

Save the Children (UK) - Angola

FAMILY TRACING AND REUNIFICATION PROGRAMME

THIRD REPORT - FIRST SEMESTER, 2001

Project Title: Support to the Family Tracing and Reunification Programme

Country: Angola

Project Number: 260974

Donor Code: 2611

Period: 1 January - 30 June, 2001

Aims of Project:

- a) To complete the hand-over of responsibilities to the National Children's Department (DNI) within the Ministry of Social Assistance and Reintegration (MINARS), ensuring good practice;
- b) To promote effective management by MINARS of Identification, Documentation, Tracing and Reunification (IDTR) work at national and provincial level;
- c) To enhance awareness on viable interventions for displaced and migrant children, encouraging international and national actors to engage in partnerships with MINARS and advocating for suitable legislative instruments;
- d) To investigate and test alternatives for non-nutritional assistance for Angolan children separated from their families.

Distribution: SC (UK), DNI, SNT

INTRODUCTION

This narrative report follows the same format defined in the previous one (Second six months, 2000).

The present review of the programme activities coincides with staff changes within Save the Children UK - Angola, relating to the management of child protection initiatives. The arrival of a national Child Protection, Welfare and Inclusion Manager in July and the appointment of a Co-ordinator for the Family Tracing and Reunification Programme (FTRP) in August will make available new resources for the next phase of programme implementation.

Support for some of the activities in the last six months and for those to carry out in the next phase have come from the visit to the programme by Andrew Dunn, SC Adviser for Social Protection, Welfare and Inclusion. That visit took place in the second half of May 2001.

A one-year extension of the programme (till July 2002) gives the possibility to follow up the issues and the challenges that this report outlines.

A. Hand-over of Responsibilities to DNI

□ The military operations that have taken place in the country in the past semester have required delivery of family tracing and reunification services in a deteriorating context. Though not in every case, FTRP has been called upon to respond to extreme situations in a number of provinces. In particular, in Bie, Huambo, Malange, Moxico, Benguela, Kuando-Kubango, Huila and Luanda, various factors have stretched the human resources, available to the programme, almost to the limit.

Reunification has been consistently hampered by the difficult access to several locations within most of the above mentioned provinces. Difficulties with communication and transport - as noted in the last report - still represent the main constraint for the provincial teams to reach out beyond IDPs' camps and the main urban areas.

These factors and the extreme conditions of the people in recent waves of displacement - as documented recently by SC UK in the food security assessment carried out in July 2001 for the area of Cuito - have represented a challenge for the ongoing hand-over process. Responsibilities

have to be transferred without compromising the ability of the FTRP to respond to emergencies that can rapidly escalate; as evidenced by the increasing numbers of IDPs documented in the Cuito study.

Data from the SC survey in Cuito, concerning family make-up suggests a serious situation. IDP families show a mean number of children that is far smaller than in the average families of the area. New IDPs in Cuito have an average of around 3.30 children per family, while better off families in town have between 4 and 4.63. Higher child mortality among IDPs as well as separation during displacement could well account for this difference.

While Luanda does not experience the direct strain of ongoing military operations, the new waves of IDPs to the capital include people who are extremely vulnerable, because of absolute destitution and poor health. New flows of refugees occur in a context where social capital has been eroded by the long-term character of the crisis, as indicated by SC baseline data for the Luanda Urban Child Welfare Project, implemented in peri-urban communities of the capital. Therefore, the Luanda FTRP team, despite the relative insulation of the city from the direct effects of the fighting, have been experiencing an increasing pressure.

□ In the past six months the programme has managed to proceed with the hand-over process, while deploying its resources to face crises at provincial level. In an effort to ensure good practice, more attention was paid to the quality of IDTR data, though more resources still need to be deployed.

The Supervisory Team has kept the structure detailed in the previous report. It consists of 4 national supervisors, each responsible for monitoring a group of provinces. The National Co-ordinator for the Supervision, Mrs. Maria Amaro, is part of the team and, in addition to general co-ordination, also takes responsibility for several provinces.

Since April the national team has been supported by a legal advisor and an IT technician has been available for particular stages in the data collection.

