

Life-Saving Assistance to Burundian Refugees in Tanzania Project

Terminal Evaluation Report



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Abbreviations and Acronyms

BEP	Border Entry Point
DAC	Development Assistance Cooperation
DFID	Department for International Development
DRC	Danish Refugee Council
DTM	Displacement Tracking Matrix
FGD	Focus Group Discussion
GoT	Government of Tanzania
IACM	Inter-Agency Coordination Meeting
ICRC	International Confederation of the Red Cross
IOM	International Organisation for Migration
IRC	International Rescue Committee
MHA	Ministry of Home Affairs
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Cooperation and Development
PSNs	People with Special Needs
RRRP	Regional Refugee Response Plan
TRC	Tanzania Red Cross
TSWG	Transport Sector Working Group
TWESA	Tanzania Water, Environment and Sanitation
UMC	Unaccompanied and Minor Children
UNDAP	United Nations Development Assistance Plan
UNHCR	United Nations High Commission for Refugees
WASH	Water, Sanitation and Hygiene

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EXECUTIVE SUMMARY

Project Content and Background

This “*Life-Saving Assistance to Burundian Refugees in Tanzania Project*” was IOM Tanzania’s contribution to the Regional Refugee Response Plan (RRRP) for addressing the Burundian refugee crisis in the region. The overall objective of the project was therefore: “*To prevent loss of lives and suffering among Burundian refugees through dignified emergency evacuation, transportation and relocation*”.

Purpose and Scope of the Evaluation

The overall purpose of this terminal evaluation was to review the effectiveness and efficiency of the project, assess its outcomes and impact, as well as identify and document lessons learned and best practices. The evaluation was mainly carried out in Western Tanzania’s Kigoma Region as well as Kagera Region.

Methodology

The evaluator used a combination of quantitative and qualitative evaluation methodologies. During the *inception phase* the evaluator reviewed the existing project documentation and consulted with the key IOM project staff and management to clarify their expectations and priorities for the project evaluation. *Key Informant Interviews* were held at national, regional and site levels. The evaluation also collected data through *focus group discussions* held in each of the three refugee camps. These FGDs included men, women, boys and girls. The evaluation also carried out *individual interviews* with selected categories of refugees.

Evaluation Conceptual and Analytical Framework

The evaluation carried out an assessment of the whole results chain from project inputs, outputs, outcomes, and short to medium term impacts. The evaluation system focused on two categories of evaluation criteria drawn from the United Nations Development Group evaluation guidelines. These included the four OECD/DAC key project quality and performance evaluation criteria – (*relevance, efficiency, effectiveness and sustainability*). The other category assessed strategic positioning criteria: *strategic alignment, responsiveness and added value*. The project contribution to the achievement of the intended outcomes and impacts was measured in terms of both IOM **contribution and attribution**.

Output and Outcome rating

The achievement against each key output was ranked on a colour-coded scale as follows: *Achieved (Green); Good Progress Towards Achievement Made (Blue); Partially Achieved (Orange); and Not Achieved (Red)*. The outcome ratings was as follows: *Achieved; Good Progress towards Achievement Made; Modest Achievement; and Not Achieved*. The contribution rating had four categories: *Critical; Significant; Modest; and None*.

Evaluation Questions

The evaluator generated a set of key/broad questions for the evaluation. The key evaluation questions created a platform for the development of the specific project research tools for Key Informant Interviews, FGDs and individual beneficiary interviews.

Key Findings

Quality of Project Design

The project implementation was guided by a brief project document that consisted of four outputs, one outcome and an objective. This saved its urgent purpose of resource mobilisation and guiding project implementation. The quality of the project design was, therefore, **satisfactory and sufficient** to the serve the emergency situation at hand. However, the evaluator established that a lot more work was being done on the ground than could fit into the one outcome. Consequently the results matrix was reformulated into five outcomes that repackaged all the evidence collected on the ground.

Relevance of the Project

The project drew its relevance from the situation that was pertaining on the ground. With the continuing influx of the Burundian refugees and the strain this was causing on resources and local social services infrastructure, this was, as one key informant put it, the most appropriate and pragmatic solution to the situation at hand. Most importantly, the project was relevant and responsive to the safety and protection needs of the refugees,

especially those of new arrivals at the BEPs who needed to be moved to the camps. The IOM's transportation role was also relevant in that it facilitated the interventions of all the other cooperating partners.

Project Efficiency and Value-for-Money Considerations

The project was rated as *efficient*. IOM strove towards cost effectiveness through a prudent transport management system. Stakeholders vouched that IOM used a transparent mechanism for the selection of transportation service providers. The cost drivers included: number of people transported; number of trips per person; type and size of transport used; and distance covered by round trip to and from BEPs. To enhance its cost efficiency, however, some of the stakeholders recommended that the tenders for service needed to be advertised countrywide to attract the most competitive service providers.

The project realised some economies because IOM had comparative advantage and experience in transporting people in emergencies. IOM also relied on the comparative advantages of the other agencies hence made savings by not investing in capacities to deliver services that could best be delivered by the other cooperating agencies. IOM also guaranteed equitable access to places of safety for all refugees. In addition, IOM maintained slim organisational structure with full-fledged offices only being opened in strategic locations.

Effectiveness in Project Delivery

The effectiveness of the project under review was measured against the extent to which it managed to evacuate and transport the Burundian refugees from the BEPs to the camps, as well as carry out the refugee relocation from Nyarugusu refugee camp to Nduta and Mtendeli refugee camps. Towards this end the evaluation assessed achievements against each of the five outcomes in the project results matrix.

Outcome 1: The transportation of refugees is based on efficient communication and logistics systems

The establishment of an effective transport management system was a major success factor for the execution of IOM's transportation role. Towards this end there were two critical outputs. The first output related to the *identification and engagement of transport service providers*. IOM contracted six passenger transport companies, including a marine boat based on a number of selection criteria. This subcontracting was therefore *fully achieved* and effective.

IOM also had to *establish systems for collaboration and communication with partners for the effective transportation of refugees*. The stakeholder opinion was that the communication systems worked very well. There were no reports of late response and reaction to emergency cases. Stakeholders also indicated that the communication system with the Camp Command played a critical role in enhancing preparedness of the relevant partners for the incoming arrivals. Overall, therefore, Outcome 1 was **achieved**. The IOM contribution towards the achievement of this outcome was **significant**. Without the IOM contribution other partners could have designed a similar system, but at a higher cost.

Outcome 2: IOM provides effective leadership of the Transport Sector Working Group for effective refugee evacuation, transportation and relocation

IOM had to deliver on two key outputs. Firstly, *Transport Sector Working Group (TSWG) meetings had to be held*. The evaluation, however, noted that IOM met resistance from partners in establishing the TSWG as well as holding meetings for the transport sector, whose existence as a single-standing sector was not accepted by all agencies, as it was regarded as falling under the Protection Working Group. The *partial achievement* of this output was mainly through IOM's bilateral engagement with partners to discuss and resolve challenges pertaining to the transport sector.

In terms of information sharing, IOM produced weekly and monthly updates on transportation, which were widely shared with partners. All the partners interviewed indicated that IOM kept them informed on developments in the transportation of the refugees. This output was therefore **achieved**. Given the achievements under such constrained circumstances, the evaluation concluded that **good progress was made towards the achievement** of Outcome 2. The outcome was achieved with *significant* IOM contribution.

Outcome 3: Refugees are delivered to the safety and protection of the refugee camps

The transportation of refugees from the BEPs to the safety of the camps was the core of this project. The first output under this *outcome* related *Fit-to-travel checks being carried out on all new arrivals at the BEPs*.

Under IOM rules every person to be transported should undergo fit-to-travel checks. Data availed for the evaluation revealed that a total of 201,342 people underwent fit-to-travel checks over the whole duration of this emergency response to 23rd October 2016, including 85,738 people moved over the period under review, i.e. December 2015 to October 2016. This was against a set target of 157,105 people. This output was therefore **fully achieved**.

The second output was: *Travel manifest compiled and shared with partners*. It was also the tool IOM used to account to the camp management on the numbers of people brought to the camp, as well as for the payment of service providers. Travel manifests were done for each and every load of refugees transported, hence the output was **achieved**. Overall, stakeholders felt that the transportation of the refugees was dignified and met humanitarian standards, serve for need to improve standards when open trucks were used. The evaluation concluded that Outcome 3 was **achieved** with **critical** IOM contribution.

Outcome 4: People with special needs (PSNs) access safety and partners' assistance in the camps

An important tasks in the process of carrying out the fit-to-travel checks at the BEPs was the **identification of PSNs and vulnerable groups** so that special arrangements and care could be made for their transportation to the camps. The numbers of PSNs and vulnerable persons were shown in the travel manifest, disaggregated into their categories and this information was communicated to the Camp Command prior to arrival. This output was **achieved**.

One of the special arrangements for the transportation of the PSNs and vulnerable groups was the **provision of operational and medical escort** from the BEPs to the camps. On every bus there would be two IOM medical personnel with specific instructions on how to attend to the PSNs and vulnerable people. IOM endeavoured to ensure that PSNs had dignified evacuation from the BEPs. The Interagency Update No. 25 of 16 - 30th September 2016 indicated that cumulative a totals of 14,306 Burundian PSNs, including 2,974 UMC had been recorded in the camp registers. This output, therefore, was well **achieved**. There were no reports of PSNs dying, nor getting into difficult situation at the BEPs or during transit to the camps due to neglect by IOM staff. Outcome 4 was therefore **achieved** with **critical** IOM contribution.

Outcome 5: Camp space decongested and access to basic social services improved through relocation

One of the major roles of the IOM response to the Burundian refugee crisis was to support the decongestion of Nyarugusu Refugee Camp through the relocation of the refugees to Nduta and Mtendeli refugee camps. Available data showed that from April to July 2016 a total of 15,377 refugees were relocated from Nyarugusu camp to Nduta camp. Stakeholders indicated that the relocation process had no major challenges as the transportation function had improved over time from the beginning of the humanitarian emergency. A challenge highlighted related to stoppages in relocation. The relocation of Burundian refugees to Nduta and Mtendeli refugee camps resulted in the decongestion of Nyarugusu camp. FDGs revealed that the relocation was a relief to the Burundian refugees as they were now in camps with Burundian nationals only. Outcome 5 was, therefore, **achieved** with **critical** contribution by IOM.

Assessment of Project Impact

The evaluation conclude that the project **achieved** its expected impact: *Loss of lives and suffering among Burundi refugees prevented through dignified emergency evacuation and relocation*. Stakeholders had already begun to see the immediate impacts of the project. The achieved impacts were the key expression of the **value added** by IOM to Burundian refugee response.

Value Added and Value-for-Money Considerations

According to UNHCR many agencies would not have delivered on their mandates without the transportation function of IOM. All other partners had constrained capacity to manage the transportation of the refugees. To the beneficiaries, saving of lives through timely evacuation from the BEPs to the camps was a major valued addition by IOM. As highlighted previously, without IOM's contribution through transportation a lot of refugees could have lost their lives. Although the evaluation could not subject the project to rigorous financial analysis to establish the financial cost structure, it can be concluded that **the project was value-for-money**. It delivered its outputs in an efficient manner that was consistent with the four value-for-money criteria of efficiency, economy, equity and effectiveness. The outputs and outcomes were of quality to warrant the investment made.

Emerging Issues

Elevation of Lumasi Transit Centre to a Holding Camp

The evaluation established that stakeholders had major concerns with dwindling capacities of the existing three refugee camps to continue absorbing the inflow of refugees. All of them were at the time of this evaluation almost filled to capacity. The viable short-term solution being proposed by the humanitarian community was the elevation of Lumasi Transit Centre in the Kagera Region to a temporary camp that could accommodate 8,000 to 10,000 refugees, whilst in the meantime GoT could come up with a long term solution to the emerging crisis of space. This meant that IOM would be transporting all the new arrivals of refugees from all the BEPs to Lumasi camp. Arguments for Lumasi elevation were around the advantages to be derived from the already established infrastructure and reduced cost of repatriation when the situation in Burundi had improved. Those against Lumasi elevation were concerned about distance from Kigoma Region BEPs to Lumasi, limited acreage remaining for the camp and having refugee camps scattered all over the country resulting in thin spread partner resources. Two recommendations were proffered on this issue included elevating Lumasi as well as expansion of existing camps.

Elevating IOM representation in Kibondo

Kibondo was rapidly becoming the epicentre of refugee response as it is positioned centrally to the three main refugee camps of Nyarugusu, Nduta and Mtendeli. As such, according to UNHCR, there was need for IOM to consider the elevation of its representation in its Kibondo Sub-Office to a higher level, a trend which had reportedly been taken by all the other agencies and NGO partners. IOM felt it could still cope with the situation with the current establishment in the short to medium term. Their focus is on organisational efficiency by keeping operational cost at a low level whilst releasing the greater part of their resource envelope to the direct costs of the intervention.

IOM presence in Kagera Region

Some stakeholders who were interviewed at Lumasi wanted IOM to strengthen its presence in the Kagera Region. They proposed that IOM established an office in Ngara. At the time of this evaluation, IOM had four operational staff in Ngara, but key informants indicated that they had no decision making powers, even on very small issues. They also proposed improving the working conditions of this staff contingent by providing them with office space, transport, communication and computer equipment.

IOM management, however, clarified that the staff in Ngara were only meant to provide operational and medical escort to the refugees on transit to the Lumasi transit centre. They were not required to generate any documentation, except the handwritten travel manifests, hence no need for computer equipment. Like everyone else in the organisation, they were also supposed to use their own mobile handsets. The office would however consider the issue of transport as they have to travel from Ngara to Lumasi almost on daily basis. The office's position was that for cost efficiency, as yet there was no need to invest in office space in Ngara that would be underutilised. The Ngara establishment was therefore optimal for its intended purpose.

4.1.1 The Displacement Tracking Matrix

IOM had sought funding to utilise the Displacement tracking Matrix (DTM) to rapidly provide lifesaving evacuation and transport assistance so that refugees could be able to access support in Nyarugusu Refugee Camp in a safe and dignified manner. The DTM was a milestone tool to gather key data to be shared with humanitarian partners for the design of appropriate assistance packages and for interventions guidance. The data would also help inform the GoT on the profiles of the Burundian asylum seeker inflows and result in an important life-saving measure during the ongoing Burundi crisis.

The information gathered by the evaluation indicated that the DTM initiative could not take off the ground because the lead agency, UNHCR, felt that it was within its mandate to collect such information from the refugees. However, it turned out that it was overwhelmed with its core activities, hence could not collect and produce such displacement data about the refugees. As one key informant put it, *"In such an emergency, when necessary and for the benefit of the affected populations, mandates should be subordinated to division of labour for effective delivery of services"*. Creating space for IOM to utilise its DTM could have added value to the project by increasing the partner responsiveness to the needs of the refugees both at the BEPs and in the camps.

Result Enablers

The main enabler for the successful implementation of the project was the GoT that: accorded *prima facie* refugee status to all Burundians which made it easier for humanitarian actors, including IOM, to focus on humanitarian assistance. Provided camp sites, security machinery and an enabling environment for all humanitarian actors to work in the country under the refugee emergency response. In response to GoT's kindness to host the refugees, the Burundian refugee crisis got a massive response from the donor community who provided financial support to the cooperating partners.

