
Joint Donor Review of IOM Emergency Assistance Programme for Mobile and Vulnerable Populations in Zimbabwe

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For DFID, Sida, USAID and ECHO



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Executive Summary

The Joint Donor Review of IOM Harare was commissioned by DFID, Sida, USAID and ECHO in response to the rapid growth in IOM's humanitarian response programme in recent years. IOM's humanitarian assistance programmes have risen from approximately US\$3.7 million funded by 3 donors in 2003 to over US\$17 million for 2005 and 2006, funded by 13 donors.

The purpose of the review was to assess the achievements, impact and appropriateness of IOM's programmes, assess IOM's and its Implementing Partners' capacity to manage and implement programmes, assess IOM's compliance with resource management procedures, and to make recommendations for both IOM and donors to improve the impact and efficiency of IOM's programmes.

Findings

IOM is to be commended for its response to the emergency phases of both the Fast Track Land Reform Programme and Operation Restore Order related displacements. In both of these circumstances IOM reacted promptly and appropriately to implement life-saving interventions in an environment where other actors were either unwilling or unable to do so. In an extremely sensitive environment, IOM has on both occasions been one of the very few – or even only – agencies to secure and maintain access to the affected populations. As such, IOM has tended to take on a co-ordination role in relation to these populations. Unfortunately, IOM has not had the technical capacity to meet all of the needs of the targeted populations. Technical secondments have been successfully employed to strengthen capacity in specific areas, and further secondments are either planned or underway. However, in instances where the situation is becoming more stable, it is now time for IOM to explore opportunities for handing over activities to organisations with more appropriate technical skills and experience. This needs to be supported by an improved co-ordination role through OCHA and /or UNDP. It is also time to improve the qualitative planning, monitoring and reporting of interventions, and to improve the overall needs assessment. In particular, needs that are not or cannot be addressed by IOM need to be highlighted to the wider humanitarian community.

IOM Harare Key Achievements

The review team was particularly impressed with the following aspects of IOM Harare's programme and institutional arrangements:

i. Access to displaced populations

IOM Harare is widely recognised and respected for its willingness and ability to gain access to displaced populations in an environment where other humanitarian actors have been either unable or unwilling to intervene. IOM has successfully exploited its comparative advantage of not being constrained by the UN system, while enjoying greater protection as an international organisation of which Zimbabwe is a member state, compared to international NGOs. IOM Harare has also developed an appropriate network of Implementing Partners (IPs) that are able to secure and maintain access to displaced populations at a local level. IOM Harare is also to be commended for its focus on appropriate life-saving activities in the immediate response to displacements.

ii. Learning organisation

IOM Harare has demonstrated itself to be an evolving and dynamic organisation that is aware of, and responds to, the challenges presented by the changing environment. IOM staff are dedicated professionals with a frank awareness of the organisation's limitations, and the changes that need to be made to address these. Indeed, steps are already in place to address some of the issues identified by this review. This includes the recruitment of key personnel since the beginning of the year, and three new senior staff members due to be recruited in the coming period.

iii. HIV and AIDS mainstreaming in emergency programmes

The review team was highly impressed with IOM's framework for HIV and AIDS mainstreaming in its emergency programmes. This framework for HIV and AIDS sensitisation during the emergency phase of the response is a model that should be widely shared within IOM and with the wider humanitarian community.

IOM Harare Key Challenges

The review team identified the following key internal and external challenges faced by IOM Harare:

i. Attention to quality and impact

Although IOM can be commended for the rapidity of its response to emerging emergency situations, as the situation becomes more stable, greater attention to quality control and all levels is needed. This includes:

- Increased focus on staff technical skills, either through recruitment, training or secondments.
- Continued needs assessments and increased geographical coverage with appropriate responses to identified needs, including advocating for responses by other agencies for issues that IOM cannot directly respond to.
- Improved monitoring and evaluation, with a focus on measuring progress and outcomes, rather than only outputs.

ii. Humanitarian community co-ordination

In the immediate response phases of both the Land Reform programme and Operation Restore Order it was agreed by the UN Country Team that IOM should lead the response and co-ordination for activities addressing displaced populations. However, in areas where the situation is becoming more stable, there is an increased need to improve the overall humanitarian response, with a view to a longer term stabilisation of the affected communities. This requires more proactive involvement of the wider humanitarian community, both to address outstanding humanitarian needs (such as primary healthcare, education, shelter and protection) and longer term assistance to the affected populations, possibly as part of IOM's exit strategy. This also requires to some extent that donors consider how the gap between emergency humanitarian relief and recovery through to development can best be bridged. In some instances the inability of IOM to move to the next stage of recovery is attributed to the lack of donor support for more protracted humanitarian or development activities beyond the emergency phase. It is hoped that a more structured and co-ordinated response that ensures that all needs are addressed can be achieved through the strengthened OCHA presence in Zimbabwe.

iii. Donor Harmonisation

IOM Harare currently expends a disproportionate amount of resources in managing donor requirements. This includes tailored proposals, individual donor reports and responding to specific donor limitations on expenditure, such as geographic or activity-based earmarking of funds. It is recommended that donors and IOM investigate improved ways of working that reduce this burden on IOM, and allow for more time and resources to be dedicated to programme implementation, rather than meeting specific donor requirements. Donors need to consider how their requirements can be reduced and harmonised, and IOM needs to investigate how it can best manage donor requirements, and make its own proposals for donor harmonisation. Due to the limitations of this review exercise, it is specifically recommended that a further consultancy (or internally led exercise) be commissioned specifically to address these issues.

Conclusion

Overall, IOM has demonstrated both the capacity and willingness to respond to the issues and challenges raised in this report. At an institutional level, IOM Harare is both willing and able to respond to the changing environment. There is a high level of awareness of the weaknesses and limitations of the organisation and the actions necessary to address these. However, for IOM to be fully capacitated to respond to these challenges, greater support is necessary from both donors and the wider humanitarian community, specifically in terms of improved donor harmonisation to reduce the bureaucratic burden on IOM, and overall humanitarian co-ordination relating to IOM's targeted populations.

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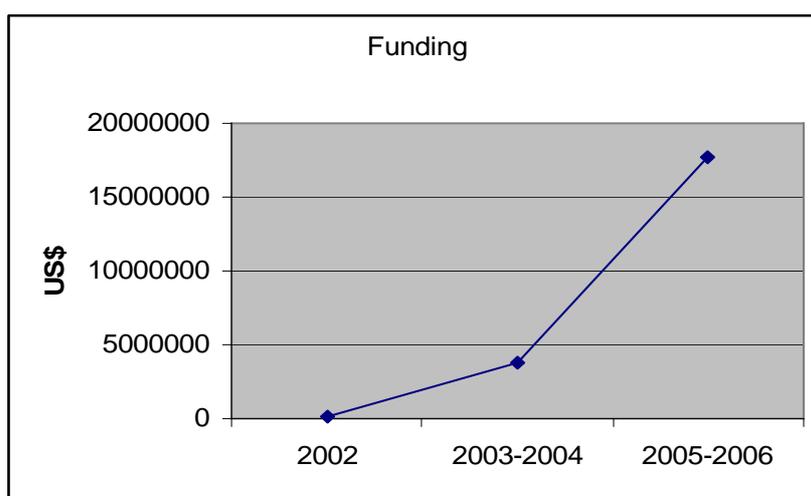
Abbreviations

DFID	UK Department for International Development
ECHO	European Commission Humanitarian Aid Office
GBV	Gender Based Violence
ICRC	International Committee of Red Cross and Red Crescent Societies
IDP	Internally Displaced Persons
IOM	International Organisation for Migration
IP	Implementing Partner
M&E	Monitoring and Evaluation
MSF	Médecins Sans Frontières
NFI	Non Food Items
OCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
OFDA	Office of U.S. Foreign Disaster Assistance
ORO	Operation Restore Order
OVC	Orphans and other Vulnerable Children
PSI	Population Services International
Sida	Swedish International Development Agency
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	US Agency for International Development
WFP	United Nations World Food Programme

1. Introduction

1.1 Context

In recent years, Zimbabwe has experienced severe economic decline and social turbulence, partly characterised by high levels of migration and displacement. IOM has been at the forefront of responding to the humanitarian needs of mobile and vulnerable populations. As seen in the chart below, in three years, IOM's humanitarian assistance programmes have risen from approximately US\$3.7 million (funded by 3 donors) in 2003 to over US\$17 million for 2005 and 2006 (funded by 13 donors). This rapid growth has caused donors to question whether IOM has the appropriate capacity and comparative advantage to continue to respond to these emergencies on such a large scale.