□ In keeping with findings from the visit of the SC Adviser on Social Welfare, the new FTRP Co-ordinator - Mr Galeano Neto - will be based outside MINARS. The main task of the Co-ordinator will be to monitor IDTR

process along with the MINARS supervisory team, co-ordinating visits to the provincial teams.

In spite of the external pressures on FTRP, most of the provincial teams and the national supervisory team in MINARS have developed IDTR skills in a way that allows SC to focus more on monitoring and progressively to work in partnership on policy issues.

Nonetheless, some of the concerns mentioned in the last report for year 2000 still deserve attention as a long-term, stable solution to the complete hand-over of responsibilities requires the establishment of a functional structure at the level of CDC-MINARS and the definitive appointment by MINARS of a programme manager. This is particularly since a functional structure to manage the programme may go beyond the responsibilities currently taken on by the supervisory team.

At present, MINARS reporting is an activity entirely dependent on the supervisory team, which acts in response to the SC Co-ordinator's requests.

In the longer term, an assumption of responsibility for funding the work will be crucial. Recently, the issue of a more detailed costing of the IDTR process being needed has been raised. Eventually, this will allow an appraisal of cost-effectiveness and enable an analysis on current incentives and subsidies. Costings and attention to cost-effectiveness are deemed necessary to ensure longer-term sustainability, in view of the forthcoming SC withdrawal from the programme.

B. IDTR Work

Training

The training programme focused on those IDTR techniques that are necessary for the provincial teams to master. Essentially these are the core components and know-how, which the first phase of the training programme had already highlighted. These comprise:

- Registration
- Dissemination of key rules

- Verification
- Reunification
- Monitoring

The programme mainly built on the first phase of training whilst giving a more in-depth view of the subjects that the provincial teams had already been introduced to.

In three provinces from the "red" list - the list of provinces considered more exposed to the risk of large and sudden displacements - FTRP ran training activities centred exclusively on the local MINARS teams (Kuando-Kubango, Moxico and Malange).

In the provinces of Bie, Huambo and Luanda, workshops and seminars also involved the network of partner organisations. For these partners - such as churches, NGOs and community based organisations - an introduction to key steps of the IDTR process was provided, as well as an introduction to the programme.

New outbreaks of fighting and the state of alert they prompted in MINARS at various levels had some bearing on the last phase of training. Priority was given to upgrading skills required for a possible scale-up of IDTR operations, in response to the flaring up of military engagements.

While the national supervisory team endeavoured to strengthen provincial bodies in the core IDTR techniques, they delayed the expected expansion of the training curriculum. It had been anticipated that the scope of the training be widened now that consensus had been reached within MINARS. Additional themes to include should be:

- Handling of interviews with children
- Convention on the Rights of the Child
- Causes for child separation
- Measures to prevent separation
- Child care and development
- Issues and concerns related to institutionalisation of child care

Some of those themes link up with a revision of the reunification methodology (see below).

Training exercises should go beyond the one-off nature they have had in the past. The constant integration of new members in local teams suggests that introduction to, and backup for, IDTR core skills needs to become a routine at provincial level. This is intended also as a step towards sustainable management of FTRP, as it may relieve the national supervisory team of some pressure.

Another pivotal step towards FTRP sustainability is the expansion of its national and provincial network. In the training exercises, run in the last period, an effort was made to keep updated and review the profiles of participants, especially when training included partner organisations and community members. FTRP management ought to carry the revision of participants' profiles forward in the next phase.

Revision of the reunification methodology

Since the second semester of year 2000, FTRP management felt the need to improve monitoring of child well-being. Monitoring cards for children in different contexts - institutions, substitute families and reunited - needed reviewing. The visit of the Adviser for Social Welfare emphasised monitoring as the key aspect in the partnership between MINARS and SC.

In the first semester of 2001 the FTRP Supervisory Team carried out a review of the monitoring cards adopted in the programme.

Upgrading of the monitoring instruments relied heavily on the experience evolved in the Luanda Urban Child Welfare Project (LUCWP), run in the "bairro" of Hojy-Ya-Henda, Luanda by SC UK. Lessons learnt in Hojy-Ya-Henda were fed into the revision of FTRP monitoring instruments. In particular, a first attempt to develop child well-being indicators by LUCWP was the basis for a few changes introduced in the monitoring cards.