Lessons Learnt

There were very few lessons that were flagged by stakeholders, and most of them were around teamwork and collaborative partnerships, division of labour and delegation of duties among partners and importance strong communication systems during emergency situations.

Conclusions

The project made **significant contribution** towards the saving of the lives of Burundian refugees who were escaping political persecution in their own country. This was mainly facilitated by the GoT's *non-refoulement* policy for all the Burundians seeking entry into Tanzania, as well as the strong collaboration among partners. Overall, the project achieved its objective, regardless of the project extensions emanating from the unpredictability of the refugee flows which impacted on IOM's resource absorption rates.

Recommendations

Recommendation 1: Strengthen IOM leadership of the TSWG at all levels as part of the enhancement of partner coordination.

Recommendation 2: Where the terrain and weather justifies the use of trucks instead of buses, services providers should cover the trucks with tents to avoid the negative impacts of dusty and wet conditions, especially on children. They should also devise user friendly methods to facilitate the embarkation on to the trucks by women, the elderly and people with disabilities. This will impact significantly on the dignity of the refugees during transportation.

Recommendation 3: Strengthen coordination with the partners receiving new arrivals at the BEPs, and supervision of operational staff and service providers to minimize late arrivals to the camps. Late arrivals impact negatively on stakeholder rating of the efficiency of the transportation system.

Recommendation 4: Strengthen the information base on PSNs to enhance IOM's felt impact on this vulnerable group. Planning for the PSNs by partners and their decision making processes should be guided by IOM data on PSNs.

Recommendation 5: Strategically lobby partners around the IOM cause to combat negative decision against IOM's noble cause in the partnership collaborative system.

CHAPTER 1: OVERVIEW AND BACKGROUND

1.1 Project Content and Background

On 26 April 2015, mass protests took place in Burundi in response to President Nkurunziza's announcement of a third term bid for office. Since April 2015, over 100,000 Burundians have fled to Tanzania as a result of political instability. Fearful for their safety, many Burundians fled to neighbouring countries such as Rwanda, Democratic Republic of Congo and Tanzania and as far as Zambia and Uganda. The situation was declared a Level 2 emergency by UNHCR on 11 May 2015. A Regional Refugee Response Plan (RRRP) was launched in May 2015 to ensure a coordinated response to the protection and assistance needs of the Burundian refugees in the region. UNHCR led the interagency delivery of protection and assistance in Tanzania in close coordination with the Government and the office of the UN Resident Coordinator.

As part of this coordinated response, IOM as lead agency of the sector "Transportation of Persons" transported over 60,000 refugees to the Nyarugusu Refugee Camp, in accordance with the Government of Tanzania's encampment policy. Staff were deployed to border entry points (BEPs) to ensure that safety procedures were observed and priority was given to vulnerable refugees such as pregnant women, the elderly and unaccompanied children.

The continued influx of Burundi refugees in 2016 led to the revision of the Burundi Regional Refugee Response Plan to optimally respond to the protracted crisis. In Tanzania, overcrowding at Nyarugusu reached critical levels, and over 50,000 Burundian refugees were relocated to two new sites, i.e. Mtendeli and Nduta with the support of IOM.

This "*Life-Saving Assistance to Burundian Refugees in Tanzania Project*" was necessitated by the need to continue transporting refugees from BEPs as well as decongesting the refugee population at Nyarugusu camp which had reached a critical level of over 150,000, from a planned optimal population of 50,000. The congestion could potentially result in rising tensions and disease outbreaks, as evidenced by the outbreak of cholera in May 2015. The assessments conducted indicated urgent need in relocation including safety and security, WASH, Health, Shelter, and accessibility. As requested by the government and following assessment reports, the smooth and dignified emergency evacuation, as well as rapid and safe transportation of refugees from Nyarugusu camp to the new sites became a priority to reduce congestion, reduce morbidity and maintain peace and stability among the refugees.

IOM also intended to systematically collect and analyze information through its DTM on new arrivals at all border entry points, to enable partner organizations to effectively target life-saving assistance. It would also collect information on the geographic locations of new arrivals, demographics, vulnerabilities, area of origin and time of arrival. IOM would also collect information on living conditions and access to services at the site level, e.g. through interviews with key informants. This information would be collated and made available to partners in real time on a regular basis so that humanitarian interventions could be effective and targeted. However, this initiative could not take off as UNHCR felt that it was its mandate to collect such data.

The overall objective of the project was therefore: "*To prevent loss of lives and suffering among Burundian refugees through dignified emergency evacuation, transportation and relocation*", with the specific objectives being to:

- Ensure timely, safe and dignified transportation of the Burundian refugees from Nyarugusu Refugee Camp to two new sites, Mtendeli and Nduta; and
- Ensure timely, safe and dignified transportation of the Burundian refugees from entry points to the designated refugee camps.

CHAPTER 2: THE PROJECT EVALUATION

2.1 Purpose of the Evaluation

The overall purpose of this evaluation was to review the effectiveness and efficiency of the project, assess its outcomes and impact, and consider prospects for sustainability. In addition, the objective was to identify and document lessons learned and best practices in view of the continuing refugee influx which might call for the continuation and scaling up of project activities.

The evaluator was, thus, required to:

- i. assess the extent to which the project has ensured timely, safe and dignified transportation of the Burundian refugees from border entry points to the designated points of relocation;
- ii. evaluate the project impact in terms of life-saving benefits accruing to the refugees as a result of the IOM intervention;
- iii. assess the project against key OECD-DAC project quality and performance evaluation criteria that include: relevance, effectiveness, efficiency and sustainability;
- iv. if data allows, carry out a value-for-money analysis of the project results in terms of the four E's: i.e. economy, efficiency, effectiveness and equity;
- v. Assess the project's strategic alignment to (a) IOM humanitarian priorities; and (b) the GoT's national policy on refugees;
- vi. assess IOM's responsiveness, through the *Life-Saving Assistance to Burundian Refugees in Tanzania Project*, to changes in refugee protection needs and priorities;
- vii. Analyse the degree of value addition of the *Life-Saving Assistance to Burundian Refugees in Tanzania Project* in terms of its transformational effect on the lives of the refugees; and
- viii. Assess the extent to which the best practices and lessons learnt from the project will reposition IOM Tanzania to play a pivotal role in addressing similar refugee emergencies in the Region; and

2.2 Scope of the Evaluation

This evaluation was “*A Terminal Outcome Evaluation*” meant to focus on whether or not the three project objectives outlined above have been achieved. It was executed within the context of the Results and M&E Frameworks of the project. The evaluation was carried out mainly in Tanzania's Kigoma Region. It was limited to IOM's *Life-Saving Assistance to Burundian Refugees in Tanzania intervention, without delving into the broader coordinated response under the Burundi Regional Refugee Response*.

2.3 Methodology

2.3.1 Data Collection

The evaluator used a combination of quantitative and qualitative evaluation methodologies in the execution of the assignment. The triangulation of multiple research approaches is intended to broaden the scope of analysis and to enhance validity and reliability of data and information. Key research methods included:

During the *inception phase*: The evaluator reviewed the existing project documentation to understand the context in which the project was being implemented. Simultaneously he used the inception phase to consult and dialogue with the key IOM project staff and management to clarify

their expectations and priorities for the project evaluation. The consultations resulted in decisions on the priority areas for examination, which informed the stakeholder consultative process.

Key Informant Interviews were held at national, regional and site levels. National level key informants included: IOM management and project staff, Refugee Services Department and DFID. At the regional level, the key informants include: the Acting Regional Administrative Secretary; the Regional Refugee Services Officer/Zonal Coordinator; Caritas Assistant Executive Secretary and IOM staff in the IOM Kigoma Regional Office. At the district level the evaluator interviewed the UNHCR Field Officer, whilst KII interviews at the refugee camps focused on the camp management and cooperating partners with presence at the refugee camps. Interviews were also held with the Officers-in-Charge of border entry points and transit centres. The key sites visited for the fieldwork included Kigoma, Kasulu and Kibondo where the refugee camps holding the Burundians are located. These included Nyarugusu, Mutendeli and Nduta Refugee Camps. The full list of key informants interviewed is in Annex III.

The evaluation also collected data through **focus group discussions**. These were held in each of the three refugee camps with two groups, namely: those who had been relocated from one camp to the other; and those who came straight to the camps through the border entry points. These FGDs included men, women, boys and girls.

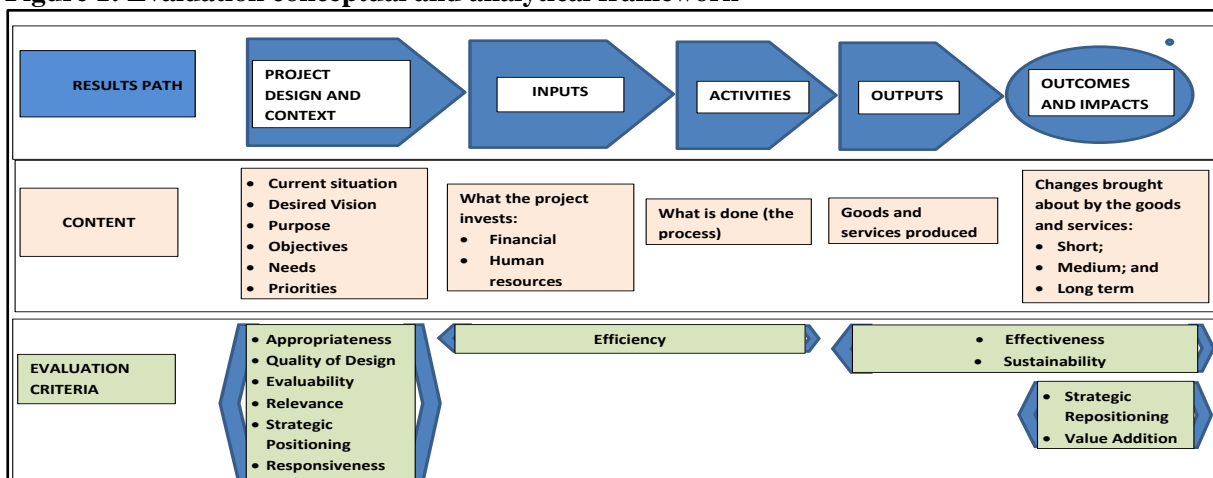
In order to get stories of individual experiences with regards to the IOM support the evaluation carried out **individual interviews** with the following people: Where feasible the evaluation were interview up to six (6) individual refugees in each of the refugee camps. These included:

- Individual who went through the normal evacuation and relocation process;
- Individual who needed special healthcare, referral and escort by medical personnel;
- Vulnerable pregnant woman;
- Unaccompanied child;
- Vulnerable elderly person; and
- Person with disability who needed special assistance.

2.3.2 Evaluation Conceptual and Analytical Framework

The evaluation carried out an assessment of the whole results chain from project inputs, outputs, outcomes, and when evident, short and medium term impacts with regards to the achievement of the intended results. The project contribution to the achievement of the intended results was measured in terms of both IOM **contribution and attribution**. Figure 1 below shows the conceptual and analytical framework employed in this evaluation.

Figure 1: Evaluation conceptual and analytical framework



The evaluation system focused on three categories of evaluation criteria drawn from the United Nations Development Group evaluation guidelines. *Category 1* consisted the four OECD/DAC key project quality and performance evaluation criteria - **relevance, efficiency, effectiveness and sustainability**. *Category 2* were criteria for evaluating the extent to which the project design and implementation strategy strengthened the strategic positioning of the IOM Tanzania in supporting the country’s humanitarian agenda. These include: **strategic alignment, responsiveness and added value**. (See Figure 1 above) *Category 3* criteria for evaluating projects against the **Five UN programming principles**, as well as **the Five Principles of Aid Effectiveness** are mainly applicable to development projects, hence they were not used in this assessment

2.3.3 Output rating

The assessment considered the level of achievement of outputs through the assessment of available data and/or opinion of stakeholders and beneficiaries. The achievement against each key output was ranked on a colour-coded scale as follows: **Achieved (Green); Good Progress Towards Achievement Made (Blue); Partially Achieved (Orange); and Not Achieved (Red)**. The assessment of outputs for each outcome was summarised using an Output Measurement Tool, a sample of which is shown in Table 1.

Table 1: A sample Output Measurement Tool

IOM Project Outcome				
Outputs	Output Ranking (Real database ranking or stakeholder opinion)			
	Indicator & Baseline	Target	Current Status	Output rating
Output 1:				
Output 2:				
Output				
Overall Ranking of Outcome 1				Insert Score

2.3.4 Rating of Outcomes

The evaluator employed two outcome rating systems. The first was related to the status of the outcome based on output ratings, as shown in Table 1 above. The outcome ratings was as follows: **Achieved; Good Progress towards Achievement Made; Modest Achievement; and Not Achieved**. This was then followed by the evaluator’ opinion on the degree to which IOM Project contributed to the attainment of the outcome. The contribution rating had four categories: **Critical; Significant; Modest; and None**.

2.4 Evaluation Questions

The evaluator generated a set of key/broad questions for the evaluation. The key evaluation questions created a platform for the development of the specific project research tools for Key Informant Interviews, FGDs and individual beneficiary interviews.

ANNEX I shows the key evaluation questions by evaluation variable.

CHAPTER 3: KEY FINDINGS

3.1 Evaluability and Quality of Project Design

Key Research Questions: Is there a Project Document for the project under evaluation? Is there a project Results framework and how comprehensive is it? Is the project results chain clearly defined? Is there a project M&E Framework and how comprehensive is it? What monitorable indicators and targets have been defined and are they evaluable? What is the project implementation strategy? Who are the key project partners and stakeholders? Did the project design draw from global innovative techniques and best practices in project design?

3.1.1 Project Results Framework

The project implementation was guided by a brief project document that consisted of four outputs,

Table 2: Revised project results matrix

Expected Outcome	Expected Outputs	Baseline	Target
Expected Impact: Loss of lives and suffering among Burundi refugees prevented through dignified emergency evacuation and relocation	<ul style="list-style-type: none"> No. of congestion-related deaths No. of congestion-related disease outbreaks No. of people affected by disease outbreaks 		0 0 0
Outcome 1: The transportation of refugees is based on efficient communication and logistics systems			
Output 1.1: Suitable service providers for the transportation of refugees from the BEP to the camps, as well as for relocation identified and contracted	<ul style="list-style-type: none"> No. of service providers engaged 	0	6
Output 1.2: Systems for collaboration with partners for the effective transportation of refugees strengthened was therefore achieved.	<ul style="list-style-type: none"> No. of partners linked by IOM communication system No. Of partners expressing satisfaction with IOM communication system 	0 0	5 5
Outcome 2: IOM provides effective leadership of the Transport Sector Working Group for effective refugee evacuation, transportation and relocation			
Output 2.1: Transport Sector Working Group (TSWG) meetings held	<ul style="list-style-type: none"> No. of meetings held 	0	1
Output 2.2: Information on transportation of refugees shared with partners for an informed response	<ul style="list-style-type: none"> No. of reports shared with partners 	0	2
Outcome 3: Refugees are delivered to the safety and protection of the refugee camps			
Output 3.1: Fit-to-travel checks carried out on new arrivals at the BEPs and before relocation	<ul style="list-style-type: none"> No. of Burundian refugees who undergo fit-to-travel health checks prior to transport 	115,605 (as of 30 November 2015)	157,105
Output 3.2: Travel manifest compiled and shared with partners	<ul style="list-style-type: none"> Number of Burundian refugees registered in the passenger manifest 	115,605 (as of 30 November 2015)	157,105
Output 3.3: Operational and medical escort provided to the refugees in transit to the camps	<ul style="list-style-type: none"> Number of Burundian refugees supported to receive medical attention at the point of entry 	115,605 (as of 30 November 2015)	157,105
Outcome 4: People with special needs (PSNs) access safety and partner assistance in the camps			
Output 4.1: PSNs and vulnerable groups identified:	<ul style="list-style-type: none"> No. of PSNs identified and referred for assistance 	0	All
Output 4.2: Operational and medical escort provided to PSNs and vulnerable groups	<ul style="list-style-type: none"> No. of PSNs provided with medical escort 	0	All
Outcome 5: Camp space decongested and access to basic social services improved through relocation of refugees			
Output 5.1: Burundian refugees safely transported for relocation	<ul style="list-style-type: none"> No. of people transported for relocation 	0	15,000

reformulated into five outcomes that repackaged all the evidence collected on the ground. Table 2 above shows the reformulated results matrix which was used for evaluation the performance of the project.