1.2 Purpose

This review was commissioned by a joint donor group comprising DFID, Sida, USAID and ECHO. This group contributed 82% of IOM's cumulative budget from 2003 to now.

The purpose of the review was to:

- Assess the achievements and impact and appropriateness of IOM's programmes of emergency assistance to mobile and vulnerable populations and irregular migrants, taking into account external factors that may have influenced the impact.
- Assess IOM's institutional capacity, and that of their Implementing Partners, to manage and implement current and planned programmes.
- Assess IOM's compliance with procedures and guidelines for financial management, procurement and contracts.
- Make recommendations to IOM as to the priority sectors of intervention, target beneficiaries, and institutional arrangements for 2006 onwards.
- Make recommendations to donors as to the level, area and emphasis of support that should be provided for IOM's programmes from mid-2006 onwards. This would include opportunities for better donor harmonisation.

The full terms of reference for the review can be found in Appendix 4.

1.3 Methodology

The review team comprised of three professionals with the following specialisations:

1. Humanitarian Programme Evaluation Specialist: Francois Goemans (Team Leader)
2. Institutional Specialist: Melanie Sanders-Smith
3. Report Writer: Justine Smith

The following methods were employed in conducting this review:

- Preliminary documentation review (documents supplied by IOM / DFID). A full list of these documents can be found in Appendix 3.
- Preliminary meeting with DFID, Sida, and USAID, for briefing on the programme. (Separate meeting held with ECHO.)
- Preliminary meeting with IOM management and staff for overview of programmatic and institutional issues.
- In-depth meetings with IOM's programming and management staff.
- Meetings with IOM's Implementing Partners for discussions on capacity and operational challenges.
- Meeting other specialist NGOs involved in issues of displacement and migration e.g. child protection and rights based organisations.
- Meetings with UN agency staff to discuss the extent to which IOM's initiatives form part of a well-coordinated UN response to migration and displacement in Zimbabwe.
- Project site visits with IOM and Implementing Partners to gain an insight into the successes and challenges of programme delivery.

A more detailed list of review activities can be found in Appendix 1, and the full review schedule is attached as Appendix 2.

1.4 Limitations

The time allocated to the review process compared with the extent of the scope of work for the review was a limiting factor. Additionally, although the meetings scheduled were necessary and appropriate, the schedule did not allow for time for the team to reflect on and consolidate the information as the review progressed. Neither was time allocated prior to the start of specific activities for the team to meet, agree on roles and responsibilities and strategise for the review process.

Furthermore, in some instances, information required to make a more in-depth analysis was not available, or would have necessitated meetings with IOM Geneva to investigate fully. These instances are indicated in the main body of the report in the appropriate sections. Ultimately it was not possible to address in depth each specific component of the terms of reference during the two week period allocated for the review process, which included presentation of preliminary findings to IOM and the donor group on the final day. The team primarily focussed on the more critical issues for IOM's continued development and programming, while other aspects were addressed at a more surface level. This was discussed and agreed with the donor group at a preliminary feedback meeting with the donors at the end of the first week of the review.

1.5 Background

Zimbabwe is experiencing high levels of social turbulence and economic decline. Migration in search of employment is common. The Zimbabwe Government's "fast-track" land reform programme, which began in 2000, has contributed to the displacement of an estimated 160,000 commercial farm workers, equating to approximately 800,000 people including dependants. Most have lost their access to land and income. Some are of Zambian, Malawian or Mozambican origin and have no rural home to return to. Farm seizures continue, resulting in more displacements.

The decline of agricultural production in addition to severe economic crises in other sectors has resulted in almost unprecedented national economic collapse. Food production has been below national requirements and basic goods are increasingly unaffordable for many Zimbabweans. Migration is a common coping strategy for households under stress. Families or family members migrate to urban centres or across borders in search of better employment opportunities. Up to 8,000 Zimbabwean irregular migrants are deported from South Africa to Zimbabwe each month. Many are women and children who face risks of exploitation, abuse and HIV infection in the process of migration, while away from home and in the deportation process. Zimbabwe's problems of displacement were severely exacerbated in May 2005, when the Zimbabwe Government embarked on Operation Murambatsvina (Drive Out Rubbish) – also known as Operation Restore Order (ORO). The UN estimated that 700,000 people lost their livelihoods and/or their homes. Many remain without adequate access to basic shelter, sanitation, livelihoods and HIV/AIDS interventions.

IOM has been operational in Zimbabwe since 1985. However, the increase in migration and displacement over recent years has put IOM at the forefront of the international community's efforts to provide emergency assistance to displaced persons in Zimbabwe. In particular, IOM's activities have included the following:

Emergency Assistance to Mobile and Vulnerable Populations: IOM has reached over 25,000 families of displaced commercial farm workers with assistance including food and non food items, livelihoods support and water and sanitation, HIV/AIDS and emergency health. IOM, with the support of several donors, also responded to the new wave of displacements caused by the Government of Zimbabwe's Operation Restore Order, reaching over 70,000 displaced households with emergency assistance.

Cross-Border Mobility: In recognition of the dangers of abuse, exploitation and HIV infection faced by irregular migrants, IOM has established a reception centre for vulnerable deportees at the Beitbridge border with South Africa.

Nationwide Information Campaign on Migration and HIV/AIDS: Migration initiatives have been recently complemented by a multi-media information campaign, aimed at informing potential irregular migrants of the dangers or abuse, exploitation and HIV infection in order to facilitate informed and safer choices.

Responses to HIV Vulnerability and Gender-based Violence: a project which addresses the HIV vulnerabilities and risks of mobile and vulnerable populations affected by Operation Restore Order.

2. Assessment Findings

2.1 General Findings

Achievements

IOM's caseload has increased from 1,250 individuals in a relatively limited programme in 2002, to nearly half a million individuals in a complex programme by 2006. From a programme that initially dealt mostly with planned migration, IOM has evolved to respond to major forced migration caused by the land reform process and the Operation Restore Order, as well as the growing irregular migration from the country. The programme has also grown to respond to the wider challenges presented by working within an environment of high HIV prevalence.

Reputation with stakeholders

The majority of stakeholders interviewed by the review team spoke highly of IOM's activities and operational reactivity. For the most part, where organisational limitations were discussed, it was also acknowledged that steps were in place to address these limitations. IOM Harare has established a solid reputation as an organisation that is both willing and able to respond in the most difficult of circumstances.

Emergency response capacity

IOM have demonstrated an impressive capability in gaining access to victims of displacement in Zimbabwe. In most instances, they have been the only international agency that has immediately responded to displacements. This is widely acknowledged as one of the key strengths of IOM in Zimbabwe by stakeholders at all levels interviewed during the review process (donors, Implementing Partners and UN agencies). IOM has an advantage within the international system as it is not fully part of the UN system and therefore not constrained by UN ways of working (e.g. working with and through government), but enjoys a greater level of protection than do international NGOs, particularly as Zimbabwe is a member state of IOM. IOM Harare has seized this comparative advantage to respond and gain access to victims of displacement in an environment that has left other international humanitarian actors either unable or unwilling to respond.

Key IOM staff, and in particular the Chief of Mission, have show great aptitude and diplomacy in negotiating and securing access. Unlike other agencies, IOM has been forceful in asserting the humanitarian imperative to provide assistance to the victims of internal displacements. At the same time IOM has developed and maintained effective rapport and dialogue with government to enable this access to continue and develop. IOM has also identified and developed appropriate implementing partners that are better able to gain access, particularly through established faith and community based organisations. These local Implementing Partners, that were already operational on the ground, have been better able to secure and maintain access to victims in their local areas within the highly sensitive environment.