What has been learnt so far by LUCWP can support not only an improvement of monitoring cards for children in different contexts, but it can also inform several components of the expanded training curriculum.

Indicators on child well-being have been a topic of analysis within FTRP since the national meeting in Benguela in November 2000. An instrument to measure child well-being within the family and in the context of separation (street and institutions) has been tested by SC UK in Lobito since early 2001. The outcomes of that experience will provide important insights for FTRP monitoring activities.

FTRP has set about establishing a stable consultative process with national and international organisations on child well-being monitoring. In particular, consultations have been planned on monitoring cards and case study cards used in the programme.

These recent moves have provided evidence that an important recommendation from the previous narrative report - on the involvement of more actors in the revision of the reunification methodology - has been taken forward. The national supervisory team has identified UNICEF, CCF and Rede Crianças as the first interlocutors for upgrading child well-being monitoring and reunification methodology.

A new phase of the SC initiative in Hojy-Ya-Henda, the proposed Luanda Urban Child Poverty Project, is designed to integrate FTRP efforts with field analyses and models from peri-urban poor communities.

□ Statistical Evidence

Table B-1. Breakdown by province

Province	Children registered		Traced family members		Placed children		Reunited children		Registered adults		Follow-up visits	
	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001
Bengo	105	93	87	59	40	49	98	42	55	42	48	20
Bie	291	687	213	345	127	154	220	366	187	366	447	443
Benguela	194	162	156	123	50	42	201	107		107		86
Huambo	188	175	177	123	42	34	167	96	98	96	253	91
Huila	277	204	232	92	63	54	210	98		98		103
K-Sul	50	84	46	93	25	39	69	78		78		72
K-Kubang	107	193	104	94		35	115	56		56		12
K-Norte		31		8		10		9		9		11
Luanda	604	788	441	629	77	103	441	525	127	525	154	361
L-Norte		20		9		11		11		11		14
L-Sul	65	18	53	8	12	3	50	5	20	5	28	18
Moxico	97	203	46	93	4	78	63	50	25	50	34	58
Malange	260	180	202	89	81	41	198	57	80	57	81	70
Namibe	83	29	62	2	12	3	59	7	12	7	23	32
Uíge	150	204	123	42	20	42	106	60	26	60	42	54
Cunene		8		5		3		3		3		14
Cabinda		11		4		12		7		7		8
Zaire		30		12		0		5		5		10
Total	2,471	3,120	1,942	1,830	553	713	1,997	1,582	630	1,582	1,110	1,477

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Table B-2 - Breakdown by IDTR components

Caseload by components	II semester 2000	I semester 2001	Change in %
Registered children	2,475	3,120	26.1%
Traced family members	1,942	1,830	-5.8%
Placed children	553	713	28.9%
Reunited children	1,997	1,582	-20.8%
Registered Adults	630	868	37.8%
Follow-up visits	1,110	1,477	33.1%

Table B-3 - Reunited children by age group

Age group	II semester 2000	I semester 2001	Change in %
0 - 5	644	366	-43%
6 - 13	1017	801	-21%
14 - 18	336	415	24%
Total	1997	1582	-21%