It has to be noted that because of the emergency nature of the intervention, the design original project did not envisage a Government owned process with Government being the lead implementing agency. Instead, the project was designed to be a collaborative effort between Government, IOM and other partners. The evaluator, also, notes that given the emergency at hand it would not have been prudent for IOM to invest a lot of its time into the designing of a high quality project document. What was needed in the situation was a brief proposal that summarised the intention and expected results. It can therefore be concluded that the quality of the project design was **satisfactory and sufficient** to the serve the emergency situation at hand.

3.2 Relevance of the Project

Key Research Questions: What were the key challenges and priorities that necessitated the IOM intervention? How well was the project support geared towards addressing the safety and protection needs of the refugees? Was the intervention appropriate to the situation and needs of the refugees? To what extent was the project responsive to the needs of the Burundian refugees in Tanzania? To what extent was the Project intended to feed into the results of the IOM programming frameworks? To what extent did project capitalise upon complementarity and avoid duplication with other partner activities? In what way did the Project intervention support the national priorities and policies?

The project drew its relevance from the situation that was pertaining on the ground. With the continuing influx of the Burundian refugees and the strain this was causing on resources and local social services infrastructure, this was, as one key informant put it, the most appropriate and pragmatic solution to the situation at hand. With *refoulement* of the refugees not being an option in abundance with international Convention on Refugees of 1951 and its subsequent Protocol of 1968, the GoT neither had the resources. nor, the capacity to host the refugees it was taking into its territory. The GoT therefore acknowledged the relevance of the project as it cushioned it against the emerging crisis.

Most importantly, the project was relevant and responsive to the safety and protection needs of the refugees. Given the explosive situation that was building up in Nyarugusu camp due to increasing overcrowding of the refugee population, and in order to maintain the dignity of, and humane living conditions for the refugees, IOM responded to the decision by the GoT to move the Burundian refugees to Mtendeli and Nduta refugee camps. The project was also responsive to the safety and protection needs of new arrivals at the border entry points who needed to be moved to the camps. It was this mainly responsiveness that rendered the projects relevance, appropriateness and pragmatism.

In addition to being relevant and responsive, the project was also catalytic in that all the other collaborative partnership in the humanitarian intervention could only effectively realise their own roles when the refugees where in the appropriate place. Therefore, IOM's transportation role was relevant in that it facilitated the interventions of all the other cooperating partners. According to the GoT and cooperating partners the relevance of the IOM transportation and evacuation intervention was founded on the need to address a number of challenges.

The partners could not sustain large numbers of new arrivals at the border entry points because they had limited shelter, food, water and medical supplies. Additionally, the long porous border with multiple informal entry-points shared with Burundi presented a physical limitation for partners to cope with the influx. The refugees needed to be urgently moved to the camps where there was greater partner capacity to provide for their needs. There overcrowding at the entry point could result in disease outbreaks, like what happened at Kagunga where a cholera outbreak claimed a number of lives;

- Some border entry points were isolated with no water and food supplies. Arrivals at such entry points needed to be quickly evacuated to the camps; and
- Overcrowding at Nyarugusu camp was creating a time bomb that could erupt with unbearable consequences. These could range from disease outbreak to conflict. With Government identifying and opening new camp sites, the IOM intervention was necessary for the diffusion of the impending time bomb.

In terms of strategic and policy relevance the project was strategically aligned to, and anchored on corporate, systemic and national humanitarian frameworks.

Corporate alignment assesses the project's corporate internal coherence with IOM's national, regional and global results and planning frameworks. The evaluation established that the migration crisis support project was, at the national level, aligned to IOM's Programme of Cooperation with the GoT, particularly in the area of mixed migration. The project was also formulated within the realm of IOM's Migration Crisis Operational Framework adopted by Member States during the 101st Session of the IOM Council. The Framework is based on international humanitarian and human rights law, and humanitarian principles.

Systemic alignment illustrates partnerships and collaboration for results. The project was formulated within the context of IOM's role in the Transport Sector Working Group of the United Nations Development Assistance Plan (UNDAP) 2016-2020, which is the joint planning framework for the United Nations Country Team in Tanzania, a pilot "*Delivery as One*" country. IOM is also a member of the Refugee Coordination Model (RCM) led by UNHCR in coordinating the response to the Burundi refugee emergency in Tanzania. The RCM is intended to provide an inclusive platform for planning and coordinating refugee response in order to ensure that refugees and other vulnerable people receive the protection and assistance.

National alignment is critical in terms of defining how a programme/project feeds into national level humanitarian results as outlined in national humanitarian frameworks. Tanzania, being a Member State of the United Nations is a signatory and party to the various refugees related Conventions. The country's policy and legal instruments that guide humanitarian interventions in the country derive from these international Conventions. The project under review contributed towards the implementation of Tanzania's commitments to:

- 1951 Geneva Convention on Refugees;
- 1968 Protocol;
- 1969 OAU Convention on Refugees;
- 1998 Refugee Act; and
- 2003 Tanzania Refugee Policy.
- New York Declaration on Refugees and Migrants which reaffirms the commitment of the international community, given the increasing migration and refugee crisis in the world.

The project relevance was, therefore, strengthened by its strong strategic position at national, regional and global development frameworks. It had coherence with other relevant results frameworks at all the three levels.

3.3 Project Efficiency and Value-for-Money Considerations

Key Research Questions: How well did the project deploy resources towards the project outputs? How cost efficient was the project? What economies did the project realise? Did the project guarantee equal access to IOM services for all the asylum seekers? What organizational mechanisms were put in place to enhance organizational efficiency? To what extent did project procedures and processes impede or facilitate the accomplishment of results?? What were the project resource absorptive capacities? What were the challenges to budget utilisation? How did IOM address deviation from planned budgets?

3.3.1 Cost efficiency

For cost effectiveness IOM deployed buses to the collection points when there were adequate numbers of new arrivals to be transported to the camps. Since service providers were being paid per trip, the per capita costs per trip would be much lower when the bus carried passengers to its maximum capacity. However, on the other side this would be regarded as an inconvenience for the refugees who would have to wait longer for the adequate load numbers to be reached,

Stakeholders vouched that IOM used a transparent mechanism for the selection of transportation service providers. According to GoT key informants, IOM contracted companies that could pre-finance their services and accept payment in one to two months. This means that they hired competitive firms with the necessary capacities. The major criteria considered in the selection process were the unit mileage charges and reliability of the service provider in terms of fleet size and condition of the buses. Again with regards to reliability, operators were selected on the basis that they had the capacity to timely deploy buses to the BEPs when needed. Transport service providers were paid for a completed trip, regardless of the idle time spent whilst for adequate numbers of new arrivals to accumulate at the border entry points.

The project had a number of key cost drivers, whose effects had a bearing on project cost efficiency. These included:

- i. **Number of people transported:** IOM had no control over this variable as it depended on the numbers of new arrivals at the BEPs. With the transport service providers being paid per round trip, the number of people transported was a cost driver in as much as the volumes of people at the BEPs also determined the number of round trips to be done by the service providers.
- ii. This variable was the key factor in determining the budget utilisation rate for the project. When the influx of refugees was high resource utilisation also tended to be high, and vice versa. Thus, resource utilisation was correlated with the rate at which the Burundian refugees were coming into the country
- iii. **Number of trips per person:** This applied to situations where the refugees had to be dropped in transit centres before being moved to the camps. Dropping of the refugees at Lumasi transit centre from the BEPs before onward transportation to either Nduta or Mutendeli resulted in increased numbers of round trips for the buses.
- iv. **Type and size of transport used:** For cost control reasons sometimes trucks and smaller vehicles were sent to collect the refugees from the BEPs. Trucks were suitable for the rough terrain and bad road surfaces, whilst small vehicles were sometimes dispatched when there were small numbers of new arrivals to be collected from the BEPs.
- v. **Distance covered by service provider:** This was the main determinant of the charges levied by the service providers. In order to minimise distance covered per trip, as well as maximise the number of refugees carried per trip, the buses could pick the refugees from a number of BEPs over a single trip. With Mutendeli and Nduta camps already about to reach their maximum carrying capacities, distance will be a major cost determinant of the decision on whether or not in the short term to elevate Lumasi transit centre to a holding camp as GoT decides on the site for a new camp.

To enhance its cost efficiency, however, some of the stakeholders recommended that the tenders for service needed to be advertised countrywide to attract the most competitive service providers. This would positively influence the price levels for, and quality of the services provided. However, awarding tenders to service providers from outside the project regions will relocation costs for the same which will have significant budgetary implications on IOM.

3.3.2 Economies

The project realised some economies because IOM participated in the collaborative effort to address the refugee crisis by executing a component for which it had comparative advantage and experience. This comparative advantage derived from its global mandate of moving people, especially migrants and similarly refugees. In Tanzania, IOM had also been in the massive transportation of refugees at the closure of Mtabila Refugee Camp in 2012.

IOM also relied on the comparative advantages of the other agencies in order to achieve its transportation and relocation objectives of the project. It therefore made savings in that it did not have to invest in capacities to deliver services that could best be delivered by the other cooperating agencies. For example, for those refugees who were identified as not fit for travel their medical care was provided by International Rescue Committee and Tanzania Red Cross, which had the comparative advantage, capacities and infrastructure. IRC and TRC had about three ambulances in Nyarugusu to service refugees in the camp. However, IOM would reimburse the fuel whenever they were called upon to ferry medical cases from the BEPs. IOM could also request ambulance services from the local hospitals.

3.3.3 Equity

IOM guaranteed equitable access to places of safety for all refugees. The pre-travel fit-to-travel checks and the referral system for the vulnerable groups and people with special needs sought to ensure that every refugee would in one way or another be evacuated from the BEP to the refugee camp where he/she would then access services from the collaborative partnership in the refugee camps. Thus, access to transportation and support services necessary for travel were not left to the ‘survival of the fittest’ approach. In fact, vulnerable people with special needs were given priority in boarding the buses to ensure that they were not disadvantaged by their incapacities and left behind.

3.3.4 Organisational Efficiency

In order to minimise the operational costs for the emergency, IOM maintained slim organisational structure. Full-fledged offices were only opened in strategic locations to run the emergency. It also minimised expenditure on vehicles and office equipment. It did not also operate a radio communication system for the emergency and relied on the personnel’s mobile phones. IOM also relied on division of labour with other cooperating partners, hence saved on costs by not investing in a diversified portfolio of service areas for the refugees.

3.4 Effectiveness in Project Delivery

Key Research Questions: To what extent was the project implementation strategy appropriate and effective? How effective have been the project coordination and partnership arrangements? To what extent have the intended outcomes and impacts been achieved? What factors have affected (positively or negatively) the achievement of the outcomes and impacts? Did the project utilise innovative techniques and best practices in its programming for this intervention? To what extent have refugees managed to reconnect with basic social services and safe settlement in the camps? To what extent has Tanzania fulfilled its obligations under the international guiding principles on the protection of refugees? To what extent has the project contributed towards the creation of a conducive environment for refugees to enjoy their rights and protection?

The effectiveness of the project under review was measured against the extent to which it managed to evacuate and transport the Burundian refugees from the BEPs to the camps, as well as carry out the refugee relocation from Nyarugusu refugee camp to Nduta and Mtendeli refugee camps. Towards this end the evaluation assesses achievements against each of the five outcomes in the project results matrix.

3.4.1 Outcome 1: The transportation of refugees is based on efficient communication and logistics systems

The establishment of an effective system for the transportation of the refugees from the BEPs to the camps was a major success factor for the execution of IOM's transportation roll in the emergency operation. Towards this end there were two critical outputs.

- i. **Identification and engagement of transport service providers:** With the increasing and sometime unpredictable influx of the Burundian refugees, as well as the need to urgently evacuate them from the BEPs to designated refugee camps, there was need for a reliable and suitable transport system that could bring the refugee in a dignified and humane manner. Since IOM as the lead of the Transportation Sector had no transport fleet of its own, neither could all the collaborating partners pool together a sufficient fleet for this purpose, there was need for IOM to source out the transportation function to private service providers.

The identification of service providers considered a number of factors, including:

- Presence of the service provider's fleet and services in the region where the services would be required;
- Condition and reliability of bus fleet;
- Capacity of service provider to provide alternative transport in the event of adverse weather and road conditions; and
- The service provider's cost bid.

Based on these criteria among others, services for the transportation of the refugees were out-sourced to the following six service providers:

- Saratoga Bus Company: the service provider was originally used for the repatriation of refugees from Mtabila camp;
- Adventure Bus Company: engaged during the May influx 2015.
- Mtipa Bus Company: This was the only locally-based bus company in Kibondo District. With Nduta and Mtendeli refugee camps being located in this district, the bus company's location was conducive for quick response when there were new arrivals at the borders;
- Maxwell Bus Company for Ngara District: The bus company was inherited from UNHCR;
- Azan Logistics which was added on at a later stage when IOM realised that the existing service providers were beginning to get relaxed. There was also an identified need to increase fleet capacity given the increasing and unpredictable refugee influx and the need relocate refugees from Nyarugusu to Nduta and Mtendeli ; and
- A wooden boat to cater for new arrivals that needed transportation across Lake Tanganyika. The boat was identified through a competitive bidding process. IOM also buy insurance third-party insurance to insure the passengers.

Although some of these service providers were contracted during the pre-project period, their services continued through the project period. **Output 1.1: Suitable service providers for the transportation of refugees from the BEP to the camps, as well as for relocation identified and contracted was therefore fully achieved.**

- ii. **System for collaboration and communication with partners established:** The cooperation and collaboration of partners at both the BEP and camp reception points was critical for the safe transportation of the refugees. On its part IOM had to establish systems on how to communicate with:

- a. *Partners that were receiving and registering new arrivals at the BEPs:* IOM had no permanent presence at the BEP hence would rely on cooperation with partners present at the BEP to know whether or not there were any new arrivals that would need to be transported to the camps. Therefore, systems for communication with these partners had to be established. In some instances, IOM had to communicate with community leaders. To this effect, IOM and its partners established mobile phone SMS system. Focal persons used the system to communicate if there were any new arrivals.