IOM is to be commended for their immediate action and response to new displacements in meeting the most immediate needs of the victims. This is particularly so for food and non food items assistance in the immediate response, but also to a lesser extent for addressing shelter and water and sanitation needs on a longer term basis. As populations have become more stable, IOM has sought to develop its activities to move beyond the initial humanitarian

response to activities aimed at securing the longer term stability of affected populations, particularly in the area of agricultural activities and HIV and AIDS awareness.

Staff commitment

IOM Harare benefits from a high calibre of dedicated professional staff, who are clearly committed to providing humanitarian assistance to displaced populations in Zimbabwe. The review team would also like to acknowledge the co-operation and commitment of IOM to the review process. The process appeared to be welcomed by IOM staff, who participated openly and frankly in review meetings.

Learning organisation

IOM staff has demonstrated a frank and accurate awareness of the internal limitations and development needs of the organisation, and in most cases has put, or plan to put, in place appropriate measures to address these. In particular, the review team were impressed with:

- ‘Working with IOM: Implementation Guidelines’ manual.
- Plans in place for new monitoring and evaluation methodologies.
- HIV and AIDS in emergencies framework.
- Beneficiary and programme databases currently under development.
- Plans in place with WFP for building competency in food assistance.
- Development of a multi-media information campaign.

2.2 Institutional Issues

Part of the purpose of the joint donor review of IOM's emergency assistance programmes was to assess IOM and Implementing Partners' institutional capacity and to assess IOM's compliance with procedures and guidelines for financial management and procurement.

Based on a recent audit of IOM, as well as interviews with the Resource Management Office and reviews of financial and procurement systems, the team concluded that there are no significant concerns in this area.

However, concerns were raised both internally and externally about a variety of institutional issues. IOM is well aware of their institutional weaknesses and has been proactive in addressing many of them. While some of these weaknesses are the responsibility of IOM to address, others will require cooperation, flexibility, and support from the donors.

Before going into the detailed findings, it is important to provide some context related to the institutional issues. IOM has been operational in Zimbabwe since 1985. Until recent years, the IOM Harare programme was a relatively small operation. However, as a result of IOM's response in 2003 to the Fast Track Land Reform Programme, the nature and scope of IOM's work in Zimbabwe has changed. IOM faced another major expansion in 2005 because of Operation Restore Order. The chart below highlights the extreme increase in the size and complexity of the IOM Harare programme, and the disproportionately small increase in human resources available to implement it.

	2002	2003-2004	2005-2006
Programmes/Projects	1	1	6
Beneficiaries	1250	165,345	454,952 ¹
Funding	67,717 USD	3,790,696 USD	17,656,375 ² USD
Donors	1	4	13
Implementing Partners	0	10	29
Offices	1	1	3 ³
National Staff	2	15	45 ⁴
International Staff	0	5	13

Many of the institutional challenges that IOM faces are related to the rapid expansion in their programme, moving into new technical areas, and limited human resources. This has, of course, required recruitment of staff with technical skills to implement programmes in new areas, development of new systems, and an ability to respond to the complex requirements of a wide variety of donors and to co-operate with a large number of Implementing Partners in a vast number of locations (currently 33) throughout Zimbabwe. For the most part, the

¹ These figures are cumulative as at December 2005.

² Exchange rate fluctuations may alter amount of funding.

³ In addition to the office in Harare, there is a sub-office in Beitbridge and a presence in Mutare.

⁴ Please note that this figure includes 7 new staff recently hired to work on the Humanitarian Assistance to Deported Migrants and Mobile Populations at the Beitbridge Border programme.

necessary systems are in place now and Sida has recently agreed to fund three more international positions, so many of the challenges are behind them.

2.2.1 Funding and Programming Issues

Trust Fund/Contingency Funds

The IOM programme in Zimbabwe is facing several challenges that have made it difficult to anticipate the amount of funding it needs to implement their programme.

The first complicating factor is the inflation rate in Zimbabwe. In July 2005, the rate was 364 percent and now the rate is estimated to be around 1,000 percent.⁵ At the same time, the official exchange rate has not kept pace with inflation. With extremely high rates like these, it is difficult to estimate costs from one day to the next, let alone to develop one-year budgets. Given this difficulty in predicting budget requirements for administrative and programme costs, it is likely to expect either cost over-runs or a reduction in the amount of goods and services that can be provided within the budget.

Second, there are continuous, but unpredictable, increases in the number of mobile and vulnerable people. The Land Reform programme is on-going, which means that there will continue to be displacements of farm workers for an indefinite period of time. Likewise, small-scale displacements related to Operation Restore Order continue and there are threats of another large-scale displacement. Both of these situations make it extremely complicated to predict the number or timing of future displacements.

In the past, resources to fund new beneficiaries and to compensate for the inflation rate have been at the expense of existing beneficiaries. Donors and IOM would like to find a way to provide rapid response to new displacements without detracting resources from ongoing programmes. One way to address this problem is to establish an emergency *trust fund*. While there is interest from some donors to explore this option, it is not a viable option for all donors and not a frequently used option. Nevertheless, it is an option worth exploring but will take time and will require working with IOM Geneva and at various levels within donor organisations.

A more immediate option for addressing the small-scale increases and hyper-inflation would be to include *contingency funds* in the donors' contributions. So, for example, if Donor A contributed \$1 million, 10 percent or \$100,000 could be initially un-programmed and available for unforeseen future needs. While most donors considered this a viable option, they indicated that one of the conditions would be that the contingency funds could be used only for the same type of activities that the donor had already agreed to in the MOU/grant agreement and not new initiatives.

Recommendation: IOM requests for funding, and subsequent funding agreements, should reserve at least 10 percent of the programme budget for increases in inflation and small-scale increases in caseloads.

For additional large-scale displacements or new emergencies, other approaches will be required including:

⁵ The exchange rate has also changed dramatically. The rate of the Zimbabwe dollar to the US dollar was 65,000:1 in November 2005 and 117,145:1 in April 2006. The exchange rate has been increasing at the rate of 13 percent per month, which has a huge impact on operational costs.

- Amending current agreements with donors to add funds to assist additional displacements related to the on-going emergency (preferably without a requirement to submit a new proposal);
- Appealing to donors through their quick response capacities;
- Seeking funding from the OCHA Expanded Central Emergency Response Fund (CERF);
- Initiating a trust fund, contingent on the findings of a feasibility study.

These options should be further explored through a follow-on consultancy that will be further discussed below.

Multi-Year Funding

Current IOM programmes are budgeted and funded for one year or less. This requires that at least once a year IOM submit new proposals and donors prepare new agreements or amendments. If any donor is unable or unwilling to maintain the same level of funding in subsequent years, there are major management and programmatic implications if the same (or increased) levels of need exist. So, when funding is decreased, either the breadth or the depth of the assistance must be reduced. In turn, the number of staff positions must also be reduced for IOM and the Implementing Partners (IPs). If at some point during the programme funding levels increase, IOM and IPs are faced with the challenge of expanding the programme again and recruiting and training staff to fill positions that may have been recently vacated. These unpredictable expansions and contractions of the programme are difficult for IOM, IPs, and beneficiaries to absorb and should be minimised to the extent possible.

These problems could be resolved if:

- IOM Harare would prepare strategies and programme proposals for at least 12 months at a time for protracted emergencies, and for the expected duration of programmes that are more development oriented (i.e., the Beitbridge Reception Centre or the Information Campaign).
- Donors would commit funding for 12 months, or longer when possible.

It must be noted, however, that multi-year programmes that address prolonged emergencies often cloud the distinction between emergency assistance and development assistance. For humanitarian donors, it may be difficult to commit funds to long-term emergencies. DFID is a clear exception; they are currently shifting their programme in Zimbabwe to provide protracted relief and would welcome the opportunity to respond to multi-year proposals.

