozambique. Activities are assessed from these programs' inception through to November 1995.

To this end, Creative Associates International, Inc. (CAII), subcontractor to the International Organisation for Migration (IOM), deployed a seven-person team in August through November 1995 to determine results and impact to date of the Information and Referral Service (IRS) and Provincial Fund (PF).

Using a combination of interviews and focus groups, the CAII team obtained data from 504 people representing 11 stakeholder groups. Interviews were held with

- Government representatives
- IRS and PF provincial and national staff
- Donors
- Implementing agency counterparts
- Veterans associations
- Civilians participating in PF activities
- Demobilized soldiers

A complete discussion of the methodology for data collection is supplied in an appendix to this report.

B Supporting Demobilization in Mozambique

Both parties to Mozambique's civil conflict signed the General Peace Accord in October, 1992, and Mozambique's prolonged civil war was officially ended. The Peace Accords provided for the establishment of the United Nations Office (ONUMOZ) and for UN Humanitarian Assistance Coordination (UNOHAC) which included the Commission for Reintegration (CORE) in Mozambique. CORE provided ex-combatants with vocational kits, employment facilitation and vocational training, deploying three mechanisms to achieve UNOHAC goals for reintegrating demobilized soldiers.

- The *Information and Referral Service (IRS)* for demobilized soldiers providing information on benefits and opportunities to the demobilized and implemented IOM under funding from the United States Agency for International Development (USAID).

- The *Reintegration Support Scheme (RSS)*, implemented by the United Nations Development Programme (UNDP)
- The *Occupational Skills Development Program (OSD)* implemented by the International Labour Organisation (ILO)

To these three vehicles was added a fourth, the *Provincial Fund (PF)*, initiated in November 1994

- IOM was designed to set up and administer the Provincial Fund in six provinces (Maputo, Gaza, Zambesia, Niassa, Nampula and Cabo Delgado)
- The Gesellschaft für Technische Zusammenarbeit (GTZ), the German cooperation organization, implements the Open Reintegration Fund (ORF), a fund similar to the PF operating under a multilateral agreement in the other four provinces (Inhambane, Sofala, Manica and Tete)

IOM subcontracted CAII in April 1994 to provide technical assistance to support the IRS design and implementation. IOM maintained its subcontract with CAII to implement the Provincial Fund in 1995

C The Information and Referral Service (IRS)

IRS officially initiated activities in April 1994. The following spells out the service's purpose, target beneficiary population, and mandate

1 Purpose of IRS

According to the original USAID Grant Agreement the purpose was "to assist ex-combatants to reintegrate into civilian life by directing them to possibilities for employment, training and vocational kits, and promoting realistic expectations." The overall program goal is "to provide information on training, employment and employment kits available for demobilized soldiers to the beneficiaries and to organizations involved in reintegration programs."

2 Target Beneficiary Population

IRS was to serve as the direct link between the DS and the institutions providing demobilization benefits. The program specifically targeted the population of soldiers meeting the following criteria

- Demobilized under the auspices of the Peace Agreement
- Eligible for a ONUMOZ demobilization card
- Eligible to receive UN demobilization benefits

The original Grant Agreement with USAID had estimated the number of DS as 50 000 to 65 000. However, these criteria ultimately made for a total target population of 96,000 DS demobilized in three different instances:

- The majority retired directly following the Peace Agreement
- Others were linked with the Group of 16,000 demobilized just prior to the Peace Agreement but included in UN benefits
- The "Casa Militar" demobilized by the Government but covered under UN benefits

3 IRS Mandate

The original Grant Agreement with USAID specifies that IRS was to provide information on training and employment for every demobilized soldier who wishes to make use of the service. In the CORE document approving the Provincial Fund, IRS "assists the demobilized in resolving their administrative difficulties, prepares maps of existing provincial occupational opportunities, and forges links with potential employers, NGOs and community groups that may help in the reintegration of the demobilized." As stated in the IRS/PF Progress Report, these activities include identifying training, employment and general reintegration opportunities, and referring the DS to opportunities which match their needs.

IRS set up a DS tracking system that maintained data on DS backgrounds and requirements. This information was then used in a number of ways:

- To orient OSD training and NGO kits (eg. ISCOS, COSV) to interested veterans
- To assist DS in obtaining their approved demobilization benefits including cards, checkbooks, and transport
- To help DS assess employment contract proposals from private and public sectors
- To provide information to other organizations about the progress and problems of demobilization and subsequent reintegration

D The Provincial Fund

Provincial Fund activities began in mid-November 1994 following the post-war elections. As part of the transition between the post-war emergency and the national reconstruction process, the PF was conceived as a change in focus from emergency problem-solving to identifying and financing small projects:

- The PF was designed to be a flexible small grant-making mechanism working at the provincial level through IRS

- The PF was created to complement IRS by expanding existing opportunities to match reintegration needs (employment, training, education business start-ups) by directly financing or co-financing small local initiatives at the provincial or district levels
- As spelled out in the Amendment to the USAID Grant Agreement the PF's responsibilities are to "select and support community-level projects to provide reintegration opportunities to ex-soldiers "

1. Goal and Objective

In the Amendment to the original USAID Grant Agreement officially signed on March 23 1995 the overall goal of the combined IRS/PF is "to provide information counselling, opportunities and referral to demobilized soldiers in order to assist them to peacefully reintegrate into civilian life "

The IRS/PF Progress Report (Nov 94 to July 95) states the general IRS/PF objective as "to facilitate the economic and social reintegration of demobilized soldiers to ensure the successful culmination of the peace process in Mozambique " This report also specifies that IRS acts as "the delivery service for other reintegration programs "

2 Relationship Between the PF and IRS

The Provincial Fund builds on IRS's accomplishments and structures In fact, IRS activities can be viewed in two phases in Mozambique

- An initial seven-month period during the emergency period (April to October 1994) which focused mainly on access of DS to UN benefits
- The subsequent year of activity of the joint IRS/PF Integrated Program (November 1994 through October 1995, the end of our study's reporting period) which focus mainly on productive activities for DS

This study will address the cumulative work done over both periods We focus our conclusions and recommendations on the latter period of integrated work of the two programs

E Institutional Framework for Reconstruction

The Government of Mozambique (GOM) created the *Comissão Nacional para a Reinserção Social e Económica (CNRSE)* to assure overall coordination of reintegration programs following CORE's dissolution in 1995 At the same time, the Ministry of Labor was nominated to assume CORE responsibilities (coordination of the sectoral program of social and economic reintegration for veterans demobilized under ONUMOZ)

Following a Ministry of Labor-sponsored seminar on June 20-21 1995 with the support of ISCOS and IOM the *Unidade de Coordenação dos Programas (UCP)* was created

- The UCP is sub-divided into a general coordinating board called *Grupo de Coordenação e Informação* (GCI) and composed of all those involved in the reintegration program including donors implementing agencies and the main institutions representing social partners such as AMODEG and ADEMIMO
- GCI is supported in its activities by the *Grupo de Trabalho* (GT) composed of INEPF and the main implementing agencies — GTZ ILO ISCOS and IOM
- At the provincial level it was agreed that the Ministry's Provincial Directorates would coordinate the reintegration program through the *Unidade de Coordenação Provincial dos Programas* (UCPP)

Operational tasks methodology and participation were to be defined in September 1995

F What is Reintegration?

There were no standardized accepted definitions of reintegration when IRS was conceptualized The first formal Grant Agreement between IOM and USAID simply states that the project will assist the demobilized "in their new civilian life " CORE documents speak of "community-level" reintegration in terms of demobilized "reestablishing themselves as civilians at the community level "

Post-war programming in Mozambique assumed an implicit link between reintegration of the demobilized and the preservation of peace and avoidance of unrest This hypothesis is shown in the statement of IRS's general objective in the October 1995 IRS/PF Progress Report to facilitate the economic and social reintegration of demobilized soldiers to ensure the successful culmination of the peace process in Mozambique Reintegration can thus be assessed by its results DS will be considered successfully reintegrated if social peace is maintained However reintegration here is a necessary though not sufficient cause if social peace is not maintained, other factors might have come into play

◆ **Social and Economic Reintegration**

Reintegration in Mozambique included two fundamental aspects social reintegration and economic reintegration

Official documents offer a clearer definition of economic reintegration than of social reintegration For example the CORE document states that the "absorption of the (ex-)soldiers into formal economic activity would probably offer the most effective means of achieving long-term reintegration " Social reintegration was not originally explicitly defined perhaps relying on the assumption that transporting DS to their communities of choice generally implies reunification with families and therefore, social reintegration

Yet targeting programming specifically to reintegrate the demobilized establishes the DS as a special community with special needs, distinct from those of civil society as a whole This division of DS from civilians implies *de facto* that DS are not civilians both in the minds of reintegration programmers and of the DS themselves Consequently social reintegration came to mean the

eradication of the DS special status and special needs IRS staff and donors alike defined reintegration as "to cancel the differences between DS and the rest of the population " Although this is not a fully operational definition it is useful for the purposes of this study reintegration can be assessed in terms of compensating for initial differences between the DS and the rest of the community

The original USAID Grant Agreement offers indicators of reintegration that include the absence of civil unrest participation of DS in the IRS system and community attitudes towards the DS

For the purpose of this study, the evaluation team examined social and economic indicators of reintegration derived from CAII's experience with post-war reintegration in other countries and regions Furthermore as noted in the section on our methodology we confirmed our sense of what reintegration might be by asking DS what they considered reintegration to be On the basis of these internal and external measurements, we used the following indicators to measure reintegration

- Social reintegration reestablishment with family access to shelter reconnection with community through activity in non-military activities such as religion sports etc
- Economic reintegration job self-employment or other means of income generation

G. Approach to this Evaluation

Data for this evaluation was gathered in Mozambique by a seven-person team from November through December 1995

- Document review comprised project documentation, grant agreements contracts reports, procedural memoranda, and project monitoring reports
- We held one-on-one interviews with key stakeholders in Mozambique's demobilization and reintegration process
- We convened focus groups to supplement quantitative data with qualitative assessments of reintegration

This study is not an elaborate statistical exercise about demobilized soldiers in Mozambique It does not pretend to be exhaustive or to represent the last word in the successes and failures of reintegration programming since the 1992 Peace Accord Rather it is an attempt to examine some of the outcomes and impacts of reintegration programming under the Information and Referral Service and Provincial Fund with an eye to extrapolating factors associated with success and failure to inform future programming under IRS/PF

1 Role of Creative Associates International

CAII is a subcontractor to IOM in designing and implementing IRS and PF As such we are not a disinterested outsider

- CAII is a firm recognized for expertise in designing and implementing programming supporting communities in transition from war to peace
- CAII offers demonstrated leadership in designing and conducting evaluations of all types from formative process evaluations to end-of-project summary evaluations to assessments of the impact of projects on intended objectives and target beneficiary populations

We offer this combined subject matter expertise and experience in evaluation to review IRS and PF to date and to offer recommendations for future programming in Mozambique

2 Methodology

We worked to incorporate as many stakeholders as possible into the evaluation data collection process, given our time and resource constraints as well as the difficulties travelling within Mozambique

- We conducted interviews in Maputo and in 6 other provinces
- We interviewed people involved with all types and categories of reintegration projects — PF and ORF, large and small, successful and ineffective
- We met with 504 people in 7 provinces
- We interviewed representatives of 11 stakeholder groups
- We visited 57 provincial project sites
- We conducted six focus groups to supplement our one-on-one interviews
- We interviewed 397 demobilized soldiers

This broad sweep allowed us to gain an overview of the successes and challenges in implementing reintegration programs in Mozambique

- We assessed reintegration *subjectively* by asking DS their perception of their own level of reintegration
- We looked at reintegration *objectively* according to indicators of social and economic reintegration derived from past experience with this type of program
- We looked at two control groups DS who did not participate in IRS/PF programming, and civilians who participate in IRS/PF projects

More complete details on our methodology are supplied in an appendix to this report

3 Characteristics of the Sample

Demobilized soldiers participating in individual interviews provided background information which has been compiled to provide the following profile of respondents

- These statistics profile 239 DS
- These 239 DS include 207 IRS/PF recipients (87 percent) and 32 non-participants in IRS/PF (13 percent), representing a small control group
- More than 50 percent of IRS/PF recipients had attained primary or some secondary level education (between grades 6 and 12) over 70 percent of the non-recipient DS had attended secondary school
- More than 75 percent in both groups of respondents had no formal professional training
- More than 50 percent of the sample spent more than 10 years in the army
- The great majority — more than 95 percent of the total — are DS from the governmental side
- More than 70 percent of respondents were mid-level officers

◆ **Socio-Economic Status**

- Two-thirds of the total have successfully secured their own housing or shelter
- An overwhelming majority — more than 95 percent — belong to households with at least two members representing what can be called a family More than half have a household between 5 and 8 members
- More than two thirds in each household group depend solely on the DS for all income
- More than half of the DS IRS/PF recipients are in productive activities as compared to only 27 percent of the non-recipients group
- Over 80 percent of recipients are still receiving their RSS check as against 100 percent on the non-recipients group — this is understandable because we interviewed non-recipients at BDP locations in the provinces where they had come to cash their checks
- More than 50 percent of IRS/PF recipients were members of some social organization this proportion grew to 75 percent among non-recipients