The evaluation established that the communication system worked very well, but there were some issues with the response and reaction durations which will be discussed under *Outcome 3*. However, the response and reaction times were generally good, with the refugees spending a night or two at the BEP before collection by IOM.

- b. *Partners on urgent evacuation of refugees in need of urgent medical attention:* Although IOM had medical teams to carry out fit-to-travel tests as well as provide medical escort, it did not have equipment and ambulances for the evacuation of those in need of urgent medical attention. Communication systems therefore had to be established with the Tanzania Red Cross for medical evacuations of people found to be in need of such services during the fit-to-travel checks.

Although the evaluation could not establish figures of such evacuation cases, the qualitative assessment from the stakeholder opinion was that the communication system worked very well. There were no reports of late response and reaction to such emergency cases.

- c. *Communication systems with the Camp Command, Ministry of Home Affairs, UNHCR and other partners in the refugee camp reception system:* When the refugees were on their way to the camp there was need for the receiving partners in the camp to have the details about the new arrivals in advance so as to adequately prepare for them. IOM devised a mobile phone SMS based system for the advance communication with the Camp Command. The communication provided the number of refugees (by gender and nationality) in transit to the

camp and vulnerable persons on the bus. The vulnerable persons would be disaggregated by gender and the nature of their conditions, e.g. unaccompanied children, pregnant women, lactating women, people with disabilities.

Stakeholders indicated that this communication system played a critical role in enhancing preparedness of the relevant partners for the incoming arrivals. However, there were

Table 3: Ratings of Achievement and IOM Contribution: Establishment and strengthening of systems for effective transportation of refugees

Outputs	Rating of Outputs and Outcome Achievement
Output 1.1: Suitable service providers for the transportation of refugees from the BEP to the camps, as well as for relocation identified and contracted	Achieved
Output 1.2: Systems for collaboration and communication with partners for the effective transportation of refugees strengthened	Achieved
Overall Rating of Outcome 1	Achieved

indications that the advance communication was sometimes not adequately shared among the partners in the camp. This sometimes led to people with special needs not being adequately catered for on arrival at the camp. In addition, due to poor telecommunications network in some of the areas, IOM might not reach the camp command to inform them about the new arrivals in transit on time,

Output 1.2: *Systems for collaboration with partners for the effective transportation of refugees strengthened* was therefore **achieved**. The output was achieved with the collaboration of the partners who also played their part to make the system work.

Overall, therefore, Outcome 1: *The transportation of refugees is based on effective communication and logistics* was **achieved** (Table 3). The system constituted a key component that was required to make the IOM contribution to the live saving response to the Burundian refugee crisis possible. The IOM contribution towards the achievement of this outcome was **significant** and it drew from its international experience on designing evacuation and transportation systems. Without the IOM contribution other partners could have designed a similar system, but at a higher cost.

Outcome 2: IOM provides effective leadership of the Transport Sector Working Group for effective refugee evacuation, transportation and relocation

IOM's effective leadership of the Transport Sector Working Group was critical for the steering of the collaborative effort towards ensuring that the refugees were evacuated and transported to the safety of the refugee camps. Towards this end IOM had to deliver on two key outputs.

i. ***Transport Sector Working Group (TSWG) meetings held:***

In the refugee response under review, IOM leads the TSWG, Previously the transportation sector was under the Protection Working Group led by UNHCR. The TSWG is a structure that is cascaded from the national to the district level. At the regional level the structure brings together partners who carry out refugee transportation activities. It is meant to discuss the technical issues as well as share information on the transportation of refugees to the camps. It also discusses the challenges as well as seek ways of strengthening the collaborative effort in the transportation function.

The evaluation established that in the Kigoma Region the working group had met only thrice since its formation. Initially it was being led by the Danish Refugee Council, with IOM assuming leadership of the sector in August 2016. Since then IOM has managed to convene only one meeting, with the next meeting being planned for November 2016. This was because in the meantime IOM was prioritising the financial closure of the DFID funding.

The evaluation noted that IOM met resistance from partners in holding meetings for the transportation sector, the existence of which as a single-standing sector was not accepted by all agencies, IOM since June 2015 had repeatedly asked for Transport Sector leadership and was continuously being denied citing that transportation fell under the Protection Group. During relocation planning starting in September this was raised repeatedly and IOM was allowed to co-lead the Interagency CCCM meetings in Nyarugusu.

There were also a number of challenges that were being encountered by the Kigoma Regional TSWG. Firstly, the Tanzanian Red Cross and the International Confederation of the Red Cross (ICRC) were involved in transportation related to the reunification of minors with their families as well as medical related emergency transportation. Because of the nature of the vulnerable groups they serve, they felt their activities fell under the Protection Sector Working Group, hence they felt they did not have significant value addition to the TSWG. This left IOM as the only partner dealing with the general and non-protection related transportation of refugees. As a way around this challenge it was decided to expand the net and bring in all the consumers of transportation information at both the BEPs and in the camps so that these partners could use the platform for discussing the challenges they were encountering with the IOM transportation system.

Secondly, although IOM was also responsible for transporting refugees for relocation to other camps, partners felt that the whole relocation function, including the related transportation, should fall under a proposed Relocation Working Group. IOM has met resistance from partners in holding meetings for the transportation sector, the existence of which as a single-standing sector was not accepted by all agencies, for reasons which were not explained to IOM. With this challenges on lack of cohesion among partners on the objectives of the TSWG, IOM resorted to bilateral discussions with individual partners to ensure that any identified challenges were promptly addressed.

Given the circumstances surrounding the functionality of the TSWG, as well as strategies adopted by IOM to ensure a coordinated transportation function, the evaluation concluded that this output *partially achieved*. However, without the effort of IOM to ensure that the sector was coordinated in one way or another, the transportation sector coordination could have died a natural death.

- ii. **Information on transportation of refugees shared with partners for an informed response:** IOM participates in the Interagency Coordination Meetings (IACM) which is a key platform for information sharing. Partners expressed satisfaction with IOM’s participation at these meetings. However, on its part IOM is concerned that although it is providing information on new arrivals transported to the camps, this information is not being used to take key decisions on alternative solutions to address capacity challenges being encountered at the camps. With Nduta and Mtendeli refugee camps already being filled to capacity and the influx of refugees continuing unabated, IOM would like an urgent decision to be made with regards to where to transport the new arrivals. The IACM was reluctant to make a firm decision on this issue on the assumption that the issue could best be handled by management in Dar es Salaam. IOM wanted the IACM to come up with alternative solutions to the space crisis based on the resources, infrastructure and space available in the existing camps until Government came up with a long term solution. The major worry was that the indecisiveness could lead to a man-made disaster as the influx continued.

IOM also produced weekly and monthly updates on transportation, which are widely shared with partners. The updates were posted to all the partners who were on IOM’s mailing list. The evaluation concluded that IOM’s information function was very effective. All the partners interviewed indicated that IOM kept them informed on developments in the transportation of the refugees. This output was therefore **achieved**.

Table 4: Ratings of Achievement and IOM Contribution: IOM leadership of the TSWG

Outputs	Rating of Outputs and Outcome Achievement
Output 4.1: Transport Sector Working Group (TSWG) meetings held:	Partially Achieved
Output 4.2: Information on transportation of refugees shared with partners for an informed response:	Achieved
Overall Rating of Outcome 2	Good Progress Towards Achievement

Despite the challenges encountered by IOM in making the TSWG fully functional, the sector made major achievements under the leadership of IOM. The coordinated movement of refugees from the BEPs to the camps and relocations, as well as the well-functioning referral linkages demonstrated testimony of a well-coordinated system. Given the constraints highlighted above, the evaluation concluded that **good progress was made towards the achievement** of Outcome 2: *IOM provides effective*

leadership of the Transport Sector Working Group for effective refugee evacuation, transportation

and relocation. The outcome was achieved with the cooperation of partners which IOM required to realise its leadership mandate, which resulted in IOM's contribution being rated as **significant**.

3.4.2 Outcome 3: Refugees are delivered to the safety and protection of the refugee camps

The transportation of refugees from the BEPs to the safety of the camps was the core of this project. In IOM's organisation of work this outcome would be achieved through three key outputs.

- i. ***Fit-to-travel checks carried out on new arrivals at the BEPs:*** When new arrivals of asylum seekers got to the BEPs, the partners with presence at those BEPs would inform IOM about the new arrivals. The partner would compile a list of all the people who have been received and cleared through the security check. Under IOM rules every person to be transported should undergo fit-to-travel checks. Thus, when IOM got to the BEP, the medical team carried out fit-to-travel checks on each of the asylum seekers. The objectives of the checks were to:
 - Identify those who had medical conditions that would not allow them to travel. Some cases would be detained at the local health facilities for care until they were fit to travel, whilst other cases required the summoning of ambulance services;
 - Identify people with special needs (PSNs) and vulnerable groups that need special in need of special care during travel. These included the chronically ill, people with disabilities, pregnant women, lactating women, unaccompanied children, the elderly, etc.; and
 - Ascertain number of the new arrivals by gender.

Data available for the evaluation revealed that a total of 201,342 people underwent fit-to-travel checks at the BEPs over the whole duration of this emergency response to 23rd October 2016, including 85,738 people moved over the period under review, i.e. December 2015 to October 2016. This was against a set target of 157,105 people. This output was therefore **fully achieved**.

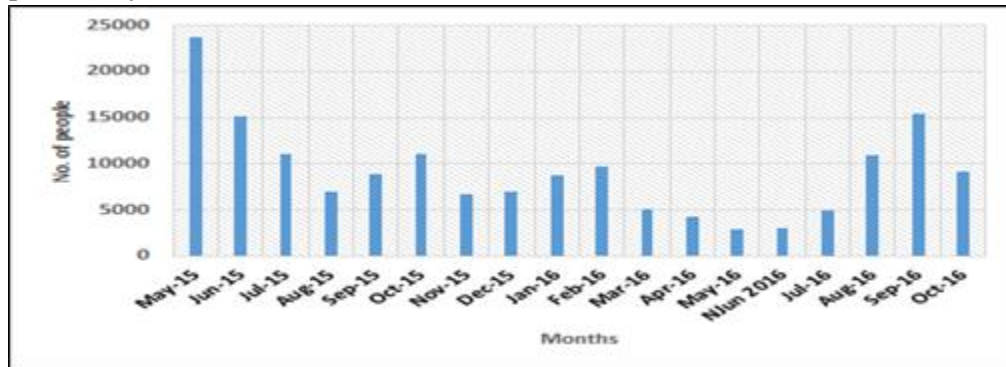
- ii. ***Travel manifest compiled and shared with partners:*** The travel manifest was a critical document that listed the number of people that had passed fit-to-travel checks and had to board the bus or any other type of vehicle assigned to transport the new arrivals from the BEP to the camp or transit centre. It was an important control and monitoring tool as it was the consignment/delivery note against which the camp management checked the numbers of the new arrivals. Thus, it was the handover-takeover document between IOM and the camp management.

It disaggregated the new arrivals by gender and vulnerability category. Through an advance communication to the camp management the various partners in the camp were made aware of numbers of their respective vulnerable groups on transit to the camp so that they could make advance preparations to receive them and provide the necessary care.

The manifest also served as documentary proof that the transport service provider had indeed carried x number of people from the given BEP to the camp. Therefore, IOM could only process payment to a service provider against a verified travel manifest.

Figure 2 below shows the monthly totals of people transported from the BEPs to the camps as shown by the travel manifests. In addition to the people transported directly from the BEPs to the camps, travel manifests were also compiled for all the people who were transported to transit centres and those relocated to their camps.

Figure 2: Monthly numbers of people transported from the BEPs to the camps overt the period May 2015 to 23rd October 2016



The evaluation established that every refugee/asylum seeker transported to the camp by IOM was documented in the travel manifest, hence concluded that the output was **achieved**.

It was, however noted that there was no electronic database of the travel manifests. The data remained in loose paper form without any aggregation over time, hence difficult to use for decision making. (Thus, there were as many travel manifests as the number of all daily trips done since December 2015). The data on PSNs and vulnerable groups was all captured on the travel manifests, but it could not be subjected to statistical analysis because its loose paper based format was difficult to aggregate and manipulate. However, according to the Inter Agency Update No. 25, a total of 14,306 PSNs and 2,934 unaccompanied minor children were on register. With IOM being the sole agency in transportation of refugees and given the small numbers of referrals (See Figures 5 and 6), it could be inferred that the figures above were reflective of the numbers of these categories vulnerable groups who were transported by IOM.

Operational and medical escort provided to the refugees in transit to the camps: The evaluation established that on every bus transporting the refugees, whether from the BEPs to the camp, or, for relocation, there were operational and medical personnel. These included a police officer, a medic and a nurse, all with specific instructions. The police officer oversaw the security issues, whilst the medical staff would be in charge of PSNs in need of medical assistance. These people in need of medical assistance would have been identified during the fit-to-travel checks and included the chronically ill, pregnant mothers, the injured, etc. It was also established that when an ambulance was summoned to collect a critical case from the BEP, the medical personnel would also escort to the referral health centre. Therefore, in terms of achievement, Output 3.3: *PSNs and vulnerable people provided with operational and medical escort during transit to the camps* was fully achieved.

Figure 3: Map of BEPs and Refugee Camps



All the refugees were successfully evacuated from the BEPs to safety in the camps. According to the Inter Agency Update No. 25, a total of 167,788 Burundian refugees had been transported to the camps as at 30th September 2016 from all the 15 BEPs (Figure 3).

There were no reports of people being indefinitely stranded at the BEP because of the communication established (see Outcome 1) IOM would be informed about any new arrivals and it would make arrangements for their collection. Stakeholders highlighted some issues related to

late response and reaction by IOM in terms of collecting the new arrivals. However, IOM explained that there were cost efficiency and security considerations that came into play. At secure BEPs where there was permanent presence of a partner, IOM could delay the dispatch of a bus by a day to allow adequate numbers of arrivals to accumulate at the BEPs. With the transport service providers being paid per round trip there, was need to maximise on the numbers transported per round trip. Nevertheless, for isolated BEPs with high insecurity, IOM would immediately dispatch a transport vehicle even if there were only two new arrivals.

To enhance the dignified transportation of the refugees to the camps over long distances, IOM invested in the construction of rest stops at which the refugees can rest overnight and continue on the following day. At the time of this evaluation two such rest stops were nearing completion. If Lumasi were to be elevated to a holding camp, more rest stops would be built along the way from the current camps. Figure 4 shows an example of a rest stop under construction.

Figure 4: Nyarugusu refugee rest stop constructed by IOM



Partners indicated that delayed collection of new arrival from the BEPs strained their resources, especially food reserves. In fact, the issue of food stocks at the BEPs need a collective solution by all the partners. The two BEPs visited by the evaluators had no food stocks and the new arrivals had gone for more than 24 hours without food. One of these entry points had to resort to demanding a contribution of TSh500 from each person for supper. It was indicated that the World Food Programme was responsible for availing food to partners at BEPs, but this arrangement was not working well in some places. Still on the issue of food, IOM used to provide high energy biscuits to the new arrival on transit, but the ration was reduced to water only.