In a protracted complex emergency, complicated by hyper-inflation, it is difficult to anticipate funding requirements for any length of time. However, there are many advantages to strategically planning long-term responses and securing funds for at least 12 months at a time.

Recommendation: To better secure needed funds and ensure programme success, IOM should prepare strategies and proposals that cover at least 12 months for responses to protracted emergencies and the anticipated duration of their development-oriented programmes. Where possible, donors should commit funding accordingly.

The implication for IOM is that they will spend fewer donor resources preparing new strategies, proposals/budgets, and reports, allowing more time to focus on programme

implementation. Given the political and economic environment, it may be necessary to occasionally review and update budgets prepared for longer periods.

Joint Donor Funding/Donor Harmonisation

It is fully expected that as the size of a programme increases, the amount of resources required to implement that programme will increase. However, in many cases, the implementing agency can realise economies of scale as the size of the programme increases, thus reducing the portion of resources required for administering the programme. In the case of the IOM Harare programme, as the funding levels have increased, there is a corresponding need to increase the amount of resources required to implement the programme because they have not benefited fully from potential economies of scale. In part, this is because of their practice of tailoring proposals and reports for donors. Administrative costs have also increased due to the complexity of managing donor contributions that have earmarks or restrictions that limit how and where the funds will be spent.

IOM has perceived the need to tailor programme proposals to each donor to accommodate their funding cycle and to be responsive to their specific requirements for format and content. In April alone, IOM Harare did the following donor-specific tasks:

- Five narrative reports were finalised and submitted while an additional two donor reports were in progress.
- Eight financial reports were finalised and submitted and two additional reports were under preparation.
- Nine new budgets for donors were created and submitted.
- Three new proposals were created and submitted.
- Nine days of site visits for donors were arranged to various locations in Zimbabwe.

The three staff members that are primarily responsible for these donor-specific tasks are also responsible for preparing briefing notes, as well as responses to other ad hoc requests for non-routine financial and narrative reports for donors, UN partner organisations, IOM headquarters, and the IOM regional office in Pretoria. This is, of course, in addition to a myriad of other routine and ad hoc tasks.

Some progress has been made in terms of harmonising reporting. IOM has agreed with three donors (DFID, Sida, and USAID) to standardise the format and content of semi-annual reports. The timing of the semi-annual report also coincides with ECHO, but unfortunately, the formatting requirements are different and a separate report must be prepared. So, while some progress has been made, there are still many opportunities to decrease the administrative burden and opportunity costs for IOM through greater donor harmonisation.

Certainly the need for donor harmonisation should be addressed at the highest levels. IOM and donors need to continue to pressure their headquarters to address the broad issues related to harmonisation. Likewise, IOM and donors need to ensure that these issues are on the agenda for OCHA in Zimbabwe and to push for action.

There are also actions that are within the manageable control of IOM Harare. In these areas, IOM should take the initiative to streamline their workload. For example, the requirements in USAID grants to Public International Organisations are surprisingly minimal (see <http://www.usaid.gov/policy/ads/300/308.pdf>) and IOM should lobby USAID to keep the requirements and restrictions to the minimum. Likewise, if IOM were to enter into a Financial

Administrative Framework Agreement (FAFA) with ECHO, there would also be a reduced number of requirements (see http://europa.eu.int/comm/echo/partners/index_en.htm). It is in IOM's interest to take the initiative further to research ways to reduce the proposal and reporting burdens and to discuss these options with donors. At the same time, donor representatives should ensure that they are familiar with their organisations' minimum requirements and restrictions that involve earmarking funds.

Another way that IOM could work to reduce the workload related to tailored proposals and reports is to propose a policy for the timing, format and content of these documents. In developing such a policy, IOM should:

- have a complete understanding of donor requirements and funding cycles;
- address as many of the donors' requirements as possible;
- take advantage of potential flexibilities; and
- propose a way to work with donors that have unique requirements and restrictions.

The policy could also address the frequency of programme evaluations and audits so that staff time and donor resources are not wasted in duplicate efforts.

Recommendation: IOM HQ, in co-ordination with IOM Harare, should develop a policy for the timing, format, and content of proposals and reporting to reduce the amount of resources that are currently used for tailoring proposals and reports. At the same time, donor representatives should ensure that they understand their organisations' minimum requirements and be prepared to negotiate with IOM.

The review team is confident that if IOM and donors remain open, flexible, and willing to put the effort into reaching consensus, they will do so. However, it may require some external (or strong internal) facilitation to move the negotiations along and to push for consensus. Recent developments of joint donor activity in Zimbabwe are evidence that it is possible for a variety of organisations to reach agreements that are mutually satisfactory. Further evidence is that four donors agreed on the terms of reference for this review and some of the same donors negotiated with IOM on the requirements for the semi-annual reporting.

Another of the big challenges that IOM faces in financial and programme management is the extensive earmarking of funds by donors. Donors often earmark their funds for specific geographic areas, for technical sectors (health, HIV/AIDS, water supply/sanitation, etc.), or for specific commodities (e.g., some will allow their funds to be used for only certain items in the NFI kits). This adds a great deal of complexity to IOM's internal operations, as well as programme planning and implementation. Minimising the number of earmarks from donors would increase the efficiency of IOM's operations and service delivery, a benefit that would certainly be passed onto the beneficiaries and donors.

Recommendation: IOM should work with donors to minimise the number of earmarks that they place on the funding. Donor representatives should be aware of their organisation's restrictions and be prepared to negotiate with IOM on the earmarks.

The recommendations in this report are intended to help IOM and donors address the challenges. Unfortunately, some of the issues remain open because of factors that limited this review, i.e., short consultancy period, wide breadth of the terms of reference, and insufficient access to IOM Geneva and the relevant decision makers for all participating donors. It is therefore recommended that a follow-up consultancy be done to address the open issues, including:

- Funding Challenges
 - Design a contingency plan/quick response system and guidelines for:
 - approaching donors to quickly add funds to current agreements;
 - appealing to donors using quick response mechanisms; and
 - accessing the OCHA Expanded Central Emergency Response Fund.
 - Assess the feasibility of and, if appropriate initiate procedures for establishing, an Emergency Trust Fund for IOM Harare.
 - Work with donors to minimise the number of donor earmarks/restrictions on funding.
- Proposal and Reporting Requirements
 - Advocate for donor harmonisation through working with donors—at local and headquarter level—and IOM Geneva to draft a policy for proposal timing and format for narrative and financial reports to minimise the frequency of proposals/reports and the need to customise them for so many donors.
 - Clarify what the minimal proposal/reporting requirements are for donors when contributing to multi-donor funded programmes implemented by an international organisation.
 - Explore the feasibility of IOM entering into a FAFA with ECHO (and similar arrangements with other donors) to reduce the proposal/reporting requirements associated with their funding.

Recommendation: IOM should take the initiative to investigate further the issues not fully addressed in this report. This could be funded through donor support, a secondment, or IOM's Donor Relations Division.

2.2.2 Resource Management

Financial Management Systems

IOM has a well-established financial management system including a comprehensive manual and a standard accounting software package (PAS) for field offices. The manual, Accounting Procedures for IOM Field Offices, addresses a full range of topics including cash and bank, balance sheet accounts, expenditures, migrant and prepaid movements, and financial monitoring.

The financial management system requires that the field offices post all credits and debits into the standard accounting software. Each month the field offices send their financial data, along with required supporting documentation, to the headquarters in Geneva. IOM Geneva then downloads the data in their accounting system (MOSAIC) and runs it through several validation processes. IOM Geneva then uses the data to produce a number of reports.

IOM Geneva produces detailed reports for each activity (which is donor specific and often part of a larger programme) that show the budget, actual expenditure to date, and the variance (or balance). IOM Harare then takes the data and customises financial reports for the donors and IOM managers. However, there are needs for information that are not currently being met through the existing report formats. For example, IOM Harare does not produce reports that show:

- Balance of funds by donor (current reports show only the budget and actual expenditures).