Table B-4 - Registered children by gender

Gender	I semester 2001	%
Female	1,336	43%
Male	1,784	57%
Total	3,120	100%

Table B-4b - Summary of caseloads since 1999

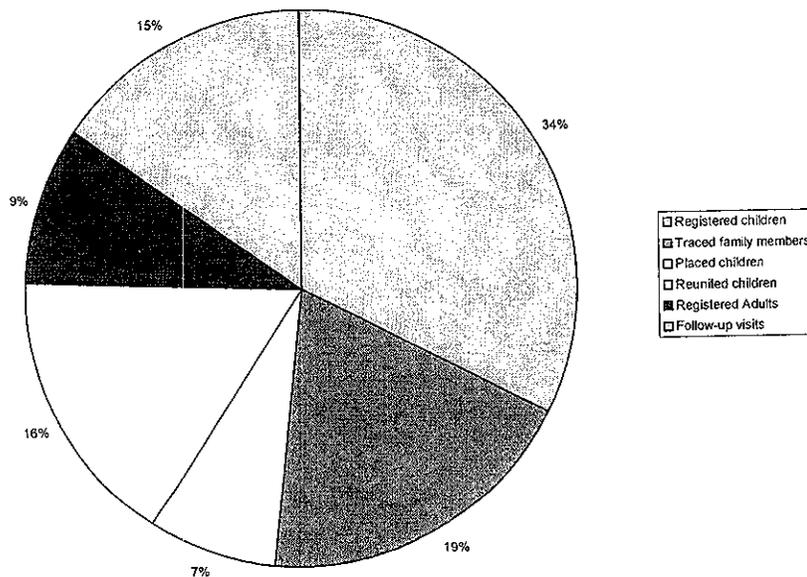
Caseloads by components	1999	2000	I sem. 2001	Total as to June 2001
Registered children	2,288	4,076	3,120	9,484
Traced family members	894	2,998	1,830	5,722
Placed children	233	866	713	1,812
Reunited children	931	2,954	1,582	5,467
Registered Adults	711	1,303	868	2,882
Follow-up visits	1,146	1,797	1,477	4,420

The statistical evidence, at the national scale, highlights a few features:

- In the first semester of 2001, FTRP provincial teams were established in provinces previously not covered by the programme, namely: Kuanza Norte, Cunene, Cabinda and Zaire. On the whole, the Supervisory Team deemed it worth the additional effort to establish FTRP activities in border provinces. Military escalation and ensuing displacement is believed to be a very concrete threat to communities located at the Angolan borders. IDTR work by the newly established provincial teams has been limited to few cases in these early stages of their programmes.
- Figures (Table B-2) show a deteriorating situation, as the number of separated children appears to be growing (+26%), while the work for tracing family members seems more complex (-6%) and the actual cases of reunification is down on the figure of the previous report (-21%). Though those data may indicate a degree of strain in the project activities (see also Figure B-1), it is worth noting that the provincial teams tried to face the worsening situation with increased monitoring and support to reunited families and through a higher rate of placement outside the original family.
- In spite of a larger number of covered provinces, Bie and Luanda make up 47.28% of the registered children, 53.22% of the traced family members, 36.04% of the placed children, 56.32% of the reunited children, 50.23% of the registered adults and 54.43% of the follow-up visits (Table B-1). An increased support to the local teams in these provinces is likely to be necessary especially in the case of a worsening humanitarian situation.
- Table B-3 shows that the largest number of reunited children belongs to the age group 6-13. In the same way as the total of reunited children has decreased by 21% in the first semester of 2001, so the younger age groups show a significant percentage reduction. Only the number of reunited children between 14 and 18 increases over the last semester of 2000 (+24%).
- Table B-4 indicates that male registered children outnumber female by 14%. Various elements could account for this difference. From analyses developed in other projects (e.g. SC Lobito Urban CIDC), female children appear less likely to turn to voluntary separation, even when living in

conditions of extreme vulnerability. Therefore, insofar as the tables above encompass an element of voluntary separation, this factor could, in part, explain the smaller number of registered female children. On the other hand, we cannot discount the possibility of a degree of gender bias in delivering services more geared to male children. Child registration might also be affected by this bias. Whatever explanation we may be tempted to provide, it would be still very speculative and this matter deserves further investigation in the next phase.

Figure B-1
Caseload by components
I semester 2001



□ FTRP Development by province

The programme activities evolved in each province in accordance with FTRP objectives for IDTR work as well as in line with the specific planning in each province.

The Supervisory National Team pursued the following objectives for the IDTR work:

- Reduction in the number of separated children
- Prevention of separation of children

- Reduction in the number of children in institutions
- Improvement in child care within institutions
- Integration of children within the schooling system

Bie Province

Children registered		Traced family members		Placed children	
II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001
291	687	213	345	127	154
Reunited children		Registered adults		Follow-up visits	
II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001
220	366	187	366	447	443

The province recorded a massive influx of IDPs, the majority of them children, often showing signs of malnutrition.

There are 18 camps where IDPs are sheltered. The MINARS team estimates that more than 3,000 separated children are provisionally settled.