II Program Achievements

Demobilized soldiers in Mozambique have benefitted from a wide array of programs under the CORE strategy

- Over 90,000 DS received financial support through the UNDP-implemented Reintegration Support Scheme
- Over 40,000 DS visits occurred at provincial IRS offices

The gamut of programs and beneficiaries is shown in the following table

TABLE 1: BENEFICIARIES OF DS REINTEGRATION PROGRAMS			
INTERVENTION	IMPLEMENTING MECHANISM/ AGENCY	BENEFICIARIES	OBSERVATIONS
Counselling and Referral	IRS/IOM	40,714	Counts number of visits and services provided, not number of individual beneficiaries
Project Financing	PF/IOM	9,607	Counts DS beneficiaries, not civilians
Project Financing	ORF/GTZ	4,309	All beneficiaries are included, majority of which are not DS
Training and Kits	OSD/ILO	5,112	1,399 training events 2 084 kits distributed
Training and Kits	COSV	247	191 training events 191 kits distributed
Financial Support	RSS/UNDP	92 672	Includes 1,377 women

Sources Ministry of Labor/TNEFP summary sheet November 1995,
Provincial Fund Data Summary Sheet October 1995

A. Achievement of Program Objectives

The Information and Referral Service and Provincial Fund can point to substantive achievements since their inception

1 Program Objectives

The Amendment to the original USAID Grant Agreement stipulated the following four objectives

- 1 To interview and provide advice to demobilized soldiers individually answer their questions, inform them about available opportunities they may have, and assist them in problem-solving, particularly by referring them to demobilization projects
- 2 To collect information on the perspectives, progress and problems of demobilized soldiers and communicate this information to partner organizations involved in the reintegration of demobilized soldiers
- 3 To identify and support projects which create employment or support income-generating activities for demobilized soldiers, or otherwise promote reintegration according to the criteria in Table 1 of the Amendment Document — these criteria are reproduced below
- 4 To refer demobilized soldiers to employment training income-generating activities (and the existing support services for these activities)

2 Progress Towards Achieving Program Objectives

These objectives have been attained

- IRS/PF offices were established in all nine provinces
- IRS/PF staff have provided appropriate interviewing information provision and DS-related data collection functions in all provinces as anticipated under Objective 1
- IRS/PF staff have fulfilled their role as required under Objective 2 identifying and supporting projects in all provinces except in Tete, Manica, Sofala and Inhambane areas for which GTZ is responsible under the ORF
- IRS/PF staff have consistently referred DS to opportunities as required under Objective 4

The process of collecting information on the perspectives progress and problems of DS (Objective 2) is ongoing but has not been as effective or systematic as the four other objectives So far the information gathered and produced in what is generally called the outreach and problem mapping effort is generally sketchy and unequal in quality and detail from one province to another

IRS/PF has taken steps to be more assertive in communicating this information to partner organizations involved in the DS reintegration effort IOM is currently producing a publication, *InfoReport*, summarizing recent progress and developments for distribution to the main partner organizations Most partner agencies state satisfaction with the information they are currently receiving from IRS/PF and with the IRS/PF response time when they ask for specific or

supplementary information. The only notable exception are Government agencies which always indicate that they would like to receive more information on a more regular basis from IRS/PF.

B Achievements Under the Provincial Fund

The Provincial Fund has been active in six provinces through October 1995

- Close to ten thousand demobilized soldiers have participated in PF projects
- The PF has implemented 658 projects in 6 provinces
- Close to one in five demobilized soldiers has participated in a PF activity

The complete breakdown of PF projects and participants for each province is shown in the following table

TABLE 2: PROVINCIAL FUND ACHIEVEMENTS TO DATE				
PROVINCE	NUMBER OF DS	NUMBER OF PROJECTS	NUMBER OF DS BENEFICIARIES	PERCENTAGE OF DS POPULATION
Niassa	8,871	103	1,492	17 %
Cabo Delgado	6,909	77	1,104	16 %
Nampula	12,366	118	3,136	25 %
Zambesia	15,853	106	1,516	10 %
Gaza	4,915	70	1,120	23 %
Maputo	11,518	184	1,239	11 %
TOTAL	60,432	658	9,607	16 %

Sources: IRS/PF Progress Report November 15, 1994 through July 31, 1995
IRS/PF Project Summary Sheets as of October 1995

1 Criteria for Provincial Fund Financing

The Amendment established the following criteria for eligibility for Provincial Fund financing

1. All projects to be funded must provide employment to DS, provide income-generating activities for DS, involve DS in community-oriented activities, or help ex-soldiers establish themselves in their communities.

- 2 Speed of implementation will be a major consideration in project selection with all projects beginning within a maximum of 2 months of approval
- 3 The average cost per direct beneficiary for all projects combined should be around US\$250 with a number of indirect beneficiary per direct beneficiary
- 4 Project activity will be greatest in areas of the greatest concentration of DS and through an "emergency mechanism" in response to volatile groups of dissatisfied ex-soldiers
- 5 When possible, projects will link to other projects for DS such as CORE's OSD projects and WFP's Food for Work program
- 6 No less than 50 percent of each PF grant must have the demobilized or their family members as direct beneficiaries The rest of the beneficiaries shall in each case be part of the DS's respective communities
- 7 The PF will be clear and open about projects/initiatives it can support but it will usually fund projects through third party organizations or groups avoiding a "public counter" approach
- 8 The PF's main thrust will be grant-making leaving management training and technical assistance components to others The identification of grantees that are capable of providing these components will therefore be a crucial element of project proposal evaluation
- 9 Three levels of grant approvals have been established according to the size of the grants In addition, the level of risk involved will be considered (amount of knowledge available on the success/failure of similar schemes) New types of projects (for which the PF staff has not developed standard procedures) may be funded as pilot projects subject to regional or national manager approval and monitoring
- 10 Regarding financial reliability of grantee, grants over US\$50 000 must fulfill USAID accounting rules For cases involving less than that amount IOM will make an assessment in writing of the reasons for believing that the funds will be properly used

2 PF Performance within these Criteria

On the whole the Provincial Fund has successfully complied with the criteria for eligibility for financing as discussed below

- Almost all projects to date have provided employment or income-generating activities for DS involved DS in community-oriented activities or helped ex-soldiers establish themselves in their communities

- Exceptions have been a few cases of misinformation or fraud on the part of DS or implementing agencies. Cases of fraud have been quickly identified and the contracts terminated. PF devised and implemented a system to pay grants in staggered installments to minimize losses due to fraud.
- PF implementation was efficient, meeting the two-month mandate for set-up.
- The PF attended to a great number of DS in a relatively short period of time.
- Implementing agency officials generally expressed satisfaction with the rapidity of response from PF officials.
- Program management has managed to achieve a substantial reduction in costs per beneficiary. The cost per direct beneficiary has been reduced from an expected US\$250 to an average of US\$169 as of October 1995.
- The PF has had the most difficulty complying with the criterion that projects emphasize areas with the greatest concentration of DS. The program has favored areas with organized DS and implementing agencies that presented well-prepared projects without regard to the priority of the zone in which the project was to be implemented.

The "emergency mechanism" available to respond to volatile groups of dissatisfied ex-soldiers is the Conflict Resolution Team (CRT), used with generally good results on a few occasions.

- The PF Program linked up with other existing programs working for the reintegration of DS. In particular, it has collaborated with training programs such as the OSD, and has referred a great number of DS to such programs. Collaboration with partner agencies is discussed in a separate section below.
- More than the mandated 50 percent of PF grants have gone to DS of their families as direct beneficiaries, with the remainder going to DS communities. The rare exceptions to complete compliance with this criterion have been due to incidents of fraud, quickly remedied.
- The PF generally funded projects through implementing agencies as intermediaries. Results with these agencies was mixed as discussed below.
- Results from the individual implementing agencies have varied considerably, but overwhelmingly the agencies have been successfully completing their projects. As noted in the document *Provincial Fund: An Overview of the Lessons Learned* as of the end of July 1995, "from a strictly financial perspective projects considered to have failed for one reason or another reveals a total monetary prejudice of \$45,961 representing 3% of the \$1,357,657." All other projects were executed to completion. The impact of problem or failed projects has been minimal suggesting an acceptable success rate for the selection process.

- While the three levels of grant approvals have not been systematically respected this has not been considered to be a problem by any PF stakeholders. There have been very few large grants. As of October 1995, only 32 PF-funded projects of over US\$10,000 had been funded on a total of 658 completed and ongoing projects.
- No single grant has been approved for greater than US\$50,000. PF management provides regular assessments in writing for grants for larger dollar amounts, giving the reasons for believing that the funds will be properly used.

C. Planned Outputs

Outputs were planned in original CORE documents. Outputs were also scheduled in the original USAID Grant Agreement, then updated in the Amendment.

1. CORE Outputs

CORE foresaw the following six outputs for the IRS and PF:

1. Reach a considerable number of demobilized soldiers
2. Create conditions for a greater social stability
3. Promote economic and social recovery, particularly of the rural areas where most of the funds will be applied
4. Direct support to community-based labor-intensive activities involving demobilized soldiers
5. Direct support to income-generating activities
6. Help to stabilize the demobilized in their home and/or chosen communities

2. Original USAID Grant Agreement Outputs

The following outputs were scheduled in the original USAID Grant Agreement:

1. Demobilized soldiers expected to use the IRS program in the ten provinces identified and screened
2. Database set up with a fully operational computerized support system of personal files for referral purposes
3. Criteria to train and provide reintegration assistance established within the framework of the program

- 4 Training institutions selected to provide full training facilities to the demobilized soldiers
- 5 Materials such as leaflets and handouts for the purpose of assisting the socio-economic reintegration of the demobilized produced and used in the IRS program
- 6 Employment facilities in the different economic sectors identified and linked to the referral system in order to facilitate matching on the basis of demand and supply
- 7 Support to income-generating activities through kits program made operational
- 8 Development of guidelines for a flexible provincial fund for demobilized soldiers

3 Amended USAID Outputs

The March 1995 Amendment to the USAID Grant Agreement laid out the following revised outputs for IRS and for the Provincial Fund

◆ *IRS Outputs*

- 1 Demobilized soldiers continue to use IRS services, and are satisfied with IRS services and information
- 2 Provide direct services to demobilized soldiers relating to immediate benefits such as government payments, demobilization cards, distribution of kits, and access to food distribution
- 3 Advise and generally assist demobilized soldiers in solving their personal problems maximizing the use of other reintegration programs and other relevant support services
- 4 Collect information from demobilized soldiers using IRS service, open individual files in order to tailor response to the individual
- 5 Inform demobilized soldiers about specific employment training and income opportunities available to them Where possible refer them to employment and other opportunities

◆ *Provincial Fund Outputs*

- 1 Projects funded succeed in providing employment and income generating activities to demobilized soldiers or otherwise assist the demobilized in their reintegration process
- 2 Projects are of benefit to their community in general

- 3 Demobilized soldiers helped to reintegrate peacefully into the civilian economy

D. IRS/PF Implementation

The implementation of IRS/PF has been according to a flexible set of procedures. These mechanisms were established at IRS set-up and updated when PF was authorized. These initial guidelines allowed the PF to begin activities rapidly while simultaneously guarding against mistakes. Unavoidable errors were soon corrected, a manual detailing implementation procedures was drafted in February 1995 with a second version produced two months later.

- Eligible DS have had access to IRS/PF activities
- IRS/PF activities have been implemented in all provinces, noting again that GTZ is responsible for PF-style activities in the four Central provinces

IRS/PF management has demonstrated its willingness and ability to learn from experience and make mid-course correction in PF implementation.

- The Procedures Manual and certain PF implementation forms have been revised and improved
- The final version of the Procedures Manual is due as of this writing
- Institutional structure, staffing and division of labor have been modified, clarified and consolidated
- Staff changes and reassignments have improved the use of program resources
- The Regional Technical Advisor (RTA) positions were created and helped reinforce coherent monitoring by and across provincial offices
- Information between the central and field levels has generally been assessed as satisfactory — the RTAs have contributed to this success
- Financial management procedures have been strengthened with budgeting and financial planning aspects incorporated

Recommendations to improve project implementation are supplied along with all other suggestions in section 4 of this report.

E. Collaboration with Partners

The IRS/PF offices have played a central role in all provinces acting in effect as clearinghouses or reference centers for DS reintegration efforts as per their original design. The main institutions and organizations which have cooperated with IRS/PF in implementing reintegration in Mozambique are

- GTZ
- ILO
- ISCOS
- UNDP

Two government bodies serve as key partners in implementing the reintegration effort in Mozambique

- The Ministry of Labor (MINLAB)'s agencies and provincial representations
- The Ministry for the Coordination of Social Welfare (MINSOC)

Finally, the implementing agencies of PF-funded projects are also to be considered as partners that benefit from this association with the IRS/PF program

◆ *Collaboration with GTZ and the Open Reintegration Fund*

GTZ is an important partner because it is responsible for implementing the Open Reintegration Fund in four of the country's ten provinces. The ORF supports reintegration micro-projects aimed at creating employment, self-employment and income-generating opportunities for DS and their families. The ORF is similar to the PF with a somewhat longer-term and more community-oriented approach. In Tete, Manica, Sofala and Inhambane, GTZ shares office space with IRS provincial office.