- Analysis of the budget pipeline, e.g., comparison of the rate of expenditure to the implementation schedule to determine if the funds are being expended as planned and whether there is any risk of running out of funds before the end of the activity. This would reduce the chance of surprise notices that funds are running short and eliminate the need to request additional funding on short notice.
- Overall status of the budget, actual, or balance for a programme (current reports show only the budget and actual by activity, which is a subset of a programme).

Donors and IOM Harare managers would benefit from reports that provide this information. All the information necessary for these reports is in the MOSAIC system, so it should be relatively easy to produce these reports at IOM's headquarters.

Rather than further burdening the Harare office, the management team, including the Resource Management Officer in Harare, should make a formal request to Geneva for these reports (and any other essential reports). This request should be made immediately, as IOM is in the process of making changes to the MOSAIC system.

Recommendation: To better serve the information needs of donors and IOM Harare management, IOM should produce monthly (or at least quarterly) financial reports that show (1) balance of funds remaining for each activity funded by a donor; (2) a comparison of the expenditure rate to the implementation schedule; and (3) the budget, expenditures, and balance of each IOM programme in Harare.

Audit Arrangements

The review team was satisfied with IOM's current audit arrangements for their Harare office. There is an on-going agreement with the Office of the Auditor General of the Government of Norway to conduct annual audits of all IOM field offices. The most recent audit of the Harare office, which took place in December 2005, found that:

“We have examined and tested internal controls and procedures regarding accounting, financial reporting, payment transactions, procurement activities, project accounting and donor reporting. It is our impression that all project and activities are well controlled and well accounted for with appropriate supervision of expenditures and budgets.”

The audit team further detailed their satisfaction with IOM's accounting procedures, cash handling, debtor account control, procurement system, inventory control, project accounting and donor reporting, and monitoring of project activities. IOM Harare seems to be particularly strong in activity monitoring. The audit team stated that:

“We have seen a very well developed monitoring system that gives project managers and donors valuable information about field activities and results. We believe that this monitoring system is one of the best we have seen used by IOM field offices and recommend other IOM field missions to develop similar monitoring tools.”

The financial procedures that IOM follows with its field offices (discussed above) also provides for a systematic internal audit of accounts.

Procurement Procedures

The audit findings from December 2005, and the review team observations of the procurement system, indicate that IOM has an established procurement policy and that IOM Harare is following it. (See IOM Policy No. FPPC-001, which IOM mandates for all field offices.) The IOM procurement system includes:

- Internal documentation, external documentation and a formal numbering system.
- Standard forms and supporting documentation.
- A requirement to obtain at least three price quotes for purchases over US\$500.
- A formal vendor verification procedure for purchases over US\$10,000 (IOM Policy FPPR-003).
- A competitive bidding process for purchases over US\$200,000 (IOM Policy FPPC-002).
- Requirement for multiple signatories to ensure checks-and-balances.
- A filing system that makes it easy to verify that the mandated procedures are followed for all procurements.

After a payment is issued, there are several procedures IOM follows to ensure that the goods or services are received (see Asset Management below).

IOM Harare also has a number of service contracts in areas where they expect to make multiple purchases over a short period of time, e.g., office supplies, commodities for beneficiaries, transport services. To enter into a service contract, IOM obtains at least three price quotations. IOM reviews the service contracts and obtains new quotes quarterly to ensure that it is receiving the best value.

Apparently there were previous incidences of non-compliance with IOM's procurement policies. However, the management of the procurement section of IOM Harare has recently been strengthened and the system should be strong enough to detect immediately any procurement policy violations.

Asset Management

Following the final step of the procurement system, IOM formally acknowledges receipt of goods. After this, the warehouse manager records the new procurements in the IOM inventory system and stocks them. Each week the manager generates an inventory list. This list is used for spot checks by the IOM Resource Management Office to ensure that no losses have been incurred and to determine what stock needs to be replenished.

When goods are removed from the warehouse, an inventory list is produced and given to the transport driver. Upon arrival at the distribution site, the inventory list is reviewed by an IOM staff member, as well as someone from the Implementing Partner. (IOM holds the transport company responsible for any losses that may have occurred between the warehouse and the distribution point.) IOM uses distribution lists produced from one of its database to verify appropriate distributions.

All office procurements are also monitored using an inventory database that follows the IOM Asset Coding and Inventory System. On an annual basis, IOM Harare also conducts an inventory review of all the supplies, furniture, and equipment in the office. The inventory report is reviewed and signed by three IOM staff, including the Chief of Mission. The report is then sent to the head of IOM procurement in Manila.

2.2.3 Monitoring and Capacity Building of Implementing Partners

Monitoring

IOM has established a system of using programme and financial reports to monitor their Implementing Partners (IPs). The system includes:

- *Field Activity Report* – IOM participates in many IP activities (i.e., distribution of food, NFI packs, IEC materials) and completes a form reporting on the activity. In this report, IOM comments on the IP's participation and performance.
- *IP Monthly Report* – These reporting forms are completed by the IPs and include information about the activities implemented during the month. The forms also allow IPs to give IOM useful monitoring information on such things as: challenges encountered and actions taken, incidents encountered, recommendations for future actions, and needs of the IP.
- *Expenditures Summary Report* – IPs prepare monthly financial reports. Once a quarter, the IPs submit the reports to IOM, providing information about expenditures for each month, cumulative expenditures, the budget, and the variance. These reports allow IOM to monitor the flow of administrative and operational budgets.
- *Quarterly Audit Report* – Upon review of the quarterly report, an IOM Finance Assistant conducts an audit of the IP using a standard checklist. The Finance Assistant then prepares a report for IOM management.
- *End-of-Project Report* – The last report that the IPs complete for an activity includes information on the activities, results, gender, community and other stakeholder participation, constraints and actions taken, recommendations, lessons learnt, remaining needs, and a financial statement.

Of the few IPs that were interviewed, several consider the IOM reporting requirements to be simple and straightforward, even useful in addressing their own management needs. However, some IPs indicated that the reporting requirements are difficult to meet because of their limitations with computer software and hardware, as well as the limited human resources available to prepare the reports. Another IP considered the reporting requirements to be excessive in relationship to the size of the grant.

Generally, IPs expressed gratitude that IOM responds to urgent issues, but said that they would like to have their routine reports acknowledged and would appreciate more feedback from IOM on the reports. IOM staff has found it challenging to provide adequate feedback because of their heavy workloads.

In addition to the formal means of monitoring, IOM has relatively open lines of communication with the IPs. Many IOM staff have daily, or at least weekly, telephone contact with the IPs.

The IOM-IP Monthly Meeting also allows an opportunity for IOM to have contact with the IPs and to discuss issues. Although not all IPs are consistent in their attendance, an average of 11 IPs has attended the meetings in recent months. (During the height of the Operation Restore Order response, weekly coordination meetings were held with IPs. Attendance during this period was higher, in part because there were more partners for the immediate response.)

Overall, the review team found that the monitoring of IPs is:

- Not sufficiently tailored to the capacity and experience of the IP; some IPs may require more monitoring and some may require less.
- Done by too many individuals at IOM; there is no single point of contact for any IP, so the IPs are in contact with a variety of people at IOM depending on the nature of their concern.
- Not always based on respect for the IPs; it appears that IOM does not always value the potential contributions of the IPs or bring them into the decision-making process.
- Not fully transparent, leaving IPs unclear about why their requests for funding cannot be satisfied.

Recommendation: IOM should find ways to improve their relationships with their Implementing Partners, giving consideration to the way they monitor each IP, reducing the number of contact points, establishing practices and attitudes that should characterize a full partnership, and helping IPs to understand IOM's funding limitations.

Capacity Building

IOM works with a variety of IPs who have a wide range of capacities. On one end of the continuum could be a small, community-based or faith-based organisation and on the other could be a large, international organisation. This means that some require a great deal of capacity building, while others need none (in fact may even have a greater capacity than IOM Harare).