Early this year, national FTRP staff carried out six missions to the province for monitoring and supervision. The FTRP provincial team consists of 6 members and relies on a network of partner organisations that includes CBOs, NGOs and churches. The FTRP provincial team has linked up with municipal teams for dissemination of information about the programme and for identification of separated children.

To tackle the emergency, the FTRP has also counted on the involvement of 10 Children's Homes. The Homes, established since 1992, are suitable for accommodating 10 children each. They comprise 3 bedrooms, 1 living room, 1 kitchen and lavatory. A mother, who lives there with her own family, manages each home.

Massive displacement to the area has also put the Children's Homes under strain. Currently, they lodge 161 people, 60% more than the optimal capacity. The Homes host children of both genders and beside 146 children from 0 to 18, they also accommodate some older youths aged between 19 and 24 (Table B-5).

The extreme heterogeneity of those accommodated in the Homes and their overcrowding are issues needing to be addressed urgently.

Table B-5 - Age and gender breakdown in Bie Children's Homes

Age group	Female	Male	Total
0-5	20	20	40
6-9	6	18	24
10-15	12	41	53
16-18	1	28	29
19-24	1	14	15
Total	40	121	161

Children's Homes may not be ideal long-term solutions, as they were conceived in the early 90s' on the mistaken assumption that fighting was bound to come shortly to an end. In a deteriorating humanitarian situation - such as that experienced in the first semester of 2001 - they may grow progressively unmanageable and unsafe.

Specific training on Sexually transmitted diseases (STDs) was considered for the mothers responsible of the Homes.

Luanda Province

Children registered		Traced family members		Placed children	
II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001
604	788	441	629	77	103
Reunited children		Registered adults		Follow-up visits	
II sem 2000	I sem. 2001	II sem 2000	I sem. 2001	II sem 2000	I sem. 2001
441	525	127	525	154	361

Luanda has the greatest number of separated children, who are either placed at the various existing institutions or are living on the streets.

The programme provincial team is supervising 15 institutions, among them a number of shelter centres, children's homes and 3 daily centres attending to groups of street children.

A network of educators from various NGOs and social workers from MINARS municipal delegations carries out most of FTRP's work.

FTRP also collaborates with the emergency project "SOS Children at Risk", which advocates for children's rights and intervenes to provide support against child abuse in individual cases.

In the first six months of 2001, "SOS Children at Risk" assisted 40 children. Female children were the majority of the project clientele (23 or 57.5%). Among the cases reported to the project 13 concerned physical violence against children (8 female and 5 male cases), 7 referred to children accused of witchcraft (4 female and 3 male).

In Luanda, the project "Tutor Mothers" developed over the past few years, provides child-care to separated infants and young children. In the first semester of 2001, the FTRP provincial team promoted a workshop for the "tutor mothers". The need for training opportunities had widened because of the growing number of women that had joined the initial 15 foster mothers. From January to June, 35 new "mothers" have entered the project, mostly from church organisations.

The workshop for the "tutor mothers" urged MINARS, the Ministry of Education and the Ministry of Justice to improve their co-ordination.

Most of the data and several of the activities reported by the FTRP team in Luanda underline that in the capital a shift in the balance between involuntary and voluntary separation is occurring. Poverty and erosion of social capital are increasing the number of children who are voluntarily separated.

Other provinces in the "red list"

Other provinces in the red list are: Huambo, Benguela, Huíla, Uíge, Moxico, Malange and K. Kubango (with Bie and Luanda the red list comprises 9 provinces).

Table B-6 - Other provinces on the "red list"

Province	Children registered		Traced family members		Placed children	
	II sem 2000	I sem. 2001	II sem 2000	I sem 2001	II sem 2000	I sem. 2001
Others in Red List	1,273	1,321	1,040	656	260	326
Total	1,273	1,321	1,040	656	260	326

Table B-6b - Other provinces on the "red list"

Province	Reunited children		Registered adults		Follow-up visits	
	II sem	I sem.	II sem	I sem.	II sem	I sem.
Others in Red List	2000	2001	2000	2001	2000	2001
Total	1,060	524	229	524	410	474

Table B-7 - Percentage changes in the "red list" provinces

	Children registered	Traced family members	Placed children
% Change	4%	-37%	25%
	Reunited children	Registered adults	Follow-up visits
% Change	-51%	129%	16%

At first glance, it appears that the provincial teams in the seven provinces on the "red list" performed more poorly in the two steps of the IDTR process already pinpointed as the most problematical: actual tracing of family members (-37%) and reunifications (-51%).