IOM and GTZ signed an initial agreement on November 1, 1994, with a revised version officially approved on April 5, 1995. This document calls for IOM and GTZ to share responsibilities.

IOM is responsible for

- Implementing provincial outreach programs in order to identify the more pressing DS reintegration problems and potentially viable solutions
- Receiving and promoting the development of specific project proposals for solving these problems
- Screening these proposals
- Presenting pre-selected proposals to GTZ/ORF for possible funding

GTZ's responsibilities are

- To perform the final assessment of the project proposals
- To approve or disapprove funding

- To sign contracts
- To disburse funds
- To supervise and monitor ORF projects

The two organization collaborate in preparing workplans and in producing a common set of statistics and project information for each provincial office. IOM also agreed to extend support to GTZ in monitoring of the approved ORF projects whenever feasible. The ORF was slated to terminate activities in June 1996 but is looking for an extension.

◆ ***Collaboration with ILO and OSD***

IRS/PF and OSD have a long record of successful collaboration based on a formal agreement between IOM and ILO. OSD is an ILO program set up to provide accelerated vocational training and professional kits to DS. It is integrated within the MINLAB structure through INEFP. Further specific agreements of collaboration in all three regions of the country were signed between IOM, ILO and MINLAB in early September 1995. These agreements call for IRS/PF to fund selective income-generating projects presented by 150 of the best trainees successfully graduating from OSD training courses.

The overall collaboration between IRS/PF and OSD is one for which, by all accounts, IRS/PF staff have had to expend much energy and time, and it is certain that OSD would not have been able to implement its activities without the help that IRS/PF has provided.

OSD has no regular presence in the provinces. IRS/PF staff's responsibilities with OSD include

- Identifying and contracting potential training providers and trainees
- Administrative and logistical support to training courses in the provinces
- Serving as intermediary between the OSD office in Maputo and training activities in the field
- Distributing kits
- Administering tests to assess potential kit recipients' professional capabilities for kits distributed outside the realm of the formal OSD training process

OSD provides financial and technical input. OSD is slated to terminate in June 1996.

◆ ***Collaboration with ISCOS in Vocational Training***

IOM has a history of cooperation with ISCOS, an Italian development organization. A written agreement has recently been signed. ISCOS is implementing a project to support MINLAB's INEFP activities in vocational training and job and self-employment promotion.

- IRS/PF provides ISCOS with information on potential DS trainees

- ISCOS has recently signed an agreement with IOM for IRS/PF funding

Under this agreement, IRS/PF will provide funding for selective income-generating projects presented by at least 200 of the best trainees successfully graduating from an ISCOS training course

◆ ***Collaboration with UNDP for the RSS***

IRS initially served as reference centers for DS to ensure access to their RSS checks. IRS assisted DS reorder lost or incorrect checks by forwarding check request forms directly to the Technical Unit UNOMOZ, for processing. Reissued check books were then sent to provincial IRS offices for redistribution to DS. IRS staff explained RSS procedures and payment schedules to DS while working hand in hand with provincial BPD branches to help facilitate DS access and RSS payment. UNDP has now fielded its own staff to monitor and support RSS activities.

◆ ***Collaboration with Government Partner Agencies***

Collaboration with Government partner agencies has been positive, if limited, as national authorities have worked to establish appropriate institutional fora to coordinate the reinsertion effort following CORE's dissolution.

- IRS/PF participates in Ministry of Labor coordination meetings
- IRS/PF provides the Ministry with information on demobilized soldiers and reintegration
- These tasks support the Ministry's objectives in employment promotion and job and training referral services

IRS/PF provides additional support to the Ministry of Labor

- IRS/PF employs at least one — sometimes more — Provincial Directorate of Labor (DPT) staff member seconded to IRS/PF
- This on-the-job training contributes directly to building the human resources and capabilities of the Ministry's provincial antennas

IRS/PF staff expect that collaboration with the Ministries of Labor and for the Coordination of Social Welfare will be heightened now that the CNRSE and UCP are taking on their designated functions.

◆ ***Collaboration with PF-Funded Project Implementing Agencies***

IRS/PF has contributed directly to PF-funded project implementing agencies by providing the opportunity to undertake productive, rehabilitation and training activities. In some cases IRS/PF has allowed these agencies to benefit in the longer run from a DS labor force that is often highly disciplined and motivated once the initial adjustment period is over.

III. Program Impact

The Information and Referral Service and Provincial Fund give good indications for accomplishing the task for which they were created to support socio-economic reintegration of the demobilized soldiers to ensure the successful culmination of the peace process

The IRS and PF programs have had or contributed to the following impacts toward that goal

- ***Perceptions are high that DS are reintegrated.***
 - These perceptions are both internal — DS self-perception — and external — perceptions by non-DS
 - The majority of DS consider themselves to be reintegrated or civilian
 - Community leaders believe that in the context of their own villages, most DS who have successfully reestablished a home can be considered as reintegrated
- ***DS benefitting from IRS or PF activities feel more reintegrated than the control group of DS who did not participate in IRS/PF***
 - More IRS and PF recipients interviewed now consider themselves to be civilians than the non-recipient control group
- ***Projects have encouraged reintegration through the mixing of DS and civilian populations in work groups.***
- ***There has been no major outbreak of violence nationwide during the whole period of activity of the IRS and PF programs.***
 - For the most part, social peace has been maintained throughout the country
 - Entities ranging from community leaders through national GOM staff believe it is unlikely that DS will pose a military threat to peace in the future
 - It is widely believed that those DS not feeling adequately reintegrated would not revert to war but to theft and fraud upon cessation of the RSS program in March 1996. Therefore rather than posing a threat of military action or social unrest concern is focussed on DS possibly joining the marginal elements of society or increasing the criminality rate in the country
- ***An important amount of DS received valuable services from the programs.***
 - Visits to IRS offices for counselling and referral numbered 40 017. Since some beneficiaries made repeat visits, it is likely that individual beneficiaries numbered well over 20 000

- Project financing from PF has been provided to 9 067 beneficiaries
- ***In turn, the services provided to DS through IRS and PF have caused a number of impacts***
 - A greater number of DS have become involved in productive (income-producing) and other civilian activities
 - More than half of the recipients interviewed (fifty-eight percent) are engaged in activities that IRS and PF define as productive Only twenty-seven percent of the non-recipients group were engaged in productive activities
 - The programs promoted emergency employment opportunities for demobilized soldiers during the initial phase Employment is one key element in the DS definition of reintegration
 - Small and informal economic activities are being started and supported
- ***DS involvement in productive activities supports economic and infrastructure development in Mozambique as well as aiding integration.***
 - Some programs aimed at DS have a catalytic effect in promoting the emergence of self-employment, especially in the informal sector
 - Socio-economic infrastructures are being rehabilitated and community improvements brought about DS have been employed in the construction and rehabilitation of roads, bridges, sewer systems, and buildings
 - Projects mix DS and civilian participants
- ***Ninety percent of all PF-funded projects are successfully completed.***
- ***Support has been provided to other agencies, helping them to execute their own programs toward reintegration of DS***
- ***A Mozambican IRS/PF staff member has been trained and has gained valuable experience to contribute to program sustainability***

All stakeholders provided input into these findings The perspectives of each stakeholder are supplied in an appendix to this report

IV. Lessons Learned, Conclusions and Recommendations

The following sections present the main lessons learned through the life of the Information and Referral Service and Provincial Fund programs and the conclusions that follow from those lessons. A list of recommendations is provided in the last section.

A. Lessons Learned and Conclusions

1. Start Up

It became clear to the evaluation team that the IRS/PF projects provided a rapid response for DS needs and ensured an immediate and continued field presence throughout the country. IRS/PF offices served as an independent structure that could attend DS as soon as they went back to their respective provinces. These actions and image proved vitally important.

IRS/PF has reached all established quantitative targets because of field presence in all provinces. Specifically, IRS/PF met the following targets:

- Number of DS that benefitted from program services
- Delivery rate on budget expenditure
- Average amount spent per DS

Qualitative targets were not clearly set at the outset of IRS and PF implementation. Attention to quality of program services and impacts should be of equal or greater importance throughout the remainder of the program.

2. Programming Development

IRS and PF central level program management has generally commanded an appropriate analysis of the situation from their national point of view. They have correctly identified how IRS and PF need to be adjusted to respond adequately to Mozambique's evolving situation. They have also made a commendable effort to understand local realities and adapt the programs' work to them. A flexible approach to the programming permitted the development of well adapted policies and priorities in the various provinces at the local level.

Program analysis and orientation changes were appropriate. Implementation of revised policy orientations and changes of priorities has sometimes seen difficulty in being quickly and uniformly adopted and executed in the field. The flexibility that has permitted each province to adapt some policies to better fit local realities has meant a trade-off in the capability of program structures to work closely and harmoniously together from province to province. This has effectively reduced cohesiveness and mutual reinforcement. It also complicated monitoring the provinces' activities and processing the data coming from the provinces into coherent and compatible information.

IRS and PF are now moving into a new phase that brings the programs from a reactive approach to a more aggressive proactive stance. The challenge that IRS and PF staff set for themselves is to maintain the programs' flexibility and capability for quick response while promoting activities that will have more sustainable results.

The step that remains to be taken is to ensure that revised priorities, criteria and guidelines are effectively adopted and systematically and coherently implemented in the field.

3 Administration

In general, administrative procedures were defined throughout the implementation of the programs, and course corrections made incrementally as activities were implemented and staff gathered experience. In this regard, the IRS and PF program's flexibility has certainly proven to be one of its greatest strengths. The revised Manual of Procedures, to be published in early 1996, should appropriate guidelines for satisfactory IRS and PF implementation over the coming year.

Most of the administrative procedures and forms, revised as the IRS and PF work progressed, seem to provide useful and appropriate information for the program's needs. Their consistent and systematic use must be monitored and enforced more closely. Some provinces have slightly modified and adapted the forms. Gaza Province seems to have a particularly efficient and useful format for the "Resumo dos contratos e indicadores," with space to write comments on project status, including payments and dates those payments were made for ongoing projects.

The evaluation team assessed that the three RTAs have contributed positively to the information flow and monitoring of programs as well as ensuring consistency and more uniformity at the regional level. However, their role remains somewhat ambiguous within the decision-making and implementation structure and needs further clarification.

4 IRS and PF Working Together

In recent months, much attention was provided to PF implementation and diverted from the IRS. In some ways, this was to the detriment of the IRS-related activities and especially to the IRS outreach and problem identification effort.

To rectify this, a new integrated structure with all staff working both on IRS and PF will represent a strong step towards ensuring more coherence and complementarity of efforts within programs. Priority now has to be clearly established for the related activities of outreach and problem and opportunities mapping.

5 Outreach Efforts

IRS and PF integrated staff at the provincial level will be well placed to perform greater outreach activities in the coming year. The outreach effort must be able to integrate the problems and opportunities mapping efforts previously considered to be two separate activities: one assigned more to the IRS personnel (problems) and the other reserved more for the PF staff (opportunities).

The outreach effort and related problem and opportunities mapping activities need to become central to IRS and PF staff. Staff deployment must be commensurate since these outreach activities represent a considerable workload to gather and process the data collected.

In practical terms, some offices face logistical, especially transport, problems that impede their staff's capacity to get to the districts, especially remote ones, on a regular basis. The outreach strategy must therefore be developed in a creative and collaborative fashion so that it goes beyond IRS/PF staff constantly touring the districts. One possibility would be providing bicycles to volunteers who would have a presence on the district level to ensure basic coverage. The volunteers would then ensure the link between their district and the provincial IRS office.

IRS and PF should take advantage of all potential resources and sources of information that exist in the rural areas. These include NGOs as well as government agencies such as the Ministry of Agriculture and MINSOC. Such an approach could very well be integrated into a broader strategy for a smooth phasing out or transition of the IRS/PF program, with other agencies taking over some of the work and integrating some of the IRS and PF's information and experience.

6 Target Groups

It is clear that there remain some officially demobilized soldiers in the country who have been receiving their RSS checks but still live in a quartel-like environment with a military-like mentality. It has been hard to assess how many. Such DS could benefit from IRS and PF if they could be "detached from the group." Consequently, problem mapping will be important to define clearly the non-reintegrated DS who will be assisted by program support, what their problems are, and what is preventing them from reintegrating. The problem mapping effort will help define better the size of this group and the potential problem they represent. By the time that the RSS checks all run out in the middle of 1996, we will have a much clearer idea of the extent of the problem and what remains to be done.