IOM has engaged in an effort to build the capacity of its Implementing Partners, particularly in areas that are IOM-specific and may be new to the IPs. Informal capacity building has included peer coaching, mentoring, and on-the-job training, with IOM staff going to the IP worksite to help with specific needs.

A request for more formal capacity building came from the IPs at the May 2005 IOM-IP Monthly Meeting, when IPs requested training in project planning and management, including report writing and monitoring and evaluation of projects.

In June 2005, IOM conducted a workshop for IPs. The main purpose of the workshop was to stress the importance of results-based monitoring and evaluation (M&E) within IOM's interventions. IOM's M&E strategy was discussed and linked to the logical framework.

IOM's Migration Health Unit has offered training to IPs in conducting research and assessments, as well as mitigation and prevention programming. They have also hosted forums to share best practices and to orient the IPs' contact persons for HIV/AIDS.

IOM designed the March 2006 workshop based on their understanding of the needs of the IPs and on IOM project requirements. In preparation for the workshop, IOM developed a comprehensive manual called "Working with IOM: Implementation Guidelines." This manual is an excellent guide to working with IOM Harare and includes information on a wide range of topics including: working with IOM, working in emergencies, principles of humanitarian assistance, the emergency assistance programme, mainstreaming gender/HIV/AIDS, proposals, reporting, and finance. The manual also includes the corresponding tools, forms, and sample documents.

In the 2 ½ day IOM Implementing Partner Workshop on Programming in March, IOM staff presented the guidelines and addressed, with the help of U.N. partners, such topics as:

- Background of IOM
- Guiding Principles on IDPs
- IOM Emergency Humanitarian Assistance Programmes
- Grants Management
- Food Distribution Guidelines (WFP)
- Implementing Programmes
- Financial Management (grants, funds management, and month-end procedures)
- Principles and Laws in Humanitarian Action
- Gender-based Violence and Codes of Conduct (UNICEF)
- Gender, HIV and AIDS Mainstreaming
- Defining Target Populations and Eligibility of Assistance
- Disaster Preparedness and Management/Sphere Standards (OCHA)
- Proposal Development and Reporting

Results of the workshop evaluation questionnaires reveal a high-level of satisfaction with the workshop. The categories that received the highest ratings were: gaining skills that can be transferred, organisation of the workshop, professional facilitation, and relevance of topics. The area that received the lowest ratings was related to the adequacy of the time allocations within the workshop. In interviews, the IPs said that they welcomed the formal guidance (written and oral) of the standardised procedures and the opportunity to understand IOM's expectations.

With the workshop being held so recently, it is difficult to assess the results. However, early indications point to substantial improvements in the budgets and financial reports from the few IPs who have made post-workshop submissions. During the next rounds of submissions, IOM should review the documentation to determine whether the workshop had the desired impact and the weaknesses that still need to be addressed.

In addition to following-up on the March 2006 workshop, more training will be required. Future training should include refresher training for the staff already trained, training new staff/new IPs, and addressing additional topics, i.e., ones not addressed in the March 2006 workshop, new methodologies, new systems, and new procedures.

IOM is planning additional training for IPs. In part, the design of the future workshops will be based on the self-assessed capacity needs of the IPs. In the March 2006 workshop, IOM gave the IPs a survey form that allowed them to prioritise the areas where they would like to receive future training. The results of the survey pointed to the top three preferences for training:

1. Finances – financial reporting, recording daily transactions, writing realistic budgets, comprehensive financial management procedures, and auditing.
2. Monitoring and Evaluation – defining indicators for projects, monitoring project activities/results, evaluating what worked/did not work.
3. Proposal and Report Writing – writing good, clear reports/proposals, organising ideas for reports/proposals, formatting.

There was less interest in the other two training options: data collection and mainstreaming gender and HIV/AIDS. The IPs identified other options, which included: security training, psychosocial training to assist abused beneficiaries, water/sanitation, agriculture,

preparedness, information technology, and advocacy and lobbying skills. Given the observations of the review team, it might also be beneficial to provide training in Sphere Standards.

Recommendation: Donors should support IOM in its efforts to build the capacity of Implementing Partners to ensure effective and efficient delivery of goods and services to the beneficiaries, and IP compliance with IOM and international standards.

2.2.4 Institutional Issues Conclusion

In terms of institutional issues, IOM is doing a commendable job implementing the Zimbabwe programme given the rapid increase in the size and complexity of the programme without a corresponding increase in the size of the staff, the unstable economic environment, and the intense political sensitivities. There are many factors that they have no control over, but have begun working on many of the internal challenges they face.

2.3 Programmatic Issues

2.3.1 Overall Programme Impact

It proved difficult to assess the impact of the interventions within the course of this assessment. Firstly, the time allowed for the assessment and the scope of work to be covered did not allow for an in-depth investigation into the impact of the programme. Secondly, impact data was not available through IOM, as systems are not currently in place for assessing programme impact. IOM reports currently only focus on output information, rather than progress against plans and outcomes achieved. These would be more useful both for IOM / IPs and donors if more relevant information was included, for example progress against planned activities and summaries of activities by year, geographical area and sectors. Furthermore, most of the IPs are local faith or community based organisations that are not used to collecting or measuring impact data. However, it was noted that plans are currently in place to improve the impact monitoring of programmes, although this process will be somewhat limited so long as the M&E capacity within IOM is limited to just one officer. These issues will be addressed in more detail under section 2.3.2, which deals specifically with monitoring and evaluation issues.

Recommendation: IOM needs to improve reporting by focussing on more accurate and qualitative information. This would include activities summarised by year, geographical area, technical sector, etc. and a section devoted to the essential humanitarian needs not yet covered/addressed. Results should be presented according to progress and outcomes, rather than outputs.

However, it is also important to note that accessibility to the victims has been by far the biggest challenge in terms of responding to displacements caused by the Land Reform process and ORO and IOM is to be commended for responding to this challenge in achieving, continuing and improving access to the displaced populations. Although specific impact cannot be measured, by accessing the victims and implementing emergency activities, IOM has undoubtedly had some positive impact on the very dire situation of these beneficiaries.

2.3.2. Appropriateness of Interventions

Overall, the programme focus has been on ‘life-saving’ activities – food, non-food items, shelter and water and sanitation – which are appropriate in the aftermath of the land reform and clean-up operations. The following section considers the appropriateness of each of these specific emergency interventions:

a) Food Assistance

The food assistance provided by IOM seems to have contributed to the prevention of deterioration of the general health status of beneficiaries. Through close collaboration with WFP, monthly food distribution has been done by the IPs and monitored by IOM staff. This is both necessary and appropriate due to the nature of this activity within the sensitive political environment and humanitarian crisis context in Zimbabwe.

In the urban areas, the nutrition status is still worrisome and food assistance clearly needs to be continued. Severe acute malnutrition cases in children under 5 years old have been detected by Médecins Sans Frontières (MSF) (January to March 2006 report), and some casualties have been noticed during food distributions, which demonstrates how important the need for food assistance still is. On the contrary, in rural areas, after harvest, the systematic

general food distribution seems unnecessary, and instead should be targeted at only specific vulnerable groups (chronically ill, elderly, etc).

Recommendation: Food assistance – either by IOM or another appropriate agency - needs to continue in urban areas, linked to monitoring of morbidity trends to assess impact. Where food security is stronger in the rural areas - according to reliable data - general distributions should be limited and the focus should be on specially vulnerable groups (identified by the community).

b) NFI / Shelter

The type of intervention offered appears appropriate, but there are some weaknesses in the rapidity of assistance and delivery, and the appropriateness of the quantity of non-food and shelter items, although this is mainly due to lack of funding. Due to insufficient quantities of items overall it has been necessary to select the most vulnerable people within highly vulnerable communities. This can generate tension amongst beneficiaries. As almost all of the beneficiaries in some areas should be considered vulnerable, it is clear that the coverage of the essential non food items, specifically shelter, clothes and hygiene products, is insufficient and needs to be addressed immediately. These are essential life-saving needs of the beneficiaries, and the population should be considered at risk until these needs are met. At the same time, it is also important that the selection and distribution of non food items is clearly linked to the identified needs of the beneficiaries.