There was also the challenge of the IOM buses arriving late at the camps when most of the agencies would have closed for the day. This would result in the new arrival spending the night without relief supplies that included bedding and food. Most of the delays were, however, due to distance to the BEPs, rough terrain and bus breakdowns. The other issue was with regards to the use of open trucks, which people felt were not suitable for PSNs and children. However, the evaluation gathered that the

open trucks were used in rough terrain where buses could not cope. The partners also recommended that IOM should improve on how it transports that luggage of the asylum seekers to the camps. On one hand, there were no storage facilities at the reception points at the borders, whilst on the other some of the refugees might miss their belongings.

Table 5: Ratings of Achievement and IOM Contribution: Evacuation and transportation of refugees to safety

Outputs	Rating of Outputs and Outcome Achievement
Output 3.1: Fit-to-travel checks carried out on new arrivals at the BEPs	Achieved
Output 3.2: Travel manifest compiled	Achieved
Output 2.3: Operational and medical escort provided to the refugees in transit to the camps	Achieved
Overall Rating of Outcome 3	Achieved

Overall, stakeholders felt that the transportation was dignified and met humanitarian standards, serve for need to improve standards when open trucks were used. The evaluation concluded that

Outcome 3: *Refugees have access to safety and protection in the refugee camps* was **achieved** with critical IOM contribution. Evacuation of the refugees from the border entry points to the camps was a major life saving undertaking for the whole emergency operation. It could, however,

be noted that the quality of delivery of this outcome was compromised by the challenges highlighted above. In fact, Congolese refugees who participated in the FGDs and partners indicated that the Burundian refugees were being transported in a more dignified way than the way the Congolese got to Nyarugusu camp.

3.4.3 Outcome 4: People with special needs (PSNs) access safety and partners' assistance in the camps

- i. *PSNs and vulnerable groups identified:*** An important task in the process of carrying out the fit-to-travel checks at the BEPs was the identification of PSNs and vulnerable groups so that special arrangements and care could be made for their transportation to the camps. PSNs included pregnant women, lactating women, the elderly, people with disabilities, injured people who did not necessarily require an ambulance, etc. Vulnerable groups included unaccompanied children, survivors of gender-based violence, survivors of physical violence, etc. The numbers of PSNs and vulnerable persons were shown in the travel manifest, disaggregated into their categories and this information was communicated to the Camp Command prior to arrival. This output was **achieved** with **critical contribution** by IOM.
- ii. *Operational and medical escort provided to PSNs and vulnerable groups:*** One of the special arrangements for the transportation of the PSNs and vulnerable groups was the provision of operational and medical escort from the BEPs to the camps. Although no special transport was arranged exclusively for them, on each of the common buses carrying all the refugees there would be a police officer, doctor and a nurse. The escort personnel were given specific instructions on how to attend to the PSNs and vulnerable people.

It is also important to note that as part of the special care accorded to these groups, they were given preferential treatment during evacuation. They were given priority to get onto the buses so that they would not be subjected to the pressures that might be caused by the non-vulnerable and able-bodied when getting onto the buses. IOM, therefore, endeavoured to ensure that PSNs had dignified evacuation from the BEPs. The Interagency Update No. 25 of 16 - 30th September 2016 indicated that cumulative a total of 14,306 Burundian PCNs, including 2,974 UMC had been recorded in the camp registers. This output, therefore, was well **achieved**.

Both the identification process and escort were critical in that they were a preventive measure against any mishaps during transportation that might result from the absence of such special care and arrangements. Data for the period May to September 2016 available for the evaluation the number of medical cases identified among the refugees during the fit-to-travel checks. Figure 5 shows the number of medical cases identified during fit-to-travel checks at the BEPs, whilst Figure 6 shows the medical cases identified among refugees who were going to be relocated from Nyarugusu to Nduta or Mtendeli refugee camps. Although the data is only for a few months it illustrates that the fit-to-travel screening results were beneficial to the medical-related PSNs in that they could be referred to health facilities for further management. The referral system worked in close conjunction with the Tanzania Red Cross that could dispatch ambulances to the BEPs to pick up critical referral cases. The top five medical conditions were malaria, skin infections, upper respiratory tract infections, wound, and HIV (self-declared).

Figure 5: Medical cases identified at BEPs through fit-to-travel checks

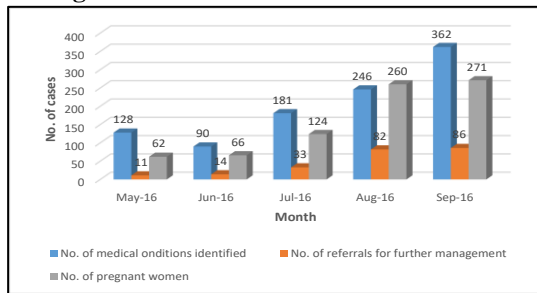


Figure 6: Medical cases identified during relocation related fit-to-travel checks

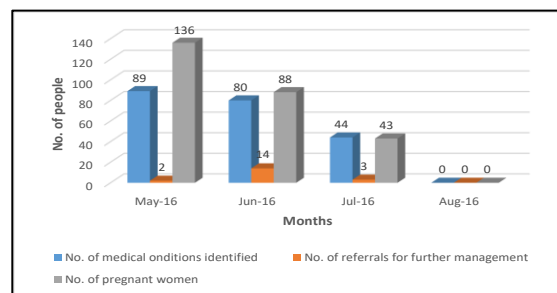


Table 6: Ratings of Achievement and IOM Contribution: PSNs access safety and assistance of partners in the camps

Outputs	Rating of Outputs and Outcome Achievement
Output 4.1: PSNs and vulnerable groups identified	Achieved
Output 4.2: Operational and medical escort provided to PSNs and vulnerable groups	Achieved
Overall Rating of Outcome 4	Achieved

There were no reports of PSNs dying, nor getting into difficult situation at the BEPs or during transit to the camps due to neglect by IOM staff. Those who needed urgent medical care had ambulances summoned for them, or they were referred to the local health facilities for due care until they became fit to travel. IOM also made sure that in transit to the camps its medical staff had instructions to look after the needs of the PSNs. Outcome 4: *People with special needs access safety and partners' assistance*

in the camps was therefore *achieved* with *critical IOM contribution*.

3.4.4 Outcome 5: Camp space decongested and access to basic social services improved through relocation

Output 5.1: Burundian refugees safely transported for relocation: One of the major roles of the IOM response to the Burundian refugee crisis was to support the decongestion of Nyarugusu Refugee Camp through the relocation of the refugees to Nduta and Mtendeli refugee camps. With the refugee population at Nyarugusu having reached over 80,000 people against its maximum carrying capacity of 50,000 people there was need to move the Burundian refugees to the new camps so as to create space for the Congolese refugees who were the original occupants of the camp.

Available data showed that from April to July 2016 a total of 15,377 refugees were relocated from Nyarugusu camp to Nduta camp. Stakeholders indicated that the relocation process had no major challenges as the transportation function had improved over time from the beginning of the humanitarian emergency. Issues that were prevalent during the movement of the refugees to Nyarugusu camp, e.g. separation of families, communication challenges, etc. had been significantly addressed. IOM also provided fitness to travel check by deploying doctors and nurses as well as interpreters for relocation. It was the only agency with significant deployment of medical professional to do this task. For 2 months period from October to November 2015 it was assisted by MSF with 3-4 refugee nurses and several refugee interpreters (incentive workers). This commitment to providing quality services also strain our budget. From figures above it can be seen that Output 5.1 *Burundian refugees safely transported for relocation* was **achieved**.

A challenge, however, arose with regard to the sharing of information on PSNs that were being relocated. Whilst previously partners would get information on new arrivals of PSNs from the IOM travel manifest, for relocation the manifest was generated from the UNHCR database. IOM would prepare its own travel manifest for internal use of facilitating payments to transport service providers. If anything, therefore, the information on PSNs being relocated was therefore supposed to be communicated to the partners by UNHCR. The principle was that for BEP to camp transportation, it was IOM handing over the asylum seekers to camp management, hence the IOM travel manifest was the primary document for the handover. For the relocation process it was UNHCR handing over refugees to another camp management, hence it had to generate a manifest of the people it was handing over, including the PSNs.

Another challenge highlighted during the evaluation related stoppages in relocation. Relocation was suspended on two occasions. The suspensions were owing to the inadequacy of water at Mtendeli refugee camp. Continuation of the relocation without addressing the water problem would have resulted low per capita water rations, which would negatively impact on hygiene leading to disease outbreaks. There were also a lot of new arrivals of refugees from the BEPs to Mtendeli, which limited to continue receiving refugees being relocated from Nyarugusu. Relocation was therefore mainly to Nduta refugee camp.

Table 7: Ratings of Achievement and IOM Contribution: Leadership of the Transportation Sector

Outputs	Rating of Outputs and Outcome Achievement
Output 5.1: Burundian refugees safely transported for relocation	Achieved
Overall Rating of Outcome 5	Achieved Achievement

The relocation of Burundian refugees to Nduta and Mtendeli refugee camps resulted in the decongestion of Nyarugusu camp, with the population significantly going down. This also enabled the camp to continue absorbing the influx of the Congolese refugees. The pressure on the basic social services offered by partners in the camp and WASH was significantly reduced. A major disease outbreak was also averted.

On the part of the refugees who were relocated, the FDGs revealed that the relocation was a relief as they were now in camps with Burundian nationals only. In Nyarugusu, there were tensions with the Congolese as they were in the camp first and had stayed there for a long time. In fact, they saw themselves as the local community hosting the Burundian refugees. Access to basic services and WASH had also improved.

Outcome 5: *Camp space decongested and access to basic social services improved through relocation* was **achieved** with **critical** contribution by IOM through its transportation function in the refugee emergency response.

3.5 Assessment of Project Impact

3.5.1 Expected Impact: Loss of lives and suffering among Burundi refugees prevented through dignified emergency evacuation and relocation.

Stakeholders had already begun to see the immediate impacts of the project. For them these impacts were manifested through the following as evidence that the project had achieved its intended impacts. These impacts are the key expression of the value added by IOM to Burundian refugee response.

- No deaths at BEPs were reported due to lack of access to transport to places of care and support. The Burundian refugees were timely transported to the safety of the refugee camps. This was against the backdrop of many of them being in Burundi and others dying on their way to Tanzania. Once at the BEPs they got security and protection from the partners, including IOM through its transportation role.

Table 8: Rating of Achievement of Expected Impact

Outcome	Rating of Outputs and Outcome Achievement	Rating of IOM Contribution
Outcome 1: The transportation of refugees is based on effective communication and logistics	Achieved	Significant
Outcome 2: IOM provides effective leadership of the Transport Sector Working Group for effective refugee evacuation, transportation and relocation.	Good Progress Towards Achievement	Significant
Outcome 3: Refugees have access to safety and protection in the refugee camps	Achieved	Critical
Outcome 4: People with special needs (PSNs) access safety and partners' assistance in the camps	Achieved	Critical
Outcome 5: Camp space decongested and access to basic social services improved through relocation	Achieved	Critical
Expected Impact: Loss of lives and suffering among Burundi refugees prevented through dignified emergency evacuation and relocation to places of safety	Achieved	Significant

- There were no disease outbreak-related deaths in Nyarugusu. Relocation resulted in improved access to basic social services, especially WASH. This averted the recurrence of a cholera outbreak and loss of lives as happened at the Kagunga BEP.
- Relocation averted strife which could have been caused by conflict between the Congolese and Burundian nationals in Nyarugusu refugee camp, There is prevailing peace in all the three camps.
- Livelihoods of the refugees were enhanced. The refugees were receiving food rations, medical and health care, education support, etc., from the cooperating partners. The families got settled and some of them embarked on income-generating projects.

3.6 Value Added and Value-for-Money Considerations

According to UNHCR many agencies would not have delivered on their mandates in the emergency without the transportation function of IOM. If this had been left to UNHCR this could have overstretched its capacities as well as diverted it from its core business of providing shelter to the refugees and leading the emergency response. All other partners had constrained capacity to manage the transportation of the refugees.

IOM raises its own funds and does not depend on UNHCR, and if it were not the case this would have burdened UNHCR. IOM had a broad base of support to raise funds, hence its efforts to boost the resource base of the refugee response added a lot of value.

To the beneficiaries, saving of lives through timely evacuation from the BEPs to the camps was a major valued addition by IOM. As highlighted previously, without IOM's contribution through transportation a lot of refugees could have lost their lives.

Although the evaluation could not subject the project to rigorous financial analysis to establish the financial cost structure, it can be concluded that **the project was value-for-money**. It delivered its outputs in an efficient manner that was consistent with the four value-for-money criteria of efficiency, economy, equity and effectiveness. The outputs and outcomes were of quality to warrant the investment made.

3.7 Sustainability

Sustainability is interrogated on two aspects, i.e. sustainability of the transportation model in the whole emergency operation; and sustainability of results.

3.7.1 Sustainability of the transportation model

The evaluator's assessment was that the transportation model where IOM was charged with the transportation of the refugees as a service to all the other partners adhered to the principles of division of labour and comparative advantage. These two principles were the key to sustainability of the model with all partners acknowledging its value addition to the whole emergency operation. With IOM having the experience and donor loyalty to its transportation of person function in migration-related emergency situations, it has the capacity to mobilise resources to sustain the model.

3.7.2 Sustainability of results

The medium to long term sustainability of results would draw from the collaborative nature of the whole emergency operation. Whilst IOM would have no control over the sustainability of the results, especially the impact level results, all the other partners that are operational in the refugee camps would be the key pillars for the sustenance of the life-saving impacts of the IOM project.

CHAPTER 4: EMERGING ISSUES

4.1 Emerging Issues

4.1.1 Elevation of Lumasi Transit Centre to a Holding Camp

The evaluation established that stakeholders had major concerns with dwindling capacities of the existing three refugee camps to continue absorbing the inflow of refugees. All of them were at the time of this evaluation almost filled to capacity. Space at Nyarugusu camp was gradually being created as some of the Congolese refugees were being sent for resettlement in the United States of America. However, the space so created could only be for new Congolese arrivals. Nduta was feeling up fast because all the new arrivals were being directed to that camp. As for Mtendeli camp, the water resources were limited hence the camp could no longer afford a population expansion.

The viable short-term solution being proposed by the humanitarian community was the elevation of Lumasi Transit Centre in the Kagera Region to a temporary camp that could accommodate 8,000 to 10,000 refugees, whilst in the meantime GoT could come up with a long term solution to the emerging crisis of space. This means that IOM would be transporting all the new arrivals of refugees from all the BEPs to Lumasi camp.

The proponents of the case for Lumasi elevation were arguing that:

- being a former camp, it would be easier to reinstate Lumasi as a camp because it already had some of the necessary infrastructure, including water. It was, however, not a perfect solution, but a viable alternative in the short term;
- For IOM, transporting people from Lumasi to far away camps would not be economically viable in the long term since the same people would need to be re-transported back to Lumasi when the situation in Burundi has settled down and they want to go back to their country.