The officers sub-group of DS may deserve special attention. They bring higher expectations, a higher level of education, and greater potential for starting small businesses and for contributing positively or negatively to program efforts on the whole. Unfortunately, at this time the PF may not be the appropriate entity to work with this group, as the PF does not have the means to fund former officers at the rate necessary for the businesses or education they want. A fundamental consideration in relation to the officers sub-group has been ensuring that the IRS and PF do not create false expectations within that sub-group. Special officer options were presented to the UN by CAII during the IRS design period in 1993. It was decided that no such option be implemented and this decision has carried on through recent programming efforts.

It may prove important to have more flexibility in the terms and amount of the financing to be provided to the DS and, at least, to be able to extent the limitation imposed by the official average per DS of US\$250.

Expanding the target groups to include the DS' communities, while at the same time maintaining a focus on DS, is likely to prove advantageous and appropriate at this stage in the evolution of the country's situation and program activities. Such an approach would permit to adapt better each intervention to the local situation.

7 Response to Problem Situations

IRS and PF must remain ready to respond to any problem situations that arise especially when RSS payments are discontinued in early 1996. Devising an appropriate strategy to respond to the problems once they are identified has been, and will continue to be, an important part of IRS and PF's work. Responses can be accomplished with a case-by-case approach choosing the right mix of the various available programs or agencies and means of interventions allowable or appropriate to the IRS and PF and partner agencies in the DS reintegration effort.

In this case, and in view of the short-time frame remaining to the IRS and PF programs, a concerted effort with all interested local partners is highly recommended especially for the potentially problematic situations that have been identified as important risk factors.

8 Transition

The idea of providing institutional support is to ensure that some structure can be reinforced to be able to absorb the main elements of the IRS and PF structure. If any transfer to a national structure is to be done, the IRS and PF will have to provide some assistance to the chosen structures, not necessarily in financial terms, but in advising them on purpose and coordination. The transfer would also have to be done in a planned, organized and progressive way during the coming year.

Attention should be given to preventing any major disturbance of the activities during the transfer and especially to protecting the results obtained so far. Training to be provided could be mainly on-the-job. IRS/PF or other projects involved in the national DS reintegration effort could provide this training. If some functions are transferred to a GOM entity, efforts must be made so that people will retain a maximum of confidence in the abilities of the new body to provide adequate services. Another option would be to transfer results and data and close-out actual activities which would then be taken over by on-going governmental and non-governmental development agencies.

B Recommendations

The evaluation team's recommendations are summarized below.

- *In concurrence with IRS/PF management staff, and basically all stakeholders who have been interviewed, we recommend that the IRS/PF Program be extended for a period of one year to 15 January 1997.*
- *The collaboration and support provided by the IRS/PF to partner agencies (especially GTZ and II O/OSD) in the global reintegration effort must continue.*
- *Activities in the coming year should build on IRS/PF successes to date. General understanding and interviewed DS confirm that the majority of DS consider themselves already reintegrated. Next year should concentrate on verifying that*
 - A majority of DS are effectively reintegrated

- There are no major behavioral changes in the post-RSS period

If both these conditions are fulfilled the project should simply terminate activities in January 1997, possibly with no transition of resources to another structure for continued activities as the Program's central objective would have been attained

Otherwise, options should be examined to continue providing adequate services to DS toward eventual reintegration. The structure that would remain involved would have to concentrate its actions on vulnerable DS and problem areas in particular, possibly phasing out the current set-up and transferring the IRS and PF responsibilities to government or other agencies

- ***After 1996, DS should not be treated as a special or privileged group, but instead as regular civilians.*** Including them in the broader category of vulnerable groups is an option that can be pursued if it is considered that some additional, continued support to their reintegration could be useful for their communities and society in general
- ***Certain activities should be addressed.*** These include
 - Permanent work possibilities,
 - Agriculture and linkage to land access
 - Projects which increase civilian participation,
 - Projects which prevent large numbers of DS working together in conditions that replicate military life structures,
 - Ensuring marketability of newly acquired skills
 - Consolidating and simplifying project types,
 - Securing a better overall long-term project viability
- ***It is crucial that local administrators, RENAMO and community leaders be more involved in the implementation of programs*** in order to extend the accessibility of program services to vulnerable DS

National agreement and clarification of the Government's responsibilities in support of DS reintegration seems a basic requirement to accomplish the above recommendation

- ***The reasons why ex-RENAMO DS have a disproportionately low access to services within the broader DS population should be further investigated.*** Possible reasons include
 - RENAMO DS are not interested either because they are already reintegrated, or because the program's conditions and resources are inadequate to meet some of their needs. The ranking officers are particularly considered in the later category
 - RENAMO DS do not have as much access to the PF because they are more likely to live far from the IRS and PF offices in urban centers
 - Possibly RENAMO DS level of literacy does not reach the minimum level required to prepare PF funding requests

- RENAMO DS, having generally lived their lives in more rural settings than FRELIMO DS, have different, lower expectations than the other DS, and reintegrate more easily in the basic conditions of the rural areas and in subsistence agricultural activities

The sub-group of DS who are ex-RENAMO officers have to be considered as a specific and sensitive group to monitor and possibly support more specifically as the RSS is winding down its activities. The preoccupation stems from the following considerations that were mentioned by a few key interviewees

- They may not be currently eligible for veteran (retirement) pensions independent of how many years they spent in military life
 - They are currently receiving the RSS at a high rate which reflects their high military ranks and salaries
 - They live mostly in rural areas
 - In general, they have benefitted from the IRS and the PF very little so far and the PF's current funding criteria, especially the size of the funding provided, does not seem to generally fulfill the ex-officers' basic requirements
- ***Work together with GOM agencies to ensure a positive resolution of the retirement and disability pension question for DS, as well as effective regular payments to eligible DS***
Many DS are eligible for pensions that would supplement other productive activities to allow what would likely be an adequate level of subsistence for these DS and their families. This effort could certainly help contribute to successful reintegration for a substantial number of individual DS, particularly those now dependent solely or substantially on RSS payments. The Ministry of Finance and ADEMIMO should be consulted to begin the process of resolving pension issues
- ***Due to the mid-level education status of many soldiers (on the basis of our interview results with our sample) and the even lower level of education of many others, we recommend to work with the GOM's Ministry of Education to establish mechanisms to allow DS greater access to formal education.***
- ***Conflict areas containing increased numbers of vulnerable DS must be attended to efficiently***
Labor-intensive projects can be used selectively to target vulnerable groups of DS in remote or conflictive areas as one means of quick, targeted, large-scale intervention. These projects should always try to mix civilians with DS to aid integration and discourage a military atmosphere
- ***An awareness-raising campaign should be launched and implemented with the DS and their communities as the main targets, with the following major points as its central message***
- DS should not be considered as a special or privileged group

- A DS is to be helped by IRS and PF only when he/she can be considered vulnerable
- Specific programs for DS will only continue for one more year (1996) to ensure appropriate transition to normal civilian life
- *Develop a strategy within the outreach effort that promotes increased access to DS and communities through an increased involvement of NGOs, religious, political, civic, and other community and social organizations*
- *Develop a transition/phase-out plan for the IRS/PF projects*
- *Identify factors which determine why some DS have not reintegrated successfully*
- *Ensure consistent, on-going monitoring of activities*

APPENDIX 1. LIST OF ACRONYMS

AA	Assembly Area
ADEMIMO	<i>Associação dos Deficientes Militares Moçambicanos</i> (Mozambican Association of Disabled)
AMODEG	<i>Associação Moçambicana dos Desmobilizados da Guerra</i> (Mozambican Association of Demobilized Soldiers)
BPD	<i>Banco Popular de Desenvolvimento</i> (Peoples Development Bank)
CAII	Creative Associates International, Inc
CORE	<i>Comissão de Reintegração</i> (Reintegration Commission)
CNRSE	<i>Comissão Nacional para a Reinserção Social e Económica</i> (National Commission for Social and Economic Reinsertion)
CRT	Conflict Resolution Team
DRP	Demobilization and Reintegration Process
DS	Demobilized soldier(s)
DSS/AM	DS Services Assistant Manager
DPT	<i>Departamento Provincial de Trabalho</i> (Provincial Directorate of Labor), Ministry of Labor
GCI	<i>Grupo de Coordenação e Informação</i> (Coordination and Information Group), Ministry of Labor
GOM	Government of Mozambique
GT	<i>Grupo de Trabalho</i> (Working Group), Ministry of Labor
GTZ	<i>Deutsche Gesellschaft für Technische Zusammenarbeit</i> , the German technical assistance agency
IA	Implementing Agency
ILO	International Labour Organisation
INEFP	<i>Instituto Nacional do Emprego e Formação Profissional</i> (National Institute for Employment and Professional Training)
IOM	International Organisation for Migration
IRS	Information and Referral Service for Demobilized Soldiers (<i>Serviços de Informação e Referência</i> or SIR)
ISCOS	<i>Instituto Sindical per la Cooperazione allo Sviluppo</i>
MINLAB	Ministry of Labor
MINSOC	Ministry for the Coordination of Social Welfare

NGO	Non-Governmental Organization
NOPF/AM	National Opportunities and PF Assistant Manager
ONUMOZ	United Nations Operation for Mozambique
ORF	GTZ's Open Rehabilitation Fund for Demobilized Soldiers (<i>Fundo Aberto de Reintegração</i> or FAR)
OSD	ILO's Occupational Skills Development Programme (<i>Desenvolvimento das Habilitações Ocupacionais</i> or DHO)
PCP	Provincial Coordinator of Programs, IOM
PF	Provincial Fund for Demobilized Soldiers (<i>Fundo Provincial</i> or FP)
RENAMO	<i>Resistencia Nacional de Moçambique</i> (Mozambican National Resistance) the main opposition party
RSS	Reintegration Support Scheme (<i>Esquema de Apoio de Reintegração</i> or EAR)
RTA	Regional Technical Advisor (IRS/PF staff)
UCP	<i>Unidade de Coordenação dos Programas</i> (Unit for Program Coordination) Ministry of Labor
UCPP	<i>Unidade de Coordenação Provincial dos Programas</i> (Unit for Provincial Coordination of Programs), Ministry of Labor
UNDP	United Nations Development Programme (<i>Programas das Nações Unidas de Desenvolvimento</i> or PNUD)
UNOHAC	United Nations Office for Humanitarian Assistance Coordination
USAID	United States Agency for International Development
WFP	World Food Programme

APPENDIX 2. METHODOLOGY AND TEAM COMPOSITION

This study was conducted in Mozambique from November 3rd to December 18th 1995 according to the following approach and methodology

a) Methodology

The team gathered data from primary and secondary sources

- Primary sources included interviews and focus groups held with IRS/PF provincial and HQ staff, the IOM Chief of Mission, donors, beneficiaries and counterparts, including demobilized soldiers, veterans' representatives, implementing agencies and relevant government ministries/institutions,
- Secondary sources included reviews of project documentation, including grant documents, reports, procedural memoranda and project monitoring reports

We held individual interviews as well as focus groups as detailed below

1 Sample Selection

We attempted to contact a representative sample of stakeholders, paying attention to the following three factors

- National and provincial representation — we worked to secure opinions of stakeholders operating at the national level, including government representatives donors, IRS/PF managers, collaborating agency officials, and project implementing agency officials as well as community leaders and veterans' association leaders,
- Geographical representation — we worked to interview implementing stakeholders community leaders and DS in as many provinces as time and resource constraints would permit,
- Representation of all types of PF and ORF projects, including all categories of projects all sizes of project, and projects deemed successful as well as those seen as ineffective

2 Selection of Sites

The team worked to visit national and provincial IRS/PF office and project sites To gain a useful overview of Provincial Fund and Open Reintegration Fund projects and impacts the team travelled to seven provinces, including

**IMPACT EVALUATION SURVEY SAMPLE:
DISTRIBUTION OF NON-DS STAKEHOLDERS**

STAKEHOLDER	NATIONAL LEVEL		PROVINCIAL LEVEL	
	NUMBER OF RESPONDENTS	PERCENTAGE OF NON-DS SAMPLE	NUMBER OF RESPONDENTS	PERCENTAGE OF NON-DS SAMPLE
Government representatives	4	4 %	14	13 %
Donors	3	3 %	—	—
IRS/PF staff	5	5 %	15	14 %
RENAMO officials	2	1 %	—	—
Collaborating agency officials	4	4 %	9	8 %
Project implementing agency officials	3	3 %	22	21 %
Community leaders	—	—	6	6 %
Veterans' association leaders	2	1 %	—	—
Civilians participating in PF- or ORF-funded projects	—	—	17	16 %
Journalists	1	1 %	—	—
TOTAL	24	22 %	83	78 %

◆ **Demobilized Soldiers**

We were able to interview 397 demobilized soldiers during our data collection phase. All DS were interviewed in the provinces.

We used two techniques to interview demobilized soldiers. First, we conducted individual face-to-face interviews with 341 DS, account for over nine tenths of our sample. Secondly, we supplemented our individual interviews with 6 focus groups held in 6 different provinces, gaining us primarily qualitative data from another 32 DS, representing the remaining 8 percent of the DS sample.

The table below shows the distribution of DS respondents by province and by type of interview.