However, it is important to note that these weaknesses are mostly related to the access issue and availability of funds. In the instance of shelter in particular, there are also some specific limitations from donors relating to the nature of assistance that can be offered

Recommendation: As there is a continued need for NFI and shelter support within the target populations that has not yet been met, especially those affected by ORO, IOM should lobby donors to increase funds to support a standard NFI pack that meets identified needs of the wider beneficiary population.

c) Water and Sanitation

In the rural project site visited by the review team, the latrines provided are above standard, compared to existing latrines in the host community and presumably the previous latrine standard of the beneficiaries, as well as compared to the housing standards. However, even if this activity could be more cost effective with a lower but still acceptable standard, this is an acceptable compromise vis-à-vis the authorities' policy. However, the effectiveness of this relatively important investment is compromised as it is not appropriately supported by hygiene promotion activities. This is discussed in greater detail in the next section.

In urban sites, although drinkable water seems to be available, the sanitation and hygiene conditions are unacceptable, with a negative impact on the health status of the population. Health hazards exist related to water borne, water-washed and water scarce related diseases, and there is a high potential of outbreak. However, IOM is not directly responsible for the implementation of the activities in this sector.

Despite the reluctance of international community to be involved in so called 'sustainable activities' during the emergency phase, in rural areas IOM has implemented boreholes in order to provide water for the beneficiaries. This is a good decision considering the need, the water availability, and the *de facto* stabilisation of this population in those areas, assuming

that the local authority gave their agreement and the acceptance of this initiative by the host community.

d) Health

The review team was highly impressed by the quality of the HIV and AIDS awareness project, which appears to be fully appropriate to the emergency phase of the programme and for the Zimbabwean HIV and AIDS situation. This model should be considered a success story for IOM Harare and should be shared widely – both within IOM and the wider international humanitarian community.

The most limited component of the emergency response has been public health, with activities restricted only to limited responses to specific outbreaks and risks, such as cholera and malaria. To date, general health and hygiene activities and awareness raising have been limited due to the limited technical capacity of IOM in these areas, as well as limited funding available. IOM has attempted to involve other international agencies but with limited success. WHO is somewhat constrained by their mandate to operate through government structures and to respond to requests from government, and the international humanitarian NGO community has been reluctant to be involved with IOM's politically sensitive caseloads. However, a successful collaboration with MSF was implemented at the Hopley Farm site where MSF were providing clinic services in close collaboration with the Ministry of Health. IOM is investigating the possibility of further collaborations with MSF for other programme sites. However, primary healthcare needs that are related to the humanitarian emergency still need to be addressed, especially antenatal care and curative and preventive care for children under five in almost all the displaced sites.

Recommendations: Primary health care and hygiene awareness need to be prioritised and addressed, either through IOM or another humanitarian actor willing and able to respond. If necessary, secondments should be considered to strengthen the capacity of the Migration Health Unit to respond to these urgent and life-saving needs of the target populations.

e) Agricultural Assistance (Livelihoods)

Although agricultural assistance is moving beyond the emergency and into the relief phase, this activity, which has included seed distributions and establishment of gardens sites with drip-irrigation, has been appropriate to the situation. However, it is now time to look at exit strategies, probably by looking for strategic alliances for handing over certain aspects of the programme to other international agencies. Exit strategies are discussed in more detail under section 2.3.2 below.

2.3.3. Programme Management

Assessment, Beneficiary Targeting and Verification

Beneficiaries are identified according to vulnerability criteria, with - of course - the main criterion of sudden and forced displacement of families. Different channels of information are used to identify displaced populations, but this is mostly through local community and faith based organisations that are already operational in the surrounding areas. These local organisations play a positive role in the assessment exercise due to their knowledge of the population and the local environment. On the other hand, their lack of experiences in acute emergency humanitarian crises and their orientation towards rural development skills limits the scope of the assessment. Ultimately, with access difficulties and partial geographical

coverage by the Implementing Partner network and the on going nature of the crisis, it is impossible to have an exhaustive picture and figures of the victims.

Recommendation: If possible, IOM should expand their IP network to gain greater geographic coverage and train IPs on appropriate techniques for ongoing assessment.

IOM encourages their IPs to have strong community participation, stating in the IP manual (section 4) that: “Community participation in all IOM’s interventions is the pillar for the success of the assistance programme. Communities are involved throughout the programme cycle and local knowledge is considered in all interventions”. However, on the two (draft) initial and final community assessment documents, very few questions allow the community to express their needs or to make comments about the interventions. It seems that the targeted community is probably not involved enough in the needs and interventions identification process. Even if the implementing partners are close to the community, it seems that they could over or under estimate the community needs.

Recommendation: IOM should proactively strengthen the community participation on needs and interventions identification, and train IPs in these techniques.

Due to budget pressures it is not possible for IOM to respond to all needs. However, it seems that in some cases there are also no other actors within the humanitarian community that are willing and / or able to respond to these additional needs. This has resulted in some needs not being adequately addressed, in particular, primary healthcare, education, health and hygiene promotion, protection and OVC. This problem is exacerbated by the context in which IOM is perceived as having a role of co-ordination resulting in a possible over-reliance by the international community on IOM to identify and advocate for the needs of their target populations, with the possible negative consequence that a need not identified, prioritised, or flagged by IOM may go unmet. This combined with the limitations of the local IPs to critically assess humanitarian needs, potentially results in some needs not being identified, and therefore remaining unmet.

Recommendation: If IOM is the only organisation with access to affected populations, IOM must ensure that all humanitarian sectors are covered by the assessment, even if IOM cannot respond. This may require capacity building of IPs, as well as intense supervision by IOM. Regular updates (e.g. on a 3 monthly basis) on outstanding emergency humanitarian needs that remain unaddressed must be communicated to the humanitarian community, including donors.

The humanitarian community should:

- ▶ Set up an informal humanitarian forum, with participation from senior staff from UN agencies, INGOs and donors to address the essential humanitarian needs not yet covered.
- ▶ Find immediate solutions to address the essential needs not yet covered, especially in the primary health care, sanitation and hygiene promotion, NFIs and shelter, and OVC protection.

In terms of beneficiary selection for specific interventions, community participation plays a qualitative role in the process when the activity cannot meet the needs of the entire vulnerable population due to budget limitations. In these instances communities participate in the process of further selection to target the most vulnerable people within the vulnerable community.

IOM is involved in the beneficiary registration and verification processes with the IPs and more detailed follow-ups are made as appropriate. For example, visual and self-assessments are made to verify and to collect more detailed information for those beneficiaries categorised as 'chronically ill'. A new database has been developed which will allow for better analysis and manipulation of beneficiary data, including the ability to ensure that there are no double registrations, and to track beneficiaries receiving multiple benefits. However, a large percentage of the beneficiaries do not have any identity documentation (50%) which could affect the reliability of this database. There is also a need to protect the sensitive information contained in this database.

Recommendation: IOM needs to put in place steps to protect the sensitive data contained in the database, both in terms of routine back-ups and protection from abusive or ill-intentioned use, as well as within the overall emergency evacuation plans.

Monitoring and Evaluation

Currently, programme monitoring and evaluation (M&E) is only based on *output* indicators and results. This does not allow the partners (and other stakeholders) to assess the appropriateness of the activities, needs which have not been met, and programme progress. Similarly, the reliance on the cumulative number of assisted people is not relevant enough and doesn't indicate the impact of the activities.

It is now essential to move forward to become more qualitative rather than quantitative oriented, through developing *progress* and *outcome* indicators. For example, collaboration with health actors should give a better knowledge of programme impact, through monitoring morbidity data. However, this is an issue that is also recognised by IOM, and new tools are already being developed that will help to improve the capacity to follow the progress of activities. These then need to be taken to the next level through the development of outcome indicators for the end of the project. In addition some simple tools could be created or utilised to better track progress, like the 'dashboard' tool⁶, and that shows progress against activities, needs coverage and geographical assessment capacity coverage. However, as noted previously, there is also a need to increase the number of staff in the M&E department to oversee M&E activities, particularly at the field level.