The case of Huíla province may be representative of some of the problems encountered. Here, the FTRP reduced from 232 traced family members in the second semester of year 2000 to a figure of only 92 in the first semester of 2001 (-60%). The province of Huíla is not itself entangled in a particularly intense military confrontation but its performance can be partly accounted for because it is a recipient of large flows of IDPs from the neighbouring provinces. The latter were heavily affected by military operations that hampered family tracing. Besides, inadequate co-ordination between IDPs recipient provinces and IDPs origin provinces was probably a cause for further difficulties in the IDTR work.

Another possible explanation of this trend may be a certain target shift in FTRP activities in a few of the "red list" provinces. The case of Huíla can be taken as indicative. In this province, the provincial FTRP team engaged in several activities focussing on voluntary separation. The enlargement of the FTRP partnerships in Huíla endowed the programme with additional skills and expertise to deal with the growing number of street children; the collaboration with the national NGO ADCP (Associação para o Desenvolvimento Comunitário Participativo) was essential to this purpose.

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The relative peace within the province, coupled with severe economic distress among the Lubango urban population, encouraged a trade-off between activities addressing children's voluntary and involuntary separation.

Finally, in an exploration of causes for a negative trend in the tracing component, we should consider the presence of institutions where separated children are lodged for relatively long periods. Again the case of Huíla may provide some insights, as in this province 4 shelters for separated children are operating. These institutions provide accommodations for about 450 children.

The province of Malange is another case where we can see the possible impact of children's centres on the performance of the reunification work. Malange passed in the last semester from 198 reunified children (2nd semester 2000) to 57 (-71%). Several explanations could be offered for this datum. The presence of 6 shelters with facilities for 1,800 children and 3 children's homes that accommodate 476 may have something to do with the trend in family tracing.

A question to investigate in the next phase of the project is whether a negative correlation does exist between facilities to accommodate separated children and family tracing work.

Provinces not in the red list

Table B-8 - Other provinces

Province	Children registered		Traced family members		Placed children	
	II sem	I sem.	II sem	I sem	II sem	I sem.
Others Provinces	2000	2001	2000	2001	2000	2001
Total	303	324	248	200	89	130

Province	Reunited children		Registered adults		Follow-up visits	
	II sem	I sem.	II sem	I sem.	II sem	I sem.
Others in Red List	2000	2001	2000	2001	2000	2001
Total	276	167	87	167	99	199

Table B-9 - Percentage changes within the other provinces

	Children registered	Traced family members	Placed children
% Change	7%	-19%	46%
	Reunited children	Registered adults	Follow-up visits

% Change	-39%	92%	101%
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On the whole, figures from the provinces not included on the "red list" bear out the considerations prompted by data from the "red list" provinces. The negative trend in traced family members and reunited children is repeated, though not to such an extent as for some of the provinces examined above.

As in the case of Luanda, there is evidence of increasing follow-up, which appears encouraging since some of the FTRP team are relatively new.

Some of the provinces considered here are not recipients of large IDP flows, but - as in the case of Lunda Sul - a few host migrant communities from the neighbouring countries (in the case of Lunda Sul from Democratic Republic of Congo). Within those migrant communities large groups of child labourers are present. Issues of social protection among migrant child labourers are worth careful consideration and a positive development within MINARS at provincial level would be an engagement in this area.

The number of registered children in the non-red list provinces was limited.

C. Promoting partnership and effective legislative solutions

Influencing by the FTRP has achieved a first result with the approval of the budget for the financial year 2001/2002. The Government of the Republic of Angola has allocated an amount (USD 350,000) in a financial chapter devoted to family tracing and reunification activities. No matter how symbolic this figure is, it still evidences the growing awareness about the issues raised by FTRP.