- Five provinces where the IRS/PF is active — Cabo Delgado, Gaza, Maputo, Nampula and Zambezia,
- Two provinces where ORF is active — Manica and Sofala

3 Sources of Data

Our data were gleaned through

- Interviews with 504 people,
- Visits to 7 provincial IRS/PF offices,
- Interviews and focus groups with representatives of 11 stakeholder groups
- 23 interviews with stakeholders at the national level,
- 341 interviews with stakeholders at the provincial level
- One written questionnaire submitted without face-to-face discussion,
- Interviews in seven provinces,
- Focus groups in six provinces,
- Visits to 57 provincial project sites

We divide our stakeholders into two groups: demobilized soldiers themselves and non-DS stakeholders

◆ *Non-DS Stakeholders*

We were able to interview 107 non-DS stakeholders, with approximately one fifth at the national level and the remaining majority (78 percent) in the provinces. The table below shows these 107 non-DS respondents by category of stakeholder and by level.

**IMPACT EVALUATION SURVEY SAMPLE
DEMOBILIZED RESPONDENTS BY PROVINCE AND CATEGORY**

PROVINCE	INDIVIDUAL INTERVIEWS		FOCUS GROUPS		CONTROL GROUP DS NOT PARTICIPATING IN PF	
	NUMBER	PERCENTAGE	NUMBER	PERCENTAGE	NUMBER	PERCENTAGE
Cabo Delgado	15	4 %	17	4 %		
Gaza	41	10 %	35	9 %	1	1 %
Manica	34	8 %	8	2 %	4	1
Maputo	49	12 %	30	7 %	1	1
Nampula	26	7 %	39	10 %	5	1 %
Sofala	23	6 %	7	2 %	7	2 %
Zambesia	19	5 %	22	6 %	9	2 %
TOTAL	207	52 %	158	40 %	32	8 %

◆ **Control Groups**

We used two different control groups to assess DS responses

- We interviewed 17 civilians who participate in PF- or ORF-funded activities
- We interviewed 32 demobilized soldiers who have not participated in PF- or ORF-funded activities

4 Evaluation Instruments and Focus Group Guides

To ensure that data were collected consistently and therefore comparably we devised nine evaluation instruments targeting each primary stakeholder audience

◆ **Regional and provincial audiences**

- Demobilized soldiers
- Civilian partners in projects,
- Community leaders
- Implementing agencies
- IRS/PF provincial staff
- Government agencies
- Collaborating agencies

● **National Audiences**

- IRS/PF national staff,
- Donors
- Government agencies (same questionnaire as for regional and provincial officials)
- Collaborating agencies (same questionnaire as for regional and provincial officials)

Interviews ranged from 15 minutes (for civilian partners) to 2 hours (for IRS/PF staff)

We also developed guides for conducting focus groups again so that the information gleaned could be comparable. Our focus groups brought together 5 to 10 respondents and lasted approximately two hours.

The list of people interviewed and our evaluation instruments are supplied in other appendices to this report.

b) Team Composition

The CAII seven-person evaluation team consisted of the following:

- One Evaluation and Small Projects Funds Specialist who served as Evaluation Team Leader,
- Three locally-hired Demobilization and Reintegration Specialists, each responsible for field research and data collection in one of the regions of the country (North, Center, and South),
- Two Assistant Field Researchers, one each for the Northern and Southern regions
- Additional assistance was secured for logistics and translation in local languages
- The evaluation was further supported and supervised by CAII's Regional Coordinator for Southern Africa.

APPENDIX 3. DOCUMENTS CONSULTED

- 1 Borges Coelho, João Paulo and Alex Vines *Pilot Study on Demobilization and Re-Integration of Ex-Combatants in Mozambique* Refugee Studies Programme Oxford University, UK
- 2 Creative Associates International Inc *A Feasibility Study of Referral Services for the Demobilized Final Report* January 3 1994
- 3 _____ *Data Sheets Demobilization and Reintegration Programs (worldwide) Information and Referral Service (Mozambique) Provincial Fund (Mozambique) Occupational Skills Development Programme (Mozambique)*
- 4 _____ *Evaluation of the Impact of the Government of El Salvador's Initial Reinsertion Activities Approved Scope of Work Evaluation Instruments Workplan* August-December 1995
- 5 _____ *Information and Referral Service for Demobilized Soldiers Mozambique Status Report* December 31 1994
- 6 _____ *Other Country Experience in Demobilization and Reintegration of Ex-Combatants Workshop Proceedings and Case Study Findings* January 1995
- 7 _____ *Provincial Fund for Demobilized Soldiers Mozambique Implementation Strategy* December 1994
- 8 Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) *Demobilization and Reintegration for Mozambique GTZ Open Reintegration Fund* October 1995
- 9 _____ *Monthly Brief* an overview of GTZ activities November 3 1995
- 10 Instituto Sindical per la Cooperazione allo Sviluppo (ISCOS) *Basic DS Training Program Documentation*
- 11 International Labour Organisation (ILO) *Preliminary Results of Follow-up in Maputo Province The Reintegration of Project Beneficiaries in Maputo Province* October 1995
- 12 International Organisation for Migration (IOM) *Contracts and related collaboration documents between IOM and ISCOS IOM and OSD/ILO and IOM and GTZ/ORF*
- 13 _____ *Evaluation of 14 PF-Funded Projects in Gaza Province*
- 14 _____ *Evaluation of PF-Funded Projects in Zambezia Province*

- 15 _____ *Fundo Provincial Resumos dos Contratos e Indicadores* (monthly report for each province) October 1995
- 16 _____ *InfoReport* July-August 1995 and others
- 17 _____ *Information and Referral Service Provincial Fund Programme Progress Report for the Period 15 November 1994 Through 31 July 1995*
- 18 _____ *IRS Individual DS Data Form, PI Registry Form Outreach Reporting Opportunities Registry Form, Information and Referral Service/Provincial Fund (IRS/PF) Administrative and Data Collection Forms*
- 19 _____ *IRS PF Manual of Procedures*
- 20 _____ *IRS PF Opportunities Survey (Draft)* August 1995
- 21 _____ *Minutes IOM-OSD Meeting* September 19, 1995
- 22 _____ *Monitoring Nine PI -Funded Projects in Maputo Province*
- 23 _____ *Monthly Summary of PF-Funded Projects at National Level* October 1995
- 24 _____ *Mozambique Demobilization Programme Statistical Report* January 1, 1995
- 25 _____ *Parecer sobre os Documentos enviados a coberto da nota 626 INI I P C I 95*
Memo to Ministry of Labor/UCP/INEFP, November 23, 1995
- 26 _____ *Project Identification, Project Identification by Sectors and Codes Economic Opportunities for Reintegration of Demobilized Soldiers Meeting with the RIAs on 29 and 30 June 1995* (memo from IRS/PF Manager, July 5, 1995), *Collaboration with AMODEG, ADEMIMO and RENAMO* (memo from IRS/PF Manager, August 15 1995), *Procedimentos e Planos de Actividades* (memo from the IRS/PF Manager, August 31, 1995), *Short Summary Document of Introduction to the PI* all IRS/PF internal administrative memos and guidelines documents
- 27 _____ *Proposta Preliminar Para o Fomento da Micro e Pequena Empresa Para Desmobilizados Atraves De Um Sistema De Credito A Medio Prazo* Memo to the Ministry of Labor
- 28 _____ *Provincial Fund An Overview of Lessons Learned (Draft)* Annex to the Progress Report, July 1995
- 29 KPMG/Peat Marwick *Final Report on the Viability of Establishing a Targeted Credit Fund for DS* Prepared for IOM October 1995
- 30 Ministry of Labor/INEFP *Beneficiarios Dos Diferentes Projectos De Reintegração Dados relativos a Novembro de 1995* Summary table showing the number of beneficiaries of all main DS reintegration support programs with data from early November 1995

- 31 _____ *OSD ILO UNDP Project Monthly Report* October 1995
- 32 _____ *ZLRO Newsletters* September 1 1995 issue and others
- 33 UNOHAC/CORE *Provincial Fund For Reintegration Of Demobilized Soldiers* the Agreement Document between the Government, RENAMO and CORE on establishing the Provincial Fund August 5, 1994
- 34 USAID/Mozambique *Grant Agreement No 656-0235-G-00-4019-00* Grant between USAID/Mozambique and the International Organization for Migration to fund the Mozambique Information and Referral Service March 28, 1994
- 35 _____ *Grant Amendment No One to the USAID Grant Agreement No 656-0235-G-00-4019-00* March 23, 1995
- 36 World Bank *Aide-Memoire Mozambique Provincial Reintegration Support Program* June 27, 1995

APPENDIX 4 STAKEHOLDER PERSPECTIVES ON DEMOBILIZED SOLDIERS' REINTEGRATION

a) Demobilized Soldiers Perspective

From the perspective of DS recipients, IRS and PF have made a positive impact on them and aided their successful reintegration

1 Reintegration and Disassociation from the Military

Eighty percent of the interviewed DS consider themselves to be reintegrated. From the perspective of DS interviewed, reintegration means some or all of the following:

- To be outside the military structure
- To have a job
- To be with the family
- To be part of the community
- To have access to productive agricultural activities

One impact the IRS and PF programs has made on DS is that the recipients are more self-identified as civilians, with sixty-four percent considering themselves civilian, as opposed to fifty-three percent of the non-recipient control group. In general, DS no longer identify themselves as military, with only one percent of the recipient group still considering themselves military, as compared to three percent of the control group.

More than ninety-six percent of the recipient group did not want to return to the military, a slightly greater percentage than the control group's ninety percent.

2 Productive Activities

The most significant quantitative impact the IRS and PF programs have had toward the reintegration of DS has been in terms of productive activities.

Productive activities are divided in two categories:

- Formal activities, represented by formal permanent employment
- Non-formal activities, represented by permanent income-generating activities which allow DS to support their family with regular revenues

Agriculture, with access to land, animal husbandry, and fishing are the main types of non-formal activities.

More than half of recipients (fifty-eight percent) are engaged in productive activities while only twenty-seven percent of the non-recipient group were engaged

3 Training

Another significant area of impact is training. Twenty percent of the recipients received professional training with support from the IRS/PF program. Almost three quarters of those attended courses provided by OSD (DHO) projects.

Thirteen percent of IRS users requested training courses through the activities of collaborating agencies of the IRS (OSD, ISCOS, IDIL, PAPIR). This number represents all the recipients visiting IRS offices requesting training.

Eighty percent of recipients receiving training believe that the training represented an improvement in their lives.

b) Community Leaders Perspective

Community leaders interviewed expressed their full support to the reintegration of the DS, which they consider to be a prime responsibility of the community. DS are generally welcomed by their families and community members, and there are local mechanisms to support their rapid reintegration.

Community leaders consider that DS do not rely only on the subsidies; they often try to find their own solutions for survival, either through involvement in agriculture or starting small business, which revitalize local markets and bring manpower that helps solve some of the problems of the community. Community leaders therefore appreciate the work of IRS and PF in supporting these efforts.

Community leaders mention a problem in the shortage of opportunities for literate DS who do not feel attracted by agriculture. Often these DS leave their communities to look for jobs in cities and towns.

Community leaders' current major concern, especially in northern Mozambique, was the unknown situation of young people from their communities who did not return from military life after demobilization.

From the community leaders' perspective and under the context of their own villages, most DS who have returned home can be considered reintegrated. They have been reunited with their families, communities, and ancestors and are in equal or possibly better situations than other ordinary civilians of their community. Therefore, the community leaders did not feel that DS from their community would be a threat to peace and stability.

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c) IOM National Staff Perspective

IOM National Level staff (NLS) considers the major impacts of the IRS/PI Program so far to include

- An important amount of DS received valuable services from the programs. One informal estimate is that up to the date of the interviews a total of 14,600 had received more than just information, of which 6,500 by the IRS through referrals and 8,000 by the PF.
- A great number of DS have become involved in civilian activities.
- Ninety percent of all PF-funded projects are successfully completed.
- Support has been provided to other agencies helping them to execute their own programs toward reintegration of DS.
- Small economic activities are being started and supported.
- Socio-economic infrastructures are being rehabilitated and community improvements brought about (for example, roads and sewage systems).
- A Mozambican staff of the IRS and PF has been trained and has gained valuable experience.
- There has been no major outbreak of violence nationwide during the whole period of activity of the IRS and PF programs.

One NLS member volunteered that PF projects aimed at supporting the DS in or through their respective communities, such as the IBIS road and infrastructure rehabilitation and the Chiuri/Pemba agricultural schemes appear to have been among the most successful. These can clearly be measured as having successful and highly visible impact in terms of rapidly evolving economic activity such as small roadside markets and vehicle traffic to rural communities. Similarly, projects in which considerable time was invested on pre-selection, selection tests, training kits, donations and supervision are starting to show success at an individual level.

However, some NLS said that they did not consider the main objective attained as "reintegration" is not only about numbers. The objective was really the reintegration of unreintegrated ex-soldiers while what has probably happened is that about 50 percent of the DS supported so far would have reintegrated themselves anyway. The problem DS might just be the ones that do not show up at the IRS office. Truly identifying the target group of unreintegrated ex-soldiers and really reaching these problem groups has been an objective harder to attain than the numbers. Often, such efforts are even more short-term and require a different dynamic which includes political (and sometimes medical) components. This implies more integrated operations. It requires more political acumen and efforts from the local PCP at the provincial level.