Those who were not for the Lumasi elevation proposal advanced the arguments that:

- Transporting people from the BEPs in Kigoma Region to Lumasi would be costly. It would also be a long journey that would require the construction of rest stops along the way;
- With only 80 acres remaining for the camp, as some of its territory was reallocated to the local community in the late 1990s when the refugees had returned to their countries, a high population could result in conflicts with the local community; and
- It might not be nice to have refugee camps scattered in many parts of the country. It would affect service delivery for all the partners whose resources (financial and personnel) were already spread thin across three large camps across three different districts. UNHCR could call in new partners but it would then have to allocate already overstretched finances to support them.

Two recommendations were proffered on this issue.

- i. Elevate Lumasi to a camp, or, establish another camp in the Kagera Region to cater for BEPs in the region; and
- ii. For the existing camps, go for capacity expansion. In the medium to long term it would be viable to pump water into the camps from 10 kilometres away than transport people to faraway places, then transport them back when repatriation begins, costing millions of dollars.

4.1.2 Elevating IOM representation in Kibondo

Kibondo was rapidly becoming the epicentre of refugee response as it is positioned centrally to the three main refugee camps of Nyarugusu, Nduta and Mtendeli. As such, according to UNHCR, there was need for IOM to consider the elevation of its representation in its Kibondo Sub-Office to a higher level. Apparently WFP had already appointed a higher level person to their sub-office whilst UNICEF was considering doing the same. Most of the NGO partners were also moving their senior people from Kasulu to Kibondo in order to properly cope with the heightening emergency. The additional argument that was being advanced was that such an elevation of representation would strengthen IOM's coordination and leadership role of the transport sector.

Nevertheless, IOM felt it could still cope with the situation with the current establishment in the short to medium term. Their focus is on organisational efficiency by keeping operational cost at a low level whilst releasing the greater part of their resource envelope to the direct costs of the intervention. At the time of this evaluation Kibondo IOM sub-office was under the headship of the Emergency Coordinator, with a number of support staff.

4.1.3 IOM presence in Kagera Region

Some stakeholders who were interviewed at Lumasi wanted IOM to strengthen its presence in the Kagera Region. They proposed that IOM establishes an office in Ngara. At the time of this evaluation, IOM had four operational staff in Ngara, but key informants indicated that they had no decision making powers, even on very small issues. They also proposing improving the working conditions of this staff contingent by providing them with office space, transport, communication and computer equipment.

IOM management, however, clarified that the staff in Ngara were only meant to provide operational and medical escort to the refugees on transit to the Lumasi transit centre. They are not required to generate any documentation, except the handwritten travel manifests, hence no need for computer equipment. Like everyone else in the organisation, they were also supposed to use their own mobile handsets. The office would however consider the issue of transport as they have to travel from Ngara to Lumasi almost on daily basis. The office's position was that for cost efficiency, as yet there was no need to invest in office space in Ngara that would be underutilised. The Ngara establishment was therefore optimal for its intended purpose.

4.1.2 The Displacement Tracking Matrix

IOM had sought funding to utilise the Displacement tracking Matrix (DTM) to rapidly provide lifesaving evacuation and transport assistance so that refugees could be able to access support in Nyarugusu Refugee Camp in a safe and dignified manner. The DTM was a milestone tool to gather key data to be shared with humanitarian partners for the design of appropriate assistance packages and for interventions guidance. The data would also help inform the GoT on the profiles of the Burundian asylum seekers inflows and result in an important life-saving measure during the ongoing Burundi crisis.

The information gathered by the evaluation indicated that the DTM could not take off the ground because the lead agency, UNHCR, felt that it was within its mandate to collect such information from the refugees. However, it turned out that it was overwhelmed with its core

activities, hence could not collect and produce such displacement data about the refugees. As one key informant put it, *“In such an emergency, when necessary and for the benefit of the affected populations, mandates should be subordinated to division of labour for effective delivery of services”*. Creating space for IOM to utilise its DTM could have added value to the project by increasing the partner responsiveness to the needs of the refugees both at the BEPs and in the camps.

CHAPTER 5: ENABLERS AND LESSONS LEARNT

5.1 Result Enablers

For almost all the key respondents, the main enabler for the successful implementation of the Live saving response to the Burundian refugee project was the GoT.

- GoT's accorded *prima facie* refugee status to all Burundians who were coming into Tanzania to seek asylum. This made it easier for humanitarian actors, including IOM, to focus more on humanitarian assistance than on lobbying for the refugees' rights to be accepted in a second or third country if their lives in their own countries of origin are in danger. Thus GoT facilitated access to its territory by Burundian refugees as its observance of the *non-refoulement* clause of the Convention on Refugees;
- GoT provided camp sites, mainly by reopening the former refugee camps for the Burundian refugees. Although some of the local communities had inherited the benefits of such former camps, especially water infrastructure, GoT facilitated access to these assets to the refugees. Therefore, IOM had well-defined places to which to transport the Burundian refugees.
- GoT provided an enabling environment for all humanitarian actors to work in the country under the refugee emergency response.
- GoT also provided the security machinery to facilitate the work of the humanitarian actors, as well as for the movement of the refugees from the BEPs to the designated refugee camps. All the buses that carried the refugees had police escort; and
- In response to GoT's kindness to host the refugees, the Burundian refugee crisis got a massive response from the donor community who provided financial support to the cooperating partners. In June 2015 DFID responded to IOM's funding request, the funding of which underpinned IOM's contribution towards saving lives of the Burundian refugees by transporting them to places of safety and protection.

5.2 Lessons Learnt

There were very few lessons that were flagged by stakeholders, and most of them were around the following:

- In such emergencies teamwork and collaborative partnerships enable every participating humanitarian actor to focus on her core mandate;
- Division of labour and delegation of duties among partners is critical during emergency operations like this Burundian refugee response; and
- Strong communication systems during emergency situations enhances partner preparedness to handle situations.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 Conclusions

The project made **significant contribution** towards the saving of the lives of Burundian refugees who were escaping political persecution in their own country. This was mainly facilitated by the GoT's *non-refoulement* policy for all the Burundians seeking entry into Tanzania, as well as the strong collaboration among partners.

The project leveraged all the other components of the emergency operation that were being implemented by all the other partners. Without the transportation role of IOM all the partners whose functions relied on the presence of the refugees in the camps would have lost their relevance.

The project was beneficiary focused. This was manifested by the efficiency focus of management who focused the bulk of the project expenditure on direct transportation costs to benefit the refugees, without a major expansion of the IOM human resource and office establishment. This impacted positively on project efficiency.

The learning curve for the project was rather steep but IOM managed to draw lessons for improving project implementation in a short space of time. It also drew lessons from its participation in the transportation of refugees for repatriation after the closure of Mtabila Refugee camp in 2012. IOM quickly used the lessons learnt to address implementation deficits which resulted in smooth implementation of the relocation phase. Communication systems with partners at the BEPs and in the camps had significantly improved.

Adverse decision making at the partner collaboration level narrowed and sometimes denied IOM space to implement genuine interventions that could have impacted positively on the results of all the other partners. Such decisions included that made against the use of the DTM to track the situation of the refugees, and the long period it took to create space for the establishment of the Transport Sector Working Group.

Overall, the project achieved its objective, regardless of the project extensions emanating from the unpredictability of the refugee flows which impacted on IOM's resource absorption rates.

6.2 Recommendations

Recommendation 1: Strengthen IOM leadership of the TSWG at all levels as part of the enhancement of partner coordination.

Recommendation 2: Where the terrain and weather justifies the use of trucks instead of buses, services providers should cover the trucks with tents to avoid the negative impacts of dusty and wet conditions, especially on children. They should also devise user friendly methods to facilitate the embarkation on to the trucks by women, the elderly and people with disabilities. This will impact significantly on the dignity of the refugees during transportation.

Recommendation 3: Strengthen coordination with the partners receiving new arrivals at the BEPs, and supervision of operational staff and service providers to minimize late arrivals to the camps. Late arrivals impact negatively on stakeholder rating of the efficiency of the transportation system.

Recommendation 4: Strengthen the information base on PSNs to enhance IOM's felt impact on this vulnerable group. Planning for the PSNs by partners and their decision making processes should be guided by IOM data on PSNs.

Recommendation 5: Strategically lobby partners around the IOM cause to combat negative decision against IOM's noble cause in the partnership collaborative system.

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ANNEXES

ANNEX I: Output and Outcome Rating Tool

Expected Outcome	Expected Outputs	Baseline	Target	Status as of October 2016	Rating of Achievement
Expected Impact: Loss of lives and suffering among Burundi refugees prevented through dignified emergency evacuation and relocation	<ul style="list-style-type: none"> No. of congestion-related deaths No. of congestion-related disease outbreaks No. of people affected by disease outbreaks 		0 0 0	0 0 0	Achieved

<i>Expected Output</i>	Indicators	Baseline	Target	Status as of October 2016	Rating of Achievement
Output 1.1: Suitable service providers for the transportation of refugees from the BEP to the camps, as well as for relocation identified and contracted	<ul style="list-style-type: none"> No. of service providers engaged 	0	6	6	Achieved
Output 1.2: Systems for collaboration with partners for the effective transportation of refugees strengthened was therefore achieved.	<ul style="list-style-type: none"> No. of partners linked by IOM communication system No. Of partners expressing satisfaction with IOM communication system 	0 0	5 5	6 6	Achieved
Outcome 1: The transportation of refugees is based on efficient communication and logistics systems					Achieved

<i>Expected Output</i>	Indicators	Baseline	Target	Status as of October 2016	Rating of Achievement
Output 2.1: Transport Sector Working Group (TSWG) meetings held	<ul style="list-style-type: none"> No. of meetings held 	0	3	1	Partially Achieved
Output 2.2: Information on transportation of refugees shared with partners for an informed response	<ul style="list-style-type: none"> No. of reports shared with partners 	0	5	At least 10	Achieved
Outcome 2: IOM provides effective leadership of the Transport Sector Working Group for effective refugee evacuation, transportation and relocation					Good Progress Towards Achievement

<i>Expected Output</i>	Indicators	Baseline	Target	Status as of October 2016	Rating of Achievement
Output 3.1: Fit-to-travel checks carried out on new arrivals at the BEPs and before relocation	<ul style="list-style-type: none"> No. of Burundian refugees who undergo fit-to-travel health checks prior to transport 	115,605 (as of 30 November 2015)	157,105	201,342 gross passengers but 164,788 refugees net (Gross includes transit)	Achieved
Output 3.2: Travel manifest compiled and shared with partners	<ul style="list-style-type: none"> Number of Burundian refugees registered in the passenger manifest 	115,605 (as of 30 November 2015)	157,105		Achieved

Output 3.3: Operational and medical escort provided to the refugees in transit to the camps	<ul style="list-style-type: none"> Number of Burundian refugees supported to receive medical attention at the point of entry 	115,605 (as of 30 November 2015)	157,105	double counts)	Achieved
Outcome 3: Refugees are delivered to the safety and protection of the refugee camps					

<i>Expected Output</i>	Indicators	Baseline	Target	Status as of October 2016	Rating of Achievement
Output 4.1: PSNs and vulnerable groups identified:	<ul style="list-style-type: none"> No. of PSNs identified and referred for assistance 	N/a	N/A	17,240	Achieved
Output 4.2: Operational and medical escort provided to PSNs and vulnerable groups	<ul style="list-style-type: none"> No. of PSNs provided with medical escort 	N/A	N/A	17,240	Achieved
Outcome 4: People with special needs (PSNs) access safety and partner assistance in the camps					

<i>Expected Output</i>	Indicators	Baseline	Target	Status as of October 2016	Rating of Achievement
Output 5.1: Burundian refugees safely transported for relocation	<ul style="list-style-type: none"> No. of people transported for relocation 	0	15,000	15,377	Achieved
Outcome 5: Camp space decongested and access to basic social services improved through relocation of refugees					Achieved

ANNEX II: Terms of Reference

TERMS OF REFERENCE/JOB DESCRIPTION

IOM OFFICE: Dar es Salaam, Tanzania

TITLE/POSITION: Consultant - Evaluation

The consultant will be hired on short term contract to conduct the final evaluation for the project funded by the United Kingdom's Department for International Development and entitled "Life-Saving Assistance to Burundian Refugees in Tanzania".

Background of the consultancy

The International Organization for Migration (IOM) is committed to the principle that humane and orderly migration benefits migrants and society. As the leading international organization for migration, IOM acts with its partners in the international community to: assist in meeting the growing operational challenges of migration management; advance understanding of migration issues; encourage social and economic development through migration, and; uphold the human dignity and well-being of migrants.

On 26 April 2015, mass protests took place in Burundi in response to President Nkurunziza's announcement of a third term bid for office. Fearful for their safety, many Burundians fled to neighbouring countries such as Rwanda, DRC and Tanzania and as far as Zambia and Uganda. The situation was declared a Level 2 emergency by UNHCR on 11 May 2015. A Regional Refugee Coordinator was appointed to formulate the response and a Regional Refugee Response Plan (RRRP) was launched in May 2015 to ensure a coordinated response to the protection and assistance needs of the Burundian refugees in the region. UNHCR led the interagency delivery of protection and assistance in Tanzania in close coordination with the Government and the office of the UN Resident Coordinator.

IOM Tanzania, as lead agency of the sector "transportation of persons", organized buses, boats and light vehicles to pick up refugees from arrival points along the border and take them to safety at Nyarugusu Refugee Camp. Staff were deployed on vehicles at entry collection points to ensure that safety procedures were observed and priority was given to vulnerable refugees such as pregnant women, the elderly and unaccompanied children.

In 2016, as the influx continued, the Burundi Regional Refugee Response Plan was again revised to list requirements to deal with the protracted crisis in 2016. Relocation of refugees previously hosted at the overcrowded Nyarugusu camp to Nduta Refugee Camp began on 5 October 2015. In January 2016, a third camp, Mtendeli, also in Kigoma region, was opened. It was filled to its capacity of XX by 30 September 2016. As the project ended, urgent talks were underway to locate a fourth camp, as the influx numbers began to rise towards the middle of the year 2016, and there was no more space in either of the existing camps.

The project began on 1 December 2015 and was scheduled for completion by 31 March 2016. It was extended for four months until 31/7/2016 and again until 31/10/2016.

The project aimed to assist refugees by i) providing safe and dignified transportation to the camps and ii) providing fit-to-travel medical checks and referrals before departure.

Evaluation purpose

The overall purpose of this evaluation is to review the effectiveness and efficiency of the project, assess its outcome and impact, and consider prospects for sustainability. In addition, the objective is to identify and document lessons learned and best practices in view of the ongoing emergency and continuation of the project activities.

Evaluation criteria

The specific objectives of the evaluation are to:

1. Assess the effectiveness of the project in reaching its stated objectives;
2. Assess the efficiency and cost-effectiveness of project implementation;
3. To assess the outcome and – to the extent possible - impact of the project;
4. Identify lessons learned and best practices including recommendations for replication and upscaling of the activities.