A limited financial commitment in the current financial year should pave the way to more substantial allocations to ensure financial sustainability of IDTR work in the future.

Issues of financial sustainability, as well as the will to widen the debate around more methodological issues, drove MINARS to attempt higher co-ordination at national and provincial levels.

A review of the instruments to monitor reunification cases could be the opportunity to establish an interagency working group on services to displaced and migrant children. At present, UNICEF, CCF and Rede Crianças are the

organisations identified for a methodological discussion on how to monitor reunited families.

At provincial level the networking activities of the programme progressed significantly with a larger engagement in FTRP of churches, CBOs and NGOs. The collaboration with organisations provided with adequate expertise (e.g. the partnership with ADCP in Huíla) often strengthened the local MINARS teams. Partnership with local and national organisations can equip the programme with skills not present in the local MINARS team, as was the case for the street children in Lubango and as it may be for the migrant child labourers in Lunda Sul.

The relationship with "SOS Children at Risk" deepened as recommended in the previous report. The inclusion of a legal advisor from that organisation within the FTRP national team reinforced the relationship.

In the last part of the semester, several activities were centred on effective legislative measures on child protection and support to the reunification process.

In April, the FTRP legal advisor took part in the meeting of women MPs where draft legislation on violence against women and children was discussed. A final draft is supposed to be elaborated by the end of the year and FTRP may contribute to this.

As a follow-up to the meeting of women MPs, the legal advisor prepared and forwarded a paper for that parliamentary group. The paper addressed the subject of child protection within the Angolan legal framework.

D. Non-nutritional assistance for separated children

□ This component of the programme consists of four elements:

- Substitute Families: they provide non-institutional child-care to children always beyond infant age. Substitute families do not receive any material support. These families, which provide children with an alternative to institutions, are generally poor.
- Tutor Mothers: they accept infants and children till age 2. The mothers receive a 15 USD subsidy each month and a basket of basic items. The programme is limited to Luanda.
- Children's Homes: they operate only in Bie province (see above).

- Self-help Housing for Youth: the project was evaluated in 1996/97. Since then the project has run into financial difficulties which, in the last semester, have interrupted the construction of new dwellings. The project assisted youths who had spent more than 10 years within an institution.

□ Substitute Families

In the first semester of the year 2001, 713 children were accepted into substitute families. Three provinces engaged particularly in this activity: Bie (154 children), Luanda (103) and Moxico (78).

It is worth exploring how the substitute families can develop income generating activities, since they are economically very vulnerable. Other projects and initiatives - such as the Luanda Urban Child Poverty Project in Hojy-Ya-Henda - are planning to test a wide range of instruments to address income poverty in urban communities. As happened in the past (e.g. in the case of indicators on child well-being) it should be possible to feed into FTRP the results of activities carried out by other projects.

Similarly, it seems important to promote opportunities for the national team to exchange their experience with similar projects in other countries.

□ Tutor Mothers

At present the project involves 50 "mothers" in Luanda, though with different roles and positions. 35 applied for an inclusion in this activity during the last semester and are involved in activities of awareness raising and training. Five mothers are receiving financial and material support from MINARS and have already been caring for children, who managed to leave institutions through this project.

Ten mothers are supported by SC, who pay a monthly bonus and provide a basket of basic items. These mothers house ten children: 3 female and 7 male.

In order to spread the project beyond Luanda, in May a meeting was organised in Benguela. Thirty women volunteered to join this activity, if it starts in that province, as is planned for the next semester.

□ Children's Homes

They operate only in Bie. Recent developments have been considered above.

□ Self Help Housing for Youth

To date, 374 dwellings were built:

<i>Province</i>	<i>No. of dwellings</i>
Kuando Kubango	20
Kuanza Sul	33
Huambo	159
Bie	84
Huila	10
Uige	8
Benguela	60
Total	374

Total beneficiary numbers are up to 450. However, a gender breakdown of this figure leads to genuine concern, since only 7 beneficiaries (1.5%) were girls.

The explanation generally provided - girls, being more vulnerable, cannot benefit from self-help housing as they could not live in the new houses on their own - is concerning and does not address the real issues.