NLS interviewees were unanimous in their opinion that starting in 1997 there should be no more programs specifically targeting DS as a special, distinct group. Continuing specific programs could prevent DS from developing some of their own reintegration initiatives based on their own efforts.

Rather programs could be implemented that target groups where certain DS would be eligible within a broader category for example the unemployed

d) Information and Referral Service and Provincial Fund Staff Perspective

So far, the impacts of the program are considered very encouraging by IRS and PF staff, in all provinces visited, the program is said to be accomplishing its role of preventing social unrest caused by DS and facilitating their reintegration

In general, IRS and PF staff consider that the local context for reintegration of a demobilized soldier is determined by his involvement in activities that provide a "long-term and sustainable source of income for him/her and his/her family " IRS/PF staff feel that the majority of PF-assisted DS are becoming self-sustaining and will become fully reintegrated into the lives of their family and communities, if the current initiatives are successfully completed

IRS/PF success was further defined to mean improving the quality of the existing initiatives expanding opportunities to other DS not yet assisted, involving other vulnerable groups and integrating the projects in the global context of community development

1 Employment and Skills Training

The program was able to promote "emergency" employment opportunities for a remarkable number of demobilized soldiers during its first phase, both in urban and in rural areas, mainly through road construction and rehabilitation projects

The program now emphasizes skills training programs in addition to employment opportunities. For example, in Nampula, IOM directly supports OSD training programs. In October 1995 the IOR (training) projects in that province were sixty-eight percent of all PF-supported projects¹

Manica and Sofala represent exceptions. Until recently, IRS activities were restricted to providing referral and information services to DS, and collaborating with agencies such as OSD ISCOS (PAPIR) and GTZ by mapping opportunities screening proposals and providing logistics support to GTZ's Open Reintegration Fund the PF equivalent program that directly supports projects for DS in that region. Those projects focus more on permanent employment initiatives often implemented by private enterprises. Coordination between the two agencies is currently being improved by the IRS RTA in the region

2 Likelihood of Social Unrest

IRS and PF staff felt that DS would not return to military activities. Some considered it likely that crime would increase with the end of the RSS payments especially in urban areas

¹ Source "Resumo dos Indicadores da Provincia de Nampula." 19/10/1995

3 Community Integration

Current projects in the Southern Region are attempting to consolidate reintegration by eliminating DS' special status. Projects encourage DS interaction with other members of their communities and generally fulfill the mandate to include at least fifty percent of DS as project beneficiaries. In the Central Region, with GTZ's ORF, the approach is somewhat different and this proportion is reversed in many cases the number of civilians in the projects being well over fifty percent.

e) Government of Mozambique Perspective

GOM officials perceive positively the impact of IRS and PF at both the provincial and district levels.

The most important impact of reintegration programs such as IRS and PF was considered to be the low likelihood of social unrest. Most GOM officials interviewed felt confident that DS would not return to war activities, though GOM officials expressed some concern about the possibility of increased crime, especially in urban areas.

f) National GOM Institutions and Political Representatives

It is in general considered by all that the IRS and PF programs have indeed contributed to maintaining the peace in Mozambique.

The following were highlighted as IRS and PF contributions providing positive impact for DS:

- IRS and PF have proven to have the capacity to attend and provide services to substantial numbers of DS.
- IRS and PF have provided assistance in resolving documentation problems.
- IRS has found employment for some.
- PF has financed projects for others.

Many mentioned that IRS and PF resources are small in comparison to DS needs. This has meant that PF has had to refuse many DS-presented project proposals because they required unacceptably large sums of money for the program's established criteria. Nevertheless, the level of support generally seems to have created the minimum necessary conditions to facilitate many DS's reintegration.

Some officials, however, considered that the impact of the IRS and PF and their partner programs has so far been limited. Many problems with the DS reintegration process remain to be solved, especially with more than half of the DS unemployed, including many that received training. Consequently, the majority have not been reintegrated in professional terms.

The following factors were named as having been encouraged or assisted through IRS and PF and having a positive impact on the DS reintegration process in Mozambique

- DS have a strong desire to reintegrate successfully and have a positive perception of the aid provided by reintegration programs
- An initial effort has been made at coordination between the various existing programs and the Government, particularly in the field of training and employment promotion
- Civil society has developed a general recognition and acceptance of the role it has to play to help the successful reintegration of DS
- Some programs aimed at DS have had a catalytic effect in promoting the emergence of small businesses, especially in the informal sector
- Among DS there does not seem to exist a major division and distinction between Renamo and Government DS, they seem to deal with one another as equals
- Salary subsidy projects provide a period of social and economic stability as well as on-the-job training, for those DS that benefit, some DS in these circumstances have even retained their new jobs permanently
- Infrastructure improvement is brought about through projects in construction and rehabilitation of roads, bridges and buildings
- Projects encourage reintegration by mixing DS and civilian participants
- Social peace has been maintained so far in the country
- Positive energy and motivation that was generated when some of the programs were announced, which also created great expectations

Government respondents extrapolated factors linked to IRS and PF that are currently having a negative impact on the DS reintegration process in Mozambique These include

- The small amount of financial resources that were provided through the DS reintegration programs and especially PF project funds often inadequate on an individual grant basis to permit undertaking sufficiently large activities
- The need to increase the institutional capacity of the Government agencies responsible for the reintegration of DS was not adequately taken into consideration in planning DS reintegration programs

- The national economy in Mozambique with massive unemployment does not have the capacity to absorb the labor force in the formal sector as this sector has a limited job market and requires well-trained people
- Mozambique's consumer market is small and does not offer a major outlet for local products
- Many DS that received training have not been able to find work
- Some backlash may occur when DS feel that some of the expectations generated at the beginning of the reintegration programs have not been met

Yet in the opinion of one interviewee, positive aspects so far outweigh the negative

g) Provincial GOM Institutions

Overall, provincial authorities appreciate the IRS/PF role, stressing that in some cases GOM had to rely on IOM to address DS needs and pressures. This was the case in Montepuez Nampula City and some villages of Zambezia, where PF projects responded rapidly to potentially explosive situations posed by unemployed DS.

Provincial GOM officers interviewed acknowledged the need for more active GOM involvement, especially in coordinating actions at the level of the UCP, offering technical support to the different micro-enterprises created in the context of PF-funded initiatives and providing DS access to land and credit schemes when appropriate.

Officials representing provincial GOM institutions believe special programs for DS should not continue for much more than one year. In Nampula province for example local government officials consider that DS were "highly and enoughly privileged" which they believed creates a "syndrome of dependency" and, more dangerously, opportunistic behaviors described as "black-mailing". They believed stopping the programs would aid in discontinuing the DS privileged status.

h) District GOM Institutions

IRS-PF support is well appreciated by the implementors, including district GOM institutions. It was generally considered that PF-supported projects often had a positive impact on the agency. Government agencies felt that IRS-PF support gave them the necessary resources to play an active role in the reintegration effort and better serve the DS thus improving their relationship with the community.

The government's role varies from region to region. In the Southern Region for example there is no collaboration between district government institutions and IOM. This situation must be improved possibly with national awareness and instructions to the provinces.

In the North, GOM agencies are becoming a major IRS and PF partner at the district level. District Administrations function as a local extension of the IRS-PF office enlisting DS for job or training opportunities, identifying training needs, mapping out opportunities, and receiving and screening project proposals. In some cases, the Administrations implement or supervise projects. Often there is another GOM agency involved in monitoring and implementing projects at the district level, for instance, the District Directorate of Agriculture or the City Council.

The PSO coordinates regularly with these district authorities through the outreach services ("mobile offices"). This approach offers several advantages. It reduces direct contact between IRS/PF staff and the DS, thus promoting GOM responsibility over DS issues. Identification of opportunities and screening proposals become dramatically reduced, since the district partners provide proposals in a final version, often with all formal permissions granted. This approach also ensures more frequent follow-up on project implementation while reducing the risks of mismanagement of project funds.

From the GOM perspective, the processes, timing, and systems for PF contracting were considered "acceptable" (the average time from submission of proposals to final disbursement of funds was 2 weeks to 1 month).

A common complaint by the implementors, including GOM agencies, was related to the funding made available by the PF which, in their opinion, did not correspond to the real needs of the project, especially due to the constant devaluation of the local currency. Implementors involved in training funded by OSD via IRS/PF often complained about the methods for selecting trainees, insufficiency of training materials, bad quality of training kits, and lack of follow-up support to the trainees.

i) Implementing Agencies' Perspective

At the national level, five officials from three different implementing agencies (IA) were interviewed. Their comments follow:

1. Handicap International (HI)

The central objective of HI-supported activities is to improve the autonomy of disabled DS by providing means of transportation or exercise facilities.

The Provincial Fund has funded two HI-designed and executed projects to date. One project was designed to provide 24 tricycles for each of the 6 orthopedic workshops supported by HI (Pemba, Nampula, Lichinga, Tete, Vilanculos, and Inhambane). These tricycles were distributed to disabled DS.

The second project was the construction of a special walking path for therapeutic use in Niassa Province. Ten non-disabled DS were involved in the construction of this path. The workshop space in the Lichinga office has also been expanded. Both activities employed DS as unskilled labor.

2 ADPP

ADPP has more than one PF-funded project². The Changalane project deals with reforestation and environmental care at a large ADPP Farm in Changalane. There are 40 beneficiaries of which over half (22) are DS. This project aims to train participants on basic environmental and ecological issues.

3 IBIS

Currently, the Zambesia Infrastructure Project is IBIS's sole PF-funded project. This project's central objective is to improve on the infrastructure in Zambesia Province. So far, rural roads have been improved and two schools constructed. Over 1000 direct beneficiaries are working on this project, with more than half DS. IBIS also has some financing from DANIDA.

All IAs indicate that working with DS on projects has been a positive experience. DS are motivated to work, relatively easy to manage, work efficiently, and are eager to get into a civilian mode of life. DS are also benefiting from the projects that are being initiated. Nevertheless, difficult circumstances do arise when dealing with the DS and the IAs believe a delicate balance of confidence has to be established between the IAs and the DS to prevent volatile situations.

Implementing agencies such as IBIS have aided the impact of IRS and PF by providing DS with employment. DS also receive on-the-job training and are occasionally placed in permanent employment.

In general, IAs are satisfied with their work with IOM. The following specific problems were encountered in IA implementation of IRS and PF programs:

- One agency encountered difficulty in finding a source to finance lunch for project workers. A shorter daily schedule was implemented to reduce the number of work hours. The schedule was adapted to a six-hour work day with a fifteen-minute break when workers get some maize porridge.
- The current of payment is a problem for implementing agencies. The original contract's budget was agreed on in US dollars. However, payment is made in Mozambique Meticals at the exchange rate of the day the payment is made. With the fluctuating exchange rates, the money value always turns out smaller. Most times, requests have to be made for additional funds. IRS and PF staff have shown considerable flexibility in dealing with this situation.
- One major problem are the short-term construction brigades which displace the DS from their new economic environment.
- Some projects use DS as cheap labor without offering any training.

²The Project Leader could only answer questions that are relevant to the Changalane, Maputo Province.

All three IAs interviewed are satisfied with the results obtained by the PF-funded projects. They all consider that some of the results such as better roads, economic growth and ecological education will be sustainable in the future.

For the IAs, there are important advantages to these PF-funded projects:

- The funds provide them with additional resources to undertake activities they could otherwise not have been able to implement or
- The resources are relatively easy to manage

The agencies say that they will continue their activities after PF financing stops, showing the impact of IRS and PF on both project and IA sustainability. New donors are being sought to provide funding.

Some agencies that will not continue work with specifically with DS plan to focus on agricultural activities. At the moment, there are a number of initiatives to establish some agricultural production activities. Other activities that may be undertaken include reforestation and making charcoal.

All three IAs interviewed indicate they will present new project proposals for PF funding in the coming year. New initiatives that may be developed in the future include staff training in fund raising activities, rural infrastructure development, tree planting, and demining. HI has already presented a proposal on demining to IOM central management.

J) Collaborating Agencies Perspective

1. GTZ

GTZ has enjoyed a working collaboration with IOM since December 1994, when an agreement was signed. An addendum to the original agreement was signed in April 1995. These agreements allow for a close relationship at both the national and provincial levels. While GTZ concentrates on managing the Open Reintegration Fund (ORF), IOM provides support and logistical services to GTZ, to other collaborating partners involved in the IRS as well as to DS. So far, the level of IOM staff professionalism has improved although staff still need to be trained in the areas of project management and developmental issues.

◆ DS Project Activities

All ORF-funded projects are based on private investment. Eighty percent of ORF-funded projects are with private businesses, while twenty percent are with NGOs and other collaborating agencies. As of November 1995, ORF had financed 140 projects. Signing of new projects has been halted temporarily until the next financing allocation (expected January 1996) is received.