Evaluation methodology

The methodology of the evaluation will be proposed by the consultant and agreed with IOM Tanzania. Under the overall supervision of the Chief of Mission and the direct supervision of the Programme Coordinator as well as in close coordination with the other project team members, the consultant will carry out the following activities: review of existing reports and documents; in-depth interviews and/ or focus group discussions (including travel to and interviews in Kigoma, where the beneficiaries are currently living in refugee camps) with key informants, including partner agencies and organizations working on the refugee response, and government officials of the government of Tanzania, notably of the Refugee Services Department. The consultant will communicate with the project team on a frequent and regular basis (at least twice per week) to update them on the progress and seek guidance where necessary.

A complete list of evaluation questions and sub-questions will be jointly developed together with the consultant. The following questions are indicative of the types of questions to be addressed in the evaluation:

Relevance

1. Are the objectives of the project relevant to the Burundi refugee response in Tanzania?

Effectiveness

1. To what extent did the project carry out safe and dignified transportation for refugees?
2. To what extent did the project ensure fit-to-travel checks were carried out for each refugee transported by IOM in the project?
3. To what extent did the project take into account gender and human-rights issues at the development and implementation phases?
4. Were project activities implemented as planned and on schedule?
5. What is the quality of the project outputs and/or the project activities?

Process and efficiency

1. How cost-effective was the project? How did the Government contribute to the costs of the project?
2. How efficient was the overall management of the project?
3. How appropriate was the project design to achieve its objectives in the context in which it operates?
4. What external factors affected the implementation of the project and how were they managed?
5. How effectively were the programme performance and results monitored?

Sustainability

1. Were suitable strategies for sustainability developed and implemented?
2. To what extent are the project results likely to be sustained in the long-term?

Outcome and impact

Although it may be too early to assess the impact of the project, given that it can logically only be measured sometime after the project has been completed, some initial conclusions may possibly be drawn.

For the document review, the following documents will be provided by IOM Tanzania:

- Project document
- Project budget
- Interim reports and final reports
- Social media updates and other communication tools

IOM will provide assistance will be provided when needed in the initial identification of and contact with key stakeholders. The schedule of interviews, focus group discussions, and site visits should be set up by the consultant. Documentation related to initiatives implemented by IOM or other agencies that can be considered as complementary or as having an impact on the implementation of the project will be examined. Travel shall be organized by the consultant him/herself, with assistance from IOM when needed.

Evaluation deliverables

The consultant will produce the following results:

1. Proposal for revised terms of reference for the evaluation, if required.
2. A brief evaluation inception report, inclusive of evaluation matrix (questions and sub questions, indicators and data sources), proposed methodology, and proposed work plan agreed upon.
3. A PowerPoint presentation debrief at the end of on-site data collection.
4. A draft evaluation report.
5. A final evaluation report.

All documents are to be submitted in English.

Evaluation work plan

The detailed evaluation work plan will be agreed upon between the project team in IOM Tanzania and the evaluator. The evaluation will take place over a four-to-five-week period, according to the indicative calendar outlined below. It includes around two weeks in-country and two weeks home-based. The final report should be submitted to IOM Tanzania by December 31, 2016.

Activity	Days	Location	Weeks				
			1	2	3	4	5
Initial document review and revision of TORs	3	Home	x				
Inception brief (2 to 5 pages)	2	Home	x				
Management interviews, meetings, and reporting drafting	5	Dar es Salaam		x	x		
Travel to Kigoma, interviews, and other data collection	5	Kigoma region			x	x	
Draft evaluation report	4	Home				x	
Final evaluation report	3	Home					x

ANNEX III: List of Key Informants Interviewed

Name	Designation	Organisation
Dar es Salaam		
Ms. Sarah Lumsdon	Humanitarian Advisor	DFID
Mr. Harrison Inseke Mseke	Director of Refugee Services	Ministry of Home Affairs
Mr. Samson Sulimani	Deputy Director of Refugee Services	Ministry of Home Affairs
Ms. Tamara Keating	Programme Coordinator	IOM
Mr. Charles Mkude	Programme Officer	IOM
Kigoma		
Mr. Tommy Laiser	Zonal Coordinator	Ministry of Home Affairs
Mr. Aziz Mutabuzi	Acting Regional Administrative Secretary	Ministry of Local Government
Cecilia P. Kalima	Assistant Executive Secretary	Caritas
Veneranda Philbert	Assistant	Caritas
Puis		IOM
Kasulu		
Miriam Khobar		UNHCR
Mr. Alexander Ndongeye	Assistant Camp Manager,	Tanzania Water, Environment and Sanitation Nyarugusu Refugee Camp
Ms. Alinda Festo Batenga	Protection Assistant,	Ministry of Home Affairs Nyarugusu Refugee Camp
Dr. Tumaini Johane	Medical Corp	Tanzania Red Cross
Mr. Daniel Parton	Nursing officer	Nyarugusu Refugee Camp
Mr. Kefa Charles John	Officer-In-Charge	Heru-Shingo Station
Yusufu Mvumbagu Sunzu	In-Charge	Kugadhi Entry Point
Leticrida Fredwand Msiba	Staff	
Angelina Protas		
Pius William		
Zenobius Emmanuel		
Mr. I. Bukuru Raphael	Child Protection Officer	International Rescue Committee Nyarugusu Refugee Camp
Ms. Lizyberth G. Lyomuyo	Gender Based Violence Psychological Officer	
Mr. John M. Tandiko	Community-based Rehabilitation/PSN Officer	
Miss Nancy Modest	Child Protection Officer	
Mr. Tumayim Muyowo	Lead Counsellor	
Mr. Festo G, Siglombe	Youth and Development Officer	
Kibondo		
Mr. Dost Yousafzai	Head of Office	UNHCR Suboffice
Ms. Donna Cocaran	Repatriating Officer	
Mr. Ray Chikwanda	Protection Officer	
Kanali Rankho	External Relations Associate	
Yasvane Colijn	CCCM Technical Coordinator	Danish Refugee Council Nduta Refugee Camp
Jeid Yusuf	Camp Manager	
Eugene Mwakapuyi		TWESA Nduta Refugee Camp

Anna Kabwebwe		TWESA Nduta Refugee Camp
Dioniz Sebugwao Lubango	Protection Assistant	UNHCR Nduta Refugee Camp
Dr. Mwesiga	Medical Coordinator	IOM
Dr. Mwinchande	Clinical Officer	Tanzania Red Cross Mtendeli Refugee camp
Mr. Bonface Bendankeha	Field Associate	UNHCR Mtendeli Refugee Camp
Cosmas Ndabita	Emergency Services Officer	Danish Refugee Council Mtendeli Refugee Camp
Ms. Hanane Babikir	Emergency Coordinator	IOM
Lumasi Transit Camp		
Mr. Mathias Mutayoba	WASH Officer	REDESO
Mr. Geradi Ndabimala	Field Officer	UNHCR
Mr. Peter Erasto	Representative	Ministry of Home Affairs
Mr. David barbililita	Clinical Officer	Tanzania Red Cross
Ms. Azza Hussein	Operation Staff	IOM. Ngara
Mr. Wisman Wilamson	Medical Escort	IOM, Ngara
Mr. Daniel Muruhe	Transport Service Provider	Maxwell Bus company, Ngara

ANNEX IV: Key Evaluation Questions by evaluation variables

Variable	Key evaluation questions	Sub-questions	Indicators	Sources of data	Data collection tools
Project Background and Evaluability	How comprehensive was the project design?	<ol style="list-style-type: none"> 1. Is there a Project Document for the project under evaluation? 2. Is there a project Results framework and how comprehensive is it? Is the project results chain clearly defined? 3. Is there a project M&E Framework and how comprehensive is it? What monitorable indicators and targets have been defined and are they evaluable? 4. What is the project implementation strategy? 5. Who are the key project partners and stakeholders? 6. Did the project design draw from global innovative techniques and best practices in project design? 	<p>Availability of physical or electronic project document</p> <p>No. of outcomes and outputs defined</p> <p>No. of monitorable indicators</p> <p>Location of the PMU</p> <p>No. of cooperating partners</p> <p>No. of best practices incorporated into project design</p>	<p>Literature and project documentation</p> <p>IOM Management and project staff</p> <p>Stakeholders interviews</p>	<p>IOM project focal persons interview discussion guides</p> <p>National level stakeholder key informant interview guides</p>
Appropriateness	Was the intervention appropriate to the situation and needs of the refugees?	<ol style="list-style-type: none"> 1. What was the situation of the refugees at the entry points and in Nyarugusu Refugee Camp? 2. What support did they need? 			
Relevance	To what extent was the project responsive to the needs of the Burundian refugees in Tanzania?	<ol style="list-style-type: none"> 1. What were the key challenges and priorities that necessitated the IOM intervention? 2. How well was the project support geared towards addressing the safety and protection needs of the refugees? 	<p>Linkages between challenges and results framework</p> <p>Responsiveness of project to identified needs and priorities</p>	<p>Relevant Project documents</p> <p>IOM management and project staff</p>	<p>IOM Technical discussion guides</p> <p>Key informant interview guides</p>
	<u>Corporate alignment:</u> To what extent was the Project intended to feed into the results of the IOM programming frameworks?	<ol style="list-style-type: none"> 1. To what extent was the IOM's Project support aligned to the IOM Tanzania Country Programme? 2. Into which components of the Regional Strategy was the project intended to feed? 3. Onto which IOM global programming frameworks and policies was the project anchored? 	<p>Linkages between CP and project objectives, outcomes and indicators</p> <p>Linkages between regional and global strategy and project objectives, outcomes and indicators</p>	<p>Review of programme and project documentation</p> <p>Interviews with IOM management and project staff</p>	<p>IOM Technical discussion guides</p>
	<u>Systemic alignment:</u> To what extent did	To what extent was the project aligned to the UNDAP?		<p>Linkages between UNDAP and project objectives, outcomes and</p>	<p>UNDAP Project Document</p>

	project capitalise upon complementarity and avoid duplication with other partner activities?	Which partner programmes were complementary to the Project? To what extent is IOM humanitarian engagement a reflection of strategic considerations in Tanzania and its comparative advantage vis-à-vis other partners?	indicators No. of partner programmes acknowledged and complemented by project Stakeholder ranking of project against other partner interventions in terms of its position in addressing the refugee crisis	Project document Stakeholder interviews	Stakeholder Key Informant Interview Guides
	<i>National alignment:</i> In what way did the Project intervention support the national priorities and policies?	Was the project intervention aligned to the priorities of Tanzania's MKUKUTA, DRM Strategy and MDGs? To what extent was the Project delivery method appropriate to the context of Tanzania and its neighbours? How has the IOM intervention intended to strengthen the country's position in regional cooperation in terms of refugee protection?	Linkages between MKUKUTA, MDG and project objectives, outcomes and indicators Effectiveness and efficiency of project delivery method	MKUKUTA II Project Document Stakeholder interviews	Documentation review Stakeholder Key Informant Interview Guides
Effectiveness	To what extent were the intended outcomes achieved?	1. To what extent was the project implementation strategy appropriate and effective? 2. How effective have been the project coordination and partnership arrangements? 3. To what extent have the intended outcomes and impacts been achieved? What was the state of the outcome and impact indicators as of end November 2015? What is the source of data? 4. What factors have affected (positively or negatively) the achievement of the outcomes and impacts? 5. Did the project utilise innovative techniques and best practices in its programming for this intervention?	Extent to which project results were achieved No. of key decisions taken and implemented through project coordination mechanisms Level of achievement of outcome indicators No. of innovative techniques employed No. of best practices employed	Project implementation and monitoring reports Stakeholder interviews Stakeholder interviews	Output Measurement Tool Stakeholder Key Informant Interview Guides Output Measurement Tool Stakeholder Key Informant Interview Guide
	To what extent has the project contributed towards the creation of a conducive environment for refugees to enjoy their rights and protection?	1. To what extent have refugees managed to reconnect with basic social services and safe settlement in the camps? 2. Has refugee registration secured freedom of movement and participation in community affairs, as well as safety and protection for the refugees?	No. of refugees accessing basic social services No. of refugees satisfied with basic social service access	FGDs with refugees FGDs with refugees	Stakeholder Key Informant Interview Guide FGD interview guides Community KII discussion guide
	To what extent has	1. To what extent has Tanzania fulfilled its	No. of refugee related international	Policy documents	Document review

	project enhanced the capacities of Government to manage refugee crisis situations?	obligations under the International Guiding Principles on the Protection of Refugees? 2. What evidence is there to demonstrate that Project support has contributed towards an improvement in institutional capacities, including institutional strengthening for responding to refugee vulnerabilities and protection needs?	Conventions domesticated through policy and legislation No. of domestications and legislative acts influenced by the project		
	Did the project enhance adherence of the refugee crisis management processes to humanitarian principles?	1. To what extent did the refugee crisis management processes observe the principle of humanity? 2. How neutral were the processes? 3. How impartial was the refugee crisis management process? 4. How independent was the refugee crisis management process?	No. of lives protected No. stakeholders expressing satisfaction with neutrality of project implementers No. stakeholders expressing satisfaction with impartiality of project implementers Evidence of independent decision taken by project implementers	Stakeholder KII interviews Community FGDs Stakeholder KII interviews Community FGDs Stakeholder KII interviews Community FGDs Stakeholder KII interviews Community FGDs	Stakeholder KII guides FGD guides
Efficiency	What were the impacts of institutional arrangements and procedures on project efficiency?	1. How efficient was the DEX implementation arrangement in terms of driving the processes? 2. What refugee stakeholder coordination mechanisms were in place, and how effective were they in terms of timeliness of engagement and response? 3. To what extent did project procedures and processes impeded or facilitated the accomplishment of results?	Level of achievement of results No. of refugee stakeholder coordination mechanisms established No. of project implementation delays attributed to project procedures and processes	Output measurement tool Project document Stakeholder interviews Project implementation reports S/holder interviews	Output measurement tool Review of project documents Stakeholder KII guides Output measurement tool
	How well did the Project use its human and financial resources?	1. How well did the Project deploy resources towards the project outputs? 2. Were subprojects approved and launched timely? 3. How was the M&E and reporting of projects done? How effective? What are the recommendations for improvement? 4. What is the nature of variance of project budgets? What were the project resource absorptive capacities? What were the challenges to budget utilisation? How have IOM addressed deviation from planned budgets?	% KIs expressing satisfaction with project resource disbursement % KIs expressing satisfaction with timeliness of activity approvals and launch. Existence of M&E and reporting mechanisms in project design IOM resource absorption rates	IP KIIs IP KIIs Project document Project Financial records	KII guides Document review Notes