Beyond issues of financial sustainability, which have blocked this initiative in the last semester, the gender balance among the beneficiaries deserves careful analysis.

E. Recommendations

□ IDTR work has, so far, been the core of the FTRP. Recent military escalation confirms the importance and the severity of the phenomenon of children separated by emergencies.

The country, however, seems impacted by the war in different ways. We can distinguish areas of origin of large IDP flows and recipient-areas of these flows. To an extent, this distinction is becoming more clear-cut with time.

On the one hand, accessibility to IDPs origin areas engulfed by the war is scant and growing worse. Tracing and reunification activities are often being managed by provincial teams located in recipient locations. These teams are finding it more and more difficult to access the areas of origin of IDPs: this element somehow makes tracing efforts more complex. Efficient communication and co-ordination across recipient and origin provinces has become even more important.

On the other hand, the recipient locations face a growing phenomenon of voluntary separation induced largely by poverty. FTRP provincial teams have engaged in several partnerships aiming at providing services to voluntarily separated children.

Two clear recommendations are made:

- 1) IDTR work has to remain central in FTRP. Skills, expertise and resources have to be available to scale up quickly the IDTR work in cases of escalating military operations. Teams in locations that are destinations of large IDPs flows should be able to co-ordinate with those in the areas of origin.
- 2) Initiatives to prevent voluntary separation within poor urban communities can essentially be supported by linking up with other programmes and activities more focused on urban social problems, such as the Luanda Urban Child Poverty Project.

□ The methodological review on reunification monitoring seems to provide a good opportunity to extend the partnerships around FTRP.

Since the meeting in Benguela in November 2000, a debate has developed on indicators of child well-being. Experiences in Hojy-Ya-Henda and Lobito have offered important testing grounds and insights among poor urban communities.

Financial sustainability has yet to be fully appreciated as a major concern for the future. Extended partnerships around the FTRP may provide a space where this concern is addressed.

However, to address financial sustainability the programme has to develop mechanisms to measure its own cost-effectiveness.

Hence, two further recommendations:

- 3) Efforts to extend the partnership network around FTRP have to be reinforced, including international agencies (such as UNICEF), international NGOs (such as CCF) and national organisations (such as the Rede Crianças).
- 4) Mechanisms to cost the various activities have to be put in place, as this is a critical requirement to discuss future financial sustainability of the FTRP.

□ The effort to reduce the number of children in institutions has been at the core of FTRP. This is a direction that has to be confirmed.

The main alternative to institutional care is family based child-care. Other alternatives can provide short-term solutions, but they seem likely to run into troubles in the long run.

We have to stress that family based child-care has to be pursued and can be pursued in most cases. However, when it appears impossible, it may be a more advisable short-term solution to invest in improving care conditions within institutions instead of pursuing initiatives whose complexity undermines their chances of success.

Family based child-care remains a suitable option even beyond the family of origin, as in the case of "tutor mothers" and "substitute families". Other alternatives, such as the "children's homes" and self-help housing for youth, have recently showed some weaknesses. The three main areas of weakness are: risk of creating abusive spaces, gender balance, lack of financial sustainability. All these need to be addressed.

Pressure from emergency situations may lead to over-stretching the capacity of facilities, such as the Children's Homes in Bie, exposing the most vulnerable (normally girls and youngest children), to the risk of abusive conditions.

The programme needs further efforts to develop gender sensitive approaches. They have to be built-in within the data collection system, providing an instrument to monitor the gender balance among beneficiaries. Solutions that appear unable to include female children and female adolescents should be considered with extreme caution. This leads to a further set of recommendations:

- 5) Family based alternatives to institutional care have to be pursued as long-term solutions.
 - 6) Other approaches (self-help housing, children's homes) have to be examined in terms of their capacity to accommodate properly vulnerable children, their gender balance and their financial sustainability.
 - 7) Support to income-generating activities may prove important and can be promoted through developing links with other programmes and activities more focused on urban social problems.
- Further effort may be appropriate to strengthen the National Supervisory Team.
- 8) Support to data collection and analysis is still very necessary. Disaggregated data on age groups and gender have to be included in any monitoring routine.
 - 9) Opportunities for the national team to share experiences with similar programmes in other countries are to be pursued.

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