Each DS is allotted US\$750 through ORF. At inception, ORF directed one hundred percent of its funding to DS. Now, funding emphasis is being steered toward returning refugees with at least fifty percent DS participation. Projects are monitored and appraised on a regular basis by consultants hired by GTZ.

One major activity currently being carried out by AFRICARE is the building and renovation of schools at the provincial levels.

Including DS in regular day-to-day activities has positive results for the various parties involved. DS become productive citizens in their communities, and earn an income as well. The communities also benefit through the socio-economic rehabilitation of their communities as well as support received for micro-economic growth and market economy development.

◆ **Setbacks**

According to GTZ, there have been a few setbacks to date:

- Implementing agencies usually have difficulties in recruiting DS to participate on projects and activities. This is due in part to DS inability to adapt to civilian life.
- Existing companies are subsidizing jobs and employing DS as cheap labor.
- Implementing agencies disregard the terms of agreement in their contracts.
- Financing of new projects in some provinces is currently at a standstill because of lack of funds. This is in large part because GOM is not honoring time limits originally established in the agreements.

◆ **Impact of Projects**

Projects are currently being assessed for two types of sustainability:

- The sustainability of the jobs created.
- The sustainability of infrastructures and products.

GTZ has recently carried out a beneficiaries analysis to effectively evaluate the impact of ORF-funded projects on the communities and DS. Results were expected in mid-December 1995.

◆ **The Future**

GTZ estimates it can fund projects through September 1996. With projects that last 20 months there will be a need for local monitoring in the provinces until the middle of 1998. This activity should be done by local structures with decreasing workloads.

Starting in 1997 the next phase of projects will concentrate more on other target groups like returned refugees.

GTZ is currently exploring the possibility of combining all the current GTZ funding for economic rehabilitation and small-scale business under their technical assistance that directly supports local counterpart structures. The Ministry of Industry and the Ministry of Cooperation may be potential partners for such activities, although it is not certain if MINLAB and the DPTs, MINSOC, or the CNRS will be adept enough for such a transfer of responsibilities.

GTZ will partly finance an upcoming UNDP evaluation which will look at RSS and will also be an overall evaluation of the global DS reintegration process. This exercise will examine the significance the German Government's inputs have had so far on the overall demobilization and reintegration process.

2 OSD/ILO

The OSD/ILO have a general agreement with the IOM through which the IRS refers DS to OSD-supported courses. Through the IRS offices, the OSD sends funding (checks), documentation and other necessary materials and identifies potential trainers and DS participants.

The official coordinating entities for the DS reintegration effort is the UCP at the national level and the UCPPs at the provincial level. Regular coordination is also done through bilateral contacts between the OSD and IOM at all levels.

◆ **DS Training Activities**

OSD has DS as their sole target group. Training activities are undertaken on the basis of available opportunities, market requirements and DS preferences and personal profiles. The majority of DS participants in OSD training courses are referred by the IRS offices.

OSD/ILO also have an agreement establishing the creation of a Grant Fund to provide financial support for projects/activities initiated by 150 of the best students graduating from the training courses.

OSD will start providing professional kits without training to support and reinforce the work of PF-funded projects. A selection test will be given to determine who receives a kit. A protocol between

OSD, INEFP and IOM is soon to be signed. There are 20 different types of kits which are to be sold at 10 percent of their real value (selling price averages around 100,000 Meticals).

◆ *Impact of Training Activities*

Since OSD's inception in August 1994, over five thousand DS have been trained or are in training. OSD training activities have been undertaken in every province of the country. The training agency, INEFP, is gaining institutional capability through support in training of national management staff and trainers.

Studies focusing on the impact of these training activities are being carried out in the Maputo, Nampula, and Sofala provinces. So far, the impact is considered positive on the DS, their families, and their communities.

◆ *The Future*

Specific projects for DS may not continue after 1996. Work being done with the DS could be improved by using an approach that favors quality over the quantity of work done.

GOM will also be encouraged to get more involved in implementing the peace process, even though there may be some major problems in the first quarter of the year. Beginning in 1997, reintegration programming will be phased out, with GOM assuming more responsibilities. In 1997 and 1998, provincial offices set up for the IRS/PF program will remain as provincial INEFP delegations, possibly with IOM advisors.

3 ISCOS

ISCOS has a formal agreement with IOM for ISCOS and INEFP to select beneficiaries of a fund to support small-scale activities. Each beneficiary is eligible to receive US\$150. So far, 41 beneficiaries have received this funding.

Negotiations are presently underway with IOM to expand this activity to another 480 beneficiaries in all provinces of the country. If negotiations come through, IOM will be funding 680 DS overall through this fund. Another 220 DS would receive similar funding from the ISCOS DS training program.

ISCOS has never encountered any difficulty in getting in contact with IRS/PF officials when the need has arisen.

◆ **Project Activities**

■ ISCOS is currently developing an activity where training graduates (80 DS) are provided with funds to establish small enterprises

■ ISCOS funded by the Italians is supporting the work of 6 provincial Employment Centers This program has so far financed the construction of the Center building, and is providing salary subsidies for 3 or 4 staff members in each province (for a total of 47), as well as covering their administrative expenses such as photocopying and fax machines These centers refer people for employment in industries Since its inception in November 1994, 290 candidates have been placed in jobs

◆ **DS Training Activities**

ISCOS is currently implementing a US\$3.4 million Program that supports vocational training and the start-up of autonomous or dependant work activities ISCOS and MINLAB's INEFF manage the program jointly there is an INEFF institutional support component The main beneficiaries of this program are DS and other unemployed citizens The program is implemented the following 6 provinces

- Maputo
- Gaza
- Sofala
- Manica
- Tete
- Nampula

Two-hundred twenty people are expected to benefit from this program between January 1994 and September 1996 Out of this number, 1500 will be involved in an autonomous work activity while 700 are slated to find employment with already existing organizations

The 1500 participants will go through a management training course and be provided with professional kits at the end of the training session Of this number, 900 participants will receive US\$150 each after they have proved their capability to initiate entrepreneurial activities on their own A final 80 participants are to be selected and will receive US\$5000 each to carry out small-scale projects

◆ **Impact of Training Activities**

The impact has been positive for the DS and their families Communities are also generally satisfied as they benefit from this activity In some cases the trained DS provide training to other community

members in vocational skills. The current capacity of the ISCOS-supported training centers is 2250 participants per year.

To ensure a successful continuation of the training programs, graduates are monitored and follow-up training is provided.

OSD is now active in all provinces of the country. There is a certain division of labor between OSD and ISCOS, with ISCOS concentrating more on institutional support to MINLAB in the area of management of the labor market, while OSD is concentrating more on vocational training with some institutional support.

◆ *The Future*

The IRS provincial institutional structure makes it an appropriate structure to use as a basis upon which to build up provincial INEFP offices. Consequently, IRS personnel may be integrated within the MINLAB's structure and become INEFP staff, switching their primary focus from DS to the community at large.

MINLAB may need institutional support for about 5 to 7 years to build, integrate and develop future work in this area. Bilateral negotiations are underway to determine which agency will fund this effort.

To prevent stirring unrest amongst members of communities, the practice of giving money to people may be stopped. A proposal is being put forward whereby no projects will be specifically targeted toward DS as of 1997. DS will instead be included in employment promotion projects targeting vulnerable groups.

4 **RSS/UNDP**

Currently, the RSS program works with the network of BPD banks around the country and has one field monitor in each region (based in Maputo, Beira and Nampula). No renewed collaboration with IOM is currently being envisaged.

◆ *Impact of Activities with DS*

At the beginning of the RSS, DS generally came to IRS offices on the day payments were being dispersed. However, in recent times, the situation has changed as DS visit the IRS offices on other matters. It is believed that this new pattern suggests DS are getting jobs and thus do not need the money from RSS as much as before. This situation, however, differs from district to district.

The fact that there was a system and structure established where DS could go to receive support services has proved to be an asset. It has been suggested that more offices be opened in the provinces in order for DS to have easy access to these support services.

Plans are underway for UNDP to implement an evaluation. One aspect of this process will be a specific internal evaluation of the RSS Program.

On a larger scale, the evaluation will examine the DS reintegration process in Mozambique. The evaluation is slated to begin in February 1996. This study will establish a general socio-economic profile of the group of beneficiaries, and will therefore involve intensive research into documentation used during the demobilization process. The final report of this evaluation should come out at the end of 1996.

◆ *The Future*

Emphasis will be placed on informing DS who have been through the reintegration training that they are expected to fend for themselves and will not continue to receive hand-outs from donor agencies and/or GOM. The DPT in each province will take responsibility for interfacing with DS.

IOM will transfer commodities and equipment to MINLAB provincial offices. Any program of this kind in the future will continue through GOM, either with donor or Government funding.

After 1996, there will be no more specific programs for DS, since it is believed that they have been successfully reintegrated into civilian society. An exception might be DS receiving retirement or disability pensions. The question of who receives retirement and/or disability pensions is still being determined.

k) Donor Perspective

Three donors have provided direct financing to IRS/PF: the United States, Italy, and Canada. Overall, all three donors expressed reasonable satisfaction with IRS and PF implementation to date.

The level of satisfaction with IRS/PF reporting was also reasonably high. It was considered that quantitative reporting on the IRS/PF Program's activities was fairly good, but that improvement could be made in the qualitative, narrative reporting, especially in the wake of some important and unforeseen problems such as demonstrations in Nampula.

USAID's principal criterion to assess IRS/PF progress is "less social unrest than if we did not have the Program." The other donors rely more on USAID's lead in terms of following the progress of the Program, receiving information in periodical meetings with Program staff and fellow donors, as well as referring to reports received from IOM. A criterion the Italians mentioned is the level of collaboration of this Program with other Programs supporting reintegration of DS and, in particular, training programs for DS that are funded through their bilateral funds (especially ISCOS).

1 USAID

In general, USAID believes that the quantitative targets set up at the beginning of the IRS/PF Program have been achieved. Some quantitative targets may have been achieved at the cost of quality especially in relation to the rapid selection of some of the implementing agencies. In more qualitative impact terms, USAID considers that the RSS and the IRS and afterwards the PF have made a big difference in preventing unrest. It is strongly believed that there would have been major problems if those programs had not been implemented. In opinion of the American representative DS have already stopped presenting a threat to the peace process.

Two factors were mentioned as concerns that could still negatively affect this reality: the upcoming cessation of RSS checks and the role of veteran's associations, in particular AMODEG. Projects with AMODEG appear to have been among least successful, while projects that have brought benefits for the community while offering employment for the DS such as road projects executed by IBIS were cited as providing the best results.

USAID considers that problem areas have not yet been sufficiently mapped. USAID considers mapping and solving identified problems as very important tasks to undertake at the moment, emphasizing area with a high concentration of demobilized soldiers, near major roads or with a history of problems.

2 Italy

Italy assessed the IRS/PF Program as useful and successful and results have been consistent with original expectations. Italian Cooperation considers it positive that IOM did not limit itself to transporting the DS from the AAs to their communities of destination, but also was able to get involved in the initial part of the resettlement work.

3 Canada

Canadian expectations were that the issue of the reintegration of DS into civil society would have been solved and the Canadians are watching what will happen when the checks will have all run out (within the next 6 months) for an idea of how much success the IRS/PF program has had. Some of the target beneficiaries, and especially one of their representative organization AMODEG are very critical of the Program. Thus, it is clear that some problems remain, but some of those problems are directly linked with the difficult situation of the country's economy and harsh macro-economic conditions. All the projects that support reintegration into agricultural activities are considered to be the most positive and interesting as self-sufficiency is a valuable objective to ensure an adequate reintegration.

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I) Veterans Associations (VA) Perspective

Three representatives of AMODEG (the Association of Mozambican War Veterans) were interviewed in two separate interviews. Three persons were interviewed at ADEMIMO (The Mozambican Association of Disabled War Veterans)

VA perspective of the impact of IRS and PF was the least positive, though still a mixed appreciation of positive effects and criticism of program shortcomings. From the VAs' perspective, some factors that have a positive impact on the DS reintegration process are

- IRS and PF programs have aided the construction and rehabilitation of socio-economic infrastructure
- DS are represented through associations such as ADEMIMO and AMODEG with offices in each province
- Programs have been set up to directly support the DS reintegration process

The successes particular to the IRS and PF programs were assessed to include

- Help in preventing the escalation of problems
- DS vocational training

Some factors that are viewed as having a negative impact on the DS reintegration process are

- Unemployment
- False promises made to DS such as land ownership
- Delays and difficulties of dealing with bureaucracies particularly with government programs
- The Ministry of Defense still owing money to some DS

While some VAs view the IRS as contributing little to maintaining peace in the country, others see the IRS has achieved its objectives of preventing conflicts. However, VA representatives believe that the success of the peace process has been as a result of the combined efforts of reintegration programs in Mozambique.

VA representatives cite the following setbacks and problems since the inception of IRS/PF:

- Overall impact has been very limited. The potential impact of these activities on the DS and their communities has to be examined more closely.
- The perceived low professionalism of IRS and PF staff has caused some discontent.