Sustainability		<ol style="list-style-type: none"> 1. What sustainability mechanisms were put in place at project design? 2. Have the achievements of the project been maintained to date? (Outputs, Outcomes and Impacts) 3. What is the likelihood that the Project initiatives will be sustainable? 4. What changes in project implementation strategy are necessary to enhance sustainability of results? 	No. of sustainability mechanisms in place	Project document	Review of documentation
Strategic Positioning	<i>Add Value:</i> What could not have happened if IOM had not intervened in the refugee crisis?	<ol style="list-style-type: none"> 1. Could another development intervention have done a better job than IOM and why? 2. What could not have happened without the Project intervention? 3. Taking into consideration the technical capacity of IOM, as well as the development challenges in the country, is IOM well-suited to provide leadership in refugee programming in Tanzania? 4. Is IOM perceived by stakeholders as a strong player in advocating for refugee protection in Tanzania? 	No. of partners and stakeholders regarding IOM as a partner of choice in addressing refugee related crises	Stakeholder interviews	KII discussion guides
	<i>Value-for-money considerations:</i> Was the project value for money?	<ol style="list-style-type: none"> 1. What economies did the project realise in terms of human, financial and time resource utilisation? 2. What efficiencies did the project realise? 3. How effective was the project in terms of outcome and impact achievement? 4. Did the project have equity considerations? 	No. of initiatives resulting in savings and economies on resource utilisation No. of efficiencies realised Level of achievement of results No. of equity considerations	Project document Project implementation reports Assessment of results	
	<i>Emerging issues:</i> What strategic issues have arisen from the evaluation that would need consideration during project scale-up/replication?	<ol style="list-style-type: none"> 1. What strategic issues have arisen in terms of project design? 2. What strategic issues have arisen with regards to project implementation? 3. What strategic issues have arisen in terms of project management? 	No. of strategic issues identified	Evaluation of available evidence Stakeholder KIIs	Notes Stakeholder KII guides
	<i>IOM visibility:</i> To what extent has the project enhanced IOM's visibility among partners, nationally,	<ol style="list-style-type: none"> 1. How many project-related publications have been produced? 2. How visible is the project on the web? 3. In how many regional and international fora has IOM presented cases for the project? 	No. of publications produced No. of project related articles and documents on the web No. of regional and national fora at which IOM presented a case for the	Project documentation Web IOM reports	Notes Notes Notes

	regionally and globally?		project		
	<u>Enablers:</u> What were the enablers for the successful implementation of the project?	<ol style="list-style-type: none"> 1. To what extent did partnerships facilitate the achievement of results? 2. To what extent were working relations with GoT an enabling factor? 3. To what extent did the IOM global knowledge network an enabling factor 	No. of enablers	Evaluation of available evidence	Notes
Lessons Learnt and Best Practices	Did the project use existing evidence and best practices in its design and implementation?	<ol style="list-style-type: none"> 1. Was project design based on any baseline data? 2. Did the project design draw from any national situation analysis? 3. What best practices where drawn from the global knowledge network to strengthen project design? 	No. of baselines cited SitAn available Evidence of best practices	Project document Project documentation Project documentation	Notes Notes Notes
	What lessons were learnt from the partnership collaboration in the implementation of the Project?				
Recommendations for Future Design of Project	What are the key recommendations for future design of IOM- supported Refugee Crisis Support projects? What are the key recommendations for enhancing OECD and Strategic positioning criteria, as well as adherence to the Five UN Programming Principles and the Five Principles for Aid Effectiveness?	<ol style="list-style-type: none"> 1. What are the key recommendations for improving project design? 2. What are the key policy level recommendations for enhancing the attainment of project results? 3. What are the programmatic recommendations for improving project performance 			

ANNEX V: Research Tools

EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT

FOCUS GROUP DISCUSSION GUIDE

Name of Refugee Camp District
No. of Participants: Women Men Girls Boys Date

Purpose of the Evaluation

The overall purpose of this evaluation is to review the effectiveness and efficiency of the project, assess its outcomes and impact, and consider prospects for sustainability. In addition, the objective is to identify and document lessons learned and best practices in view of the planned scaling up of the project activities.

1. What challenges were you facing before this project facilitated your relocation?
2. How has the project assisted in addressing those challenges?
3. How were people mobilized for, and made aware of, the relocation process?
4. What challenges did you encounter with the process of being registered to travel? Were you satisfied with the registration process?
5. Were you satisfied with the way fit-to-travel health checks were done? If yes, how were they helpful? If no, what didn't work well?
6. How were people who were not fit to travel assisted? After being assisted, did they manage to travel?
7. How were pregnant women, the elderly, unaccompanied children and people with special needs assisted to facilitate their registration and travel?
8. Were you satisfied with conditions on the buses/trucks that transported you to this camp? If yes, what pleased you most about these conditions? If no, why were you not satisfied?
9. On arrival at this camp, what assistance did you get from IOM?
10. What has relocation changed in terms of:
 - Your access to health basic services;
 - Risk to communicable diseases, e.g. diarrhoea, cholera, etc.?
 - Re-establishment of your social lives and livelihoods?
11. Overall, what are your recommendations for improving the processes of emergency transportation and relocation of refugees?

EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT

KEY INFORMANT INTERVIEW WITH DFID

Name: Designation Date:

In 2015 Tanzania experienced an influx of Burundian refugees following political instability in Burundi and following the need to decongest the overcrowded Nyarugusu Refugee camp, DFID responded with financial assistance through IOM to implement the **Life-Saving Assistance to Burundian Refugees in Tanzania Project**. This project was meant to continue with the safe and dignified transportation and relocation of Burundian refugees to new sites.

1. How did this humanitarian intervention fit into your corporate framework?
2. What were your key expectations in supporting this IOM implemented project?
3. To what extent have these expectations been met? Do you think the project achieved its intended results?
4. Do you think the project was value-for-money? Do you feel your donated resources were efficiently and effectively utilised?
5. What has been done well in this project by IOM, GoT, other affected governments and partners? What could have been done better?
6. What lessons have been learnt from this project? What were the best practices?
7. What do you think are the critical issues that should not be left out/missed by this evaluation?
8. What are your recommendations for improving the efficiency and effectiveness of the project in the event of similar refugee emergencies occurring?

EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT

Regional/District Officers Discussion Guide

Name: Designation: Organisation

Location: Date

Since April 2015 Tanzania has been experiencing an influx of Burundian refugees following political instability in Burundi and following the need to decongest the overcrowded Nyarugusu Refugee camp, IOM responded by supporting the **Life-Saving Assistance to Burundian Refugees in Tanzania Project**. This project was meant to continue with the safe and dignified transportation and relocation of Burundian refugees to new sites.

1. What challenges has the district been experiencing in terms of managing the refugee crisis?
2. When the influx continued unabated resulting in overcrowding at Nyarugusu camp, what challenges did this impose on the Government and its partners?
3. Following the decision to relocate some of the refugees from Nyarugusu camp to Mtendeli and Nduta, IOM was supposed to:
 - i. Carry out fit-to-travel checks of the refugees prior to travel. How well was this process done? What were the gaps/challenges?
 - ii. Register refugees in the passenger manifest. How well was this process done? What were the gaps/challenges?
 - iii. Provide transport assistance to the refugees for evacuation. How well was this process done? What were the gaps/challenges?
 - iv. Assist refugees requiring urgent health care services by providing them with the necessary assistance, referrals and/or specialized escort by medical personnel. How well was this process done? What were the gaps/challenges?
4. IOM was also supposed to facilitate address of the protection needs of refugees through systematic monitoring, identification and referral of cases through the establishment of the Displacement Tracking Matrix. How well was this process done? What were the gaps/challenges? To what extent were Government and other partners involved in this tracking system? Were the monitoring reports shared with stakeholders?
5. What institutional mechanisms have been put in place in the district to enhance emergency preparedness and contingent planning for evacuation and relocation of refugees?
6. What interagency cooperation mechanisms have been established for a more coherent response to crises?
7. What has been the impact of the IOM supported evacuation, relocation and transportation of refugees from Nyarugusu to the other camps? What benefits has this brought to the refugees?
8. What has been done well in this project?
9. What more could have been done which is not covered by the project scope but could have improved the project impact?
10. What lessons have been learnt from this project?
11. What recommendations would do you make for the improvement of future refugee emergency evacuation and relocation project?

EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT

IOM Management Interview Discussion Guide

1. Briefly explain the project and how it strategically positions IOM to fulfil its mandate in Tanzania.
2. Was the policy environment conducive for the project? At the policy level, how has Government supported the project?
3. To what extent has Government as the major duty bearer for protecting refugees played its part towards the establishment of a durable solution to the Burundian refugee crisis? How did it demonstrate its commitment towards fulfilling its refugee protection roles under the various international Conventions?
4. What partnerships did IOM create for the implementation of the project? How have you cooperated with relevant UN and other international development agencies, as well as NGOs?
5. Following the decision to relocate some of the refugees from Nyarugusu camp to Mtendeli and Nduta, IOM was supposed to:
 - v. Carry out fit-to-travel checks of the refugees prior to travel. How well was this process done? What were the achievements, gaps/challenges?
 - vi. Register refugees in the passenger manifest. How well was this process done? What were the achievements, gaps/challenges?
 - vii. Provide transport assistance to the refugees for evacuation. How well was this process done? What were

- the achievements, gaps/challenges?
- viii. Assist refugees requiring urgent health care services by providing them with the necessary assistance, referrals and/or specialized escort by medical personnel. How well was this process done? What were the achievements, gaps/challenges?
6. IOM was also supposed to facilitate address of the protection needs of refugees through systematic monitoring, identification and referral of cases through the establishment of the Displacement Tracking Matrix. How well was this process done? What were the achievements, gaps/challenges? To what extent were Government and other partners involved in this tracking system? Were the monitoring reports shared with stakeholders?
 7. What policy level lessons and best practices have been derived from the project which could help strengthen IOM's cooperation with the GoT and other partners on refugee crisis management?
 8. To what critical issues should this evaluation pay attention? What should not be left out by this evaluation?

**EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT
Ministry of Home Affairs Interview Discussion Guide**

Since April 2015 Tanzania has been experiencing an influx of Burundian refugees following political instability in Burundi and following the need to decongest the overcrowded Nyarugusu Refugee camp, IOM responded by supporting the **Life-Saving Assistance to Burundian Refugees in Tanzania Project**. This project was meant to continue with the safe and dignified transportation and relocation of Burundian refugees to new sites.

1. From the Government point of view, was this project a relevant and appropriate response, given the circumstances?
2. What emerged to be the major challenges for Government with regards to the management of the refugee crisis?
3. How did the GoT cooperated with IOM in the joint effort to safely evacuate and relocate Burundian refugees to places of safety?
4. What national policies, international statutes and commitments have guided the GoT-IOM joint effort towards the evacuation, transportation and relocation of Burundian refugees from both the border entry points and from Nyarugusu to other refugee camps?
5. What capacity building has IOM supported to strengthen Government capability to handle emergency refugee evacuation, relocation and transportation? How sustainable is this capacity, if any?
6. What is your assessment of this IOM-supported project in terms the achievement of intended results?
7. What lessons has Government learnt from this project? What were the best practices?
8. What are your recommendations for improving the efficiency and effectiveness of similar emergency refugee evacuation, relocation and transportation project?

**EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT
Cooperating Partner Interview Discussion Guide**

Name: **Designation:** **Location:**
Date

Since April 2015 Tanzania has been experiencing an influx of Burundian refugees following political instability in Burundi and following the need to decongest the overcrowded Nyarugusu Refugee camp, IOM responded by supporting the **Life-Saving Assistance to Burundian Refugees in Tanzania Project**. This project was meant to continue with the safe and dignified transportation and relocation of Burundian refugees to new sites.

1. From (name of partner) point of view, was this project a relevant and appropriate response, given the circumstances?
2. What could have happened to the refugees if IOM had not complemented your efforts by supporting the emergency evacuation and relocation through provision of transport?
3. To what extent did the IOM cooperate with the(name of partner), GoT and other partners in facilitating the emergent evacuation and relocation of the Burundi refugees to camps in Tanzania?
4. What challenges did the refugees encounter before the IOM supported project facilitated their relocation?
5. How did the project assist in addressing those challenges?
6. IOM was also supposed to facilitate address of the protection needs of refugees through systematic monitoring, identification and referral of cases through the establishment of the Displacement Tracking Matrix. To what extent did the DTM data support the enhanced UNHCR and other responses to the protection needs of the refugees? How useful was the data in this regards? What were the data gaps/challenges? To what extent were UNHCR and other

- partners involved in this tracking system? Were the monitoring reports shared with stakeholders?
7. What has been the impact of the IOM supported evacuation, relocation and transportation of refugees from Nyarugusu to the other camps? What benefits has this brought to the refugees?
 8. What has been done well in this project?
 9. What lessons have been learnt from this IOM-supported project?
 10. What recommendations would do you make for the improvement of future refugee emergency evacuation and relocation projects?

EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT

Consulate of Burundi Interview Discussion Guide

Name: **Designation:** **Location:**
Date

Since April 2015 Tanzania has been experiencing an influx of Burundian refugees following political instability in Burundi and following the need to decongest the overcrowded Nyarugusu Refugee camp, IOM responded by supporting the **Life-Saving Assistance to Burundian Refugees in Tanzania Project**. This project was meant to continue with the safe and dignified transportation and relocation of Burundian refugees to new sites.

11. From your Government point of view, was this project a relevant and appropriate response, given the circumstances?
12. To what extent did the Consulate cooperate with the GoT and other partners in facilitating the emergent evacuation and relocation of the Burundi refugees to camps in Tanzania?
13. What challenges did the refugees encounter before this project facilitated their relocation?
14. How has the project assisted in addressing those challenges?
15. Following the decision to relocate some of the refugees from Nyarugusu camp to Mtendeli and Nduta, IOM was supposed to:
 - i. Carry out fit-to-travel checks of the refugees prior to travel. How well was this process done? What were the gaps/challenges?
 - ii. Register refugees in the passenger manifest. How well was this process done? What were the gaps/challenges?
 - iii. Provide transport assistance to the refugees for evacuation. How well was this process done? What were the gaps/challenges?
 - iv. Assist refugees requiring urgent health care services by providing them with the necessary assistance, referrals and/or specialized escort by medical personnel. How well was this process done? What were the gaps/challenges?
16. IOM was also supposed to facilitate address of the protection needs of refugees through systematic monitoring, identification and referral of cases through the establishment of the Displacement Tracking Matrix. How well was this process done? What were the gaps/challenges? To what extent were Government and other partners involved in this tracking system? Were the monitoring reports shared with stakeholders?
17. What has been the impact of the IOM supported evacuation, relocation and transportation of refugees from Nyarugusu to the other camps? What benefits has this brought to the refugees?
18. What has been done well in this project?
19. What more could have been done which is not covered by the project scope but could have improved the project impact?
20. What lessons have been learnt from this project?
21. What recommendations would do you make for the improvement of future refugee emergency evacuation and relocation projects?

**EVALUATION OF THE LIFE-SAVING ASSISTANCE TO BURUNDIAN REFUGEES IN TANZANIA PROJECT
 CASE STUDY QUESTIONS**

Individual Respondents

(Tick Box)

<input type="checkbox"/>	Individual who went through the normal evacuation and relocation process
<input type="checkbox"/>	Individual who needed special healthcare, referral and escort by medical personnel
<input type="checkbox"/>	Vulnerable pregnant woman
<input type="checkbox"/>	Unaccompanied child
<input type="checkbox"/>	Vulnerable elderly person
<input type="checkbox"/>	Person with disability who needed special assistance

Name of camp: **Age of respondent:** **Sex of Respondent:**
Date:

1. How did you end up at the Burundi-Tanzania border?
2. What challenges did you experience at the border entry point?
3. What assistance did you get from IOM?
4. What challenges did you experience in Nyarugusu Camp?
5. What assistance did you get from IOM to be relocated to this new camp?
6. What has changed in your vulnerable situation since you arrived in this camp?
7. What could have happened to you if IOM had not assisted you with evacuation and relocation?