- The IRS and PF have not offered enough monitoring, supervision and support to its activities. Funding has been provided with unsatisfactory technical assistance.
- Training is provided that is not adapted to the work market or to DS stated interest.
- Some of the DS that are receiving the most support are those that need it the least.
- Some VAs believe the PF has disbursed its financing in an uncontrolled fashion, and that only about twenty-five percent of financed projects are still working.
- All DS, both disabled and non-disabled, are grouped together, a situation that proves to be unbalanced as programs for DS in general will soon terminate, but disabled DS will still need support in the form of special programs.

Individual DS expectations are believed not to have been met. Although the IRS and PF offices have provided DS with information and other types of support, many DS thought the PF would provide them with a regular job. DS who did not obtain employment received training and kits. However, no follow-up was done on these DS. Some DS believe the basic technical training provided is more appropriate for simple soldiers and not for appropriate for higher officers.

BENEFICIARIES OF REINTEGRATION PROGRAMMING		
COMPONENT	IMPLEMENTING AGENCY	NUMBER OF BENEFICIARIES
Counselling and Referral	IRS - IOM	40 714
Financial Support	RSS - UNDP	92 672
Training and Kits	OSD - ILO	5 112
	ISCOS	1 701
	COSV	247
Occupational Activities	Provincial Fund - IOM	9 300
	Open Reintegration Fund - GTZ	4 309

These numbers include all activities through November 1995 with the exception of numbers of beneficiaries reported under GTZ's Open Reintegration Fund this figure shows participation through October 1995

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APPENDIX 5. QUESTIONNAIRES

FINDINGS NATIONAL QUESTIONNAIRE FOR DEMOBILIZED SOLDIERS (PERCENTAGES)

QUESTION	TOTAL	NORTH	CENTER	SOUTH
1 Level of Formal Education				
LP1	36%	78%	46%	31
LP2	33%	50%	28%	74
Secondary	27%	22%	10%	37%
None	4%		7%	5%
2 Other Qualifications Training				
Yes	25%	18%	23%	22
No	75%	82%	77%	71
3 Number of Years in the Army				
0-5	12%	8%	9	17
6-10	36%	44%	21%	33
11-15	32%	30%	44%	26%
More than 15 years	20%	18%	26%	18%
4 Which army				
Frelimo	95%	93%	93%	98
Renamo	5%	7%	7%	2
5 Military Rank				
Senior officer	3%	7%		3
Mid level officer	70%	68%	70	71
Soldier	27%	25%	30%	26
6 Plan to stay in current home?				
Yes	67%	73%	65%	63%
No	33%	27%	35%	37
7 Household size				
Single	2%	4%		3
2-4 persons	29%	38%	23%	27%
5-8 persons	43%	51	47%	56
9-12 persons	12%	5%	23	7
More than 12 persons	4%		7%	5%
8 How many income earners?				
One family member	68%	85%	70%	54
Two family members	25%	10	0	12
More than two	7%	5%	10	0
9 Employment status				
Employed	38%	30%	24%	51
Self-employed	40%	15%	16	27%
Unemployed	42%	55%	60%	22%
10 Currently receive a subsidy				
Yes	80%	80%	8%	72%
No	20%	0%	18%	1%

QUESTION	TOTAL	NORTH	CENTER	SOUTH
11 Belong to organizations? Religious Political Civic Veterans Sports Cultural No organizations				
12 IRS PF assistance Information Training Projects No assistance	28 % 10 % 40 % 22 %	30 % 5 % 43 % 22 %	39 % 15 % 30 % 16 %	20 10 % 44 26 %
13 Training course(s) attended ISCOS OSD IDII IOM Pipir No training attended	2 % 16 % 4 % 78 %	4 % 24 % 4 % 68 %	2 % 17 % 81 %	1 % 8 7 1 % 7%
14 Has training improved life? Yes No Don't know	79 % 21 % 	100 % 	64 % 36 % 	41 % 23 % 36
15 Consider self Civilian Military Demobilized	64 % 1 % 35 %	75 % 25 %	53 % 47 %	64 2 % 34
16 Are you reintegrated? Yes No	81 % 19 %	92 % 18 %	92 % 18 %	80 % 20 %
17 How demobilized contribute to peace Work Encourage reconciliation Depends on what others do Don't know	50 % 39 % 10 % 1 %	86 % 15 % 7 %	28 % 33 % 36 % 4 %	50 50 %
18 Do you want to return to army? Yes No	4 % 96 %	8 % 92 %	2 % 98 %	1 99 %

Note that some respondents did not know which agency had organized their training course.

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FINDINGS: NATIONAL QUESTIONNAIRE CONTROL GROUP (PERCENTAGES)

QUESTION	NATIONAL
1 Level of Formal Education EP1 EP2 Secondary None	28 % 47 % 25 % -
2 Other Qualifications Training Yes No	31 % 69 %
3 Number of Years in the Army 0 - 5 6 - 10 11 - 15 More than 15 years	6 % 47 % 34 % 13 %
4 Which army? Frelimo Renamo	97 % 3 %
5 Military Rank Senior officer Mid level officer Soldier	6 % 72 % 22 %
6 Plan to stay in current home? Yes No	60 % 40 %
7 Household size Single 2 - 4 persons 5 - 8 persons 7 - 12 persons More than 12 persons	6 % 28 % 50 % 16 % -
8 How many income earners? One family member Two family members More than two	75 % 16 % 9 %
9 Employment status Employed Self-employed Unemployed	13 % 15 % 72 %
10 Currently receive a subsidy Yes No	100 % -
11 Belong to organizations? Religious Political Civic Veterans Sports/Cultural No organizations	25 %

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QUESTION		NATIONAL
12	Why no IRS PF assistance Never heard of service Location unknown Too far away No need IRS PF makes local visits No answer	25 % 18 % 12 % 26 % 3 % 16 %
13	Will you go to IRS PF in future? Yes No	34 % 66 %
14	For what services? Funding Employment Training Information Support to projects Don't know	73 % 46 % 36 % 9 % 64 %
15	Consider self Civilian Military Demobilized	53 % 3 % 44 %
16	Are you reintegrated? Yes No	78 % 22 %
17	How demobilized contribute to peace Work Encourage reconciliation Depends on what others do Don't know	53 % 9 % 16 % 22 %
18	Do you want to return to army? Yes No	9 % 91 %

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II. SITUACAO SOCIO-ECONOMICA ACTUAL

1. A CASA EM QUE VIVE E DE QUEM?

PRÓPRIA DA FAMILIA ALUGADA
EMPRESIADA SEM CASA

VAI VIVER NAQUELA CASA PARA SEMPRE? SIM NÃO

SE NÃO INDIQUE AS RAZOES

ONDE PRETENDE FIXAR A SUA MORADA DEFINITIVA?

LOCALIDADE _____ DISTRITO _____ PROVINCIA _____

2. TOTAL DE MEMBROS DO AGREGADO FAMILIAR INCLUINDO O ENTREVISTADO

TEM FILHOS? SIM NÃO SE SIM QUANTOS?

OS FILHOS FREQUENTAM A ESCOLA? SIM NÃO

SE NÃO INDIQUE AS RAZOES

POR SER DE IDADE INFERIOR
POR FALTA DE ESCOLA PRÓXIMA
POR FALTA DE MEIOS
PORQUE EXISTEM OUTRAS PRIORIDADES QUAIS?

QUANTOS CONTRIBUÍM PARA O SUSTENTO DO AGREGADO?

SO O ENTREVISTADO
O ENTREVISTADO E A ESPOSA
MAIS DE DUAS PESSOAS

QUANTO DINHEIRO O AGREGADO FAMILIAR CONSEGUE JUNTAR POR MÊS?

3. OCUPACAO

EMPREGADO ACTIVIDADE _____ EMPREGADOR _____
AUTO-EMPREGADO ACTIVIDADE _____
DESEMPLGADO COMO SOBREVIVE? _____

4 EAR ("SUBSIDIO DA ONU/MOZ/CHEQUE DO BPD")

RECEBE REGULARMENTE PAGAMENTOS CONCLUÍDOS
PAGAMENTOS ATRASADOS MESES DE ATRASO

O QUE VAI ACONTECER QUANDO PARAR DE RECEBER O SUBSIDIO DA ONU/MOZ?

5 E MEMBRO DE ALGUMA ORGANIZAÇÃO? SIM NAO

SE SIM DE QUE TIPO

RELIGIOSA POLITICA CIVICA
CULTURAL/DESPORTIVA TRADICIONAL

OCUPA ALGUM CARGO DE RESPONSABILIDADE NESTA ORGANIZAÇÃO?

SIM NAO

6 A QUEM RECORRE FREQUENTEMENTE QUANDO ENFRENTA DIFICULDADES?

III ASSISTENCIA DOS SIR-FP

1 JA FOI AOS ESCRITORIOS DA OIM? SIM NAO
SE NAO PORQUE? NUNCA OUVIU FALAR
NAO SABE ONDE FICA
FICA LONGE E INACESSIVEL
NAO PRECISA DA ASSISTENCIA DA OIM
RECEBEU A VISITA DE OIM NA SUA LOCALIDADE

SI SIM QUE TIPO DE ASSISTENCIA SOLICITOU?

(A) INFORMAÇÕES SOBRE BENEFÍCIOS
(B) AJUDA NA OBTENÇÃO DE DOCUMENTOS QUAIS?
(C) ORIENTAÇÃO PROFISSIONAL
(D) TREINAMENTO
(E) ENQUADRAMENTO EM PROJECTOS
(F) INFORMAÇÕES SOBRE OPORTUNIDADES
(G) ASSISTENCIA TECNICA DE QUE TIPO?
(H) OUTRO TIPO DE ASSISTENCIA ESPECIFIQUE
(I) FINANCIAMENTO DE PROJECTO

TIPO DE PROJECTO

SITUAÇÃO APROVADO AGUARDA FINANCIAMENTO
ACABADO REPROVADO

2 CONSIDERA QUE A RESPOSTA AS SUAS SOLICITAÇÕES FOI
RÁPIDA NORMAL DEMORADA NÃO HOUVE RESPOSTA

3 A AJUDA QUE RECEBEU É A QUE VOCE ESPERAVA?
SIM NÃO EXPLIQUE

4 TEM RECORRIDO A OIM SEMPRE QUE NECESSITA? SIM NÃO
SE NÃO PORQUE?

5 POR QUANTO TEMPO MAIS PENSE QUE A OIM DEVERIA CONTINUAR?

6 SE ESTIVER ENVOLVIDO EM ALGUMA INICIATIVA APOIADA PELA OIM, DIGA

TÍTULO DO PROJECTO _____ CÓDIGO _____

PARTECIPOU NA ELABORAÇÃO DO PROJECTO? SIM NÃO

QUAL A SUA PARTICIPAÇÃO NO PROJECTO

É DONO É SÓCIO

QUAIS OS SEUS PLANOS QUANDO O FINANCIAMENTO TERMINAR?

É EMPREGADO É ASSALARIADO

COMO AVALIA O PAPEL DO EMPREGADOR?

BOM SUFICIENTE MAU

PORQUE?

QUAIS OS SEUS PLANOS QUANDO O PROJECTO TERMINAR?

CONSIDERA O PROJECTO ADEQUADO AS SUAS NECESSIDADES?

SIM NÃO

QUE DIFICULDADES ENFRENTA O DESENVOLVIMENTO DO PROJECTO?

7 ATRAVES DA OIM TEVE ACESSO A ALGUMA FORMAÇÃO PROFISSIONAL?

SIM NAO SE SIM DE QUE TIPO?

PATROCINADA POR QUEM?

ISCOS DHO OUTROS (ESPECIFIQUE)

A FORMAÇÃO QUE RECEBEU CORRESPONDE AS SUAS NECESSIDADES?

SIM NAO PARCIALMENTE

AINDA NECESSITA DE ALGUM TREINAMENTO/CAPACITAÇÃO?

SIM NAO SE SIM DE QUE TIPO?

8 A FORMAÇÃO TROUXE MELHORIAS PARA SUA VIDA PESSOAL?

SIM NAO EXPLIQUE

O PROJECTO TROUXE ALGUMA MELHORIA NA VIDA DA COMUNIDADE?

SIM NAO EXPLIQUE

IV REINTEGRAÇÃO

1 NESTE MOMENTO CONSIDERA-SE

CIVIL MILITAR DESMOBILIZADO

2 CONSIDERA-SE REINTEGRADO NA VIDA CIVIL?

SIM PORQUE?

NAO PORQUE?

3 SE NÃO O QUE FICARIA PODERIA FACILITAR A SUA REINTEGRAÇÃO NA VIDA CIVIL?

4 NESTE MOMENTO QUAIS SAO OS SEUS PRINCIPAIS DESEJOS EM RELAÇÃO AO FUTURO?

5 COMO PENSA QUE OS DESMOBILIZADOS PODERAO CONTRIBUIR PARA ASSEGURAR A PAZ NO PAIS?

6 ALGUMAVEZ LHE OCORREU REGRESSAR A VIDA MILITAR?

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