It is surprising to note that there is currently no post distribution monitoring for food or NFIs. However, this essential activity will be soon be put in place by IOM. This will allow a better analysis on the relevance and appropriateness of the interventions, through monitoring the use of the received goods (e.g. used, not used, sold, exchanged, stolen, etc.).

In terms of monitoring and evaluating the impact of the interventions, the existing logical framework "*emergency assistance to mobile and vulnerable populations, including urban & rural displacements*" is a first stage for a better understanding of the project globally, in terms of the aims and activities. However, this logical framework does not have enough satisfactory SMART (Specific, Measurable, Accurate, Realistic, Time bound) objectives and indicators to measure the impact of implemented activities. The proposed indicators are focused too much on the quantitative aspect (number food packs/NFI distributed; number of shelters constructed during the programme, number of household receiving livelihood assistance, etc.) and the qualitative ones are not adequately relevant and reliable (satisfaction shown by beneficiaries, perception of beneficiaries to the assistance, etc.). Therefore, the logical framework must be

⁶ <http://esl.jrc.it/dc/> for example

improved in order to permit a true analysis on the project impact. For example, for the water and sanitation and hygiene promotion sector, the relevant indicators should be based on morbidity data for water-borne / water-washed / water scarce related diseases and water quantity availability per person per day instead of the number of boreholes built, etc.

Considerable work still needs to be done to improve the effectiveness and acceptance of this qualitative approach and the related new tools at the Implementing Partner level. Whilst impressive steps have been put in place by the relatively newly arrived Monitoring and Evaluation officer, the IOM country team must strengthen human resources within the Monitoring & Evaluation department in order to speed up the necessary shift from the quantitative approach to the qualitative one.

Recommendation: IOM needs to focus on qualitative, ‘SMART’, outcome-based indicators that demonstrate impact. To do this, the M&E department needs to be expanded, with greater capacity at field level, to fully realise this, and IPs will require additional capacity building to understand and value the use of qualitative monitoring tools.

Exit Strategies

Exit strategies at all stages – proposal, interim and final reports - are insufficiently defined. It is appropriate to define and share these strategies with all stakeholders, especially with beneficiaries themselves, as well as Implementing Partners, donors and the wider humanitarian community.

For the victims of the Land Reform, some activities have been done to support their livelihood improvement. These activities are essentially focused on the agricultural sector, which is appropriate in accordance with the beneficiaries’ expectations and with the de facto stabilisation of the displaced community in the relocation sites. IOM has taken steps with the local authorities to obtain land tenure for the displaced community. The results are encouraging with a good proportion of the displaced having access to land, between 1 to 5 hectares per household, depending on the geographical areas. Even if the security of tenure is not warranted by a legal written document, the moral and oral commitment by the local and traditional authorities seems to be satisfactory, in accordance with the usual practice for the local community and the political situation in Zimbabwe.

Recommendation: IOM should develop a specific follow-up schedule for the land access situation (habitat and tenure) to the victims of the last two acute crises.

Although these households have not yet achieved total food self sufficiency, the cereal and vegetable garden cultivations have been relevant and fruitful, allowing for the possibility of stopping general food distributions in the rural areas and continuing only with specific vulnerable group feeding. Due to the limited IP capacities and skills in rural development, it seems to be the appropriate time to hand over these activities to the specialised bodies in charge of this sector, e.g. FAO, or relevant international NGOs with expertise in these activities. Depending on donor policies, IOM could remain as an intermediary to the Implementing Partner or allow them to work directly with the donors.

Recommendation: IOM should investigate and facilitate the proactive hand over of livelihood activities and agricultural assistance to rural development actors in those areas where the populations are more stable. Where this is not possible, for example in politically sensitive areas, IOM needs to distinguish emergency humanitarian needs (life saving needs) from the post emergency needs (livelihood, agriculture, education,

chronically ill, etc.). Post emergency needs and ongoing development needs should be directed towards the development oriented donors (rural development, health, human rights, food security, etc). Co-ordinating these handover activities could possibly be part of the strengthened OCHA role.

The issues of “stateless” people and people without identity documents have been identified by IOM, particularly within the ex-farmworker populations. Although this was not a priority during the emergency phase as no deportations have taken place, it is now important for IOM to start the process to address these issues, with the appropriate local human rights organisations, civil society and specialised agencies (perhaps such as UNHCR).

Recommendation: IOM should liaise with local human rights organisations and other specialised agencies, such as UNHCR, to advocate for the rights of stateless people within their beneficiary populations.

For the projects targeting victims of Operation Restore Order, “resettled” in urban or peri-urban areas, the phase-out of the emergency response is not feasible as a lot of essential needs have not yet been covered, including shelter, sanitation, non food items, basic health care, OVC protection, etc. However, exit strategies still need to be formulated to allow for effective planning at all stages with a view to the ultimate exit of IOM from these activities. This may involve identifying other agencies that can take up the ongoing needs of these populations once pre-defined indicators of improved stability and reduced sensitivity of the situation have been met.

However, it is recognised that in some very sensitive project sites it may be some time before IOM is in a position to withdraw. This is particularly so in light of the negative experience of the Headlands ORO affected community, who were actually made more vulnerable when a highly visible multi-agency response resulted in their further displacement.

Recommendation: IOM should develop an exit strategy framework that defines indicators of stability that would allow for exit (e.g. government is allowing increased access, regular healthcare facilities are established, formal or informal recognition by government of the settlement) and identifies potential development and / or humanitarian actors to whom specific ongoing community needs could be handed over. However, the specific areas to handover may vary on a site by site basis according to the specific circumstances at each site.

The humanitarian community should:

- ▶ Set up an informal post emergency forum, with participation of senior staff from UN agencies, INGO and donors (development oriented) to link relief and rehabilitation development activities, in order to hand over or complement relief projects, permitting a continued assistance to the most vulnerable people, and address specific issues such as, land access, stateless people, etc.

If the HIV/AIDS sensitisation activities are to be continued - and spread widely within the humanitarian community in Zimbabwe - the development of a more elaborated project by IOM is not appropriate. On the contrary, IOM should proactively research the existing or planned Anti Retroviral Treatment projects in order to link it to the existing Voluntary Counselling and Testing activity run by IOM and to People Living with HIV and AIDS within the target communities.

Recommendation: IOM should identify potential partnerships with existing or planned Anti Retroviral Treatment projects allowing for greater continuity with the Voluntary Counselling and Testing activities.

Incident Reporting

As noted below, formal records of follow-up of incidents and dissemination information relating to incidents are not kept, due to the sensitive nature of the issues. As such, this issue was investigated primarily through interviews with IOM and IP staff and the supporting documentation available.

IOM has a well defined process for identifying and reporting incidents, and this is clearly set out in the 'Working with IOM: Implementation Guidelines for the Emergency Assistance Programme to Mobile and Vulnerable Populations in Zimbabwe' manual. This specifies the following types of incidents:

- *Incidents that directly affect the distributions/activities of IOM and its Implementing Partners, e.g. problems with crowd control, looting, political interference, accidents etc.*
- *Incidents that involve the Implementing Partners or its staff members, e.g. harassment/intimidation of staff members, because of their involvement in IOM programmes, as well as allegations of involvement of staff members abusing their involvement in IOM programmes either for personal or political gain.*
- *Incidents that are not directly related to distribution activities or the IP, but that could limit the accessibility of beneficiaries with assistance, or their well-being/safety, e.g. relocation of the beneficiaries, floods, violence (physical or sexual), dispossessions (e.g. theft) and disruption (e.g. of schooling, health care, employment, etc), outbreak of diseases etc.*

IPs complete incident reports which are submitted to the IOM Emergency Response Unit, and where necessary may place a direct telephone call to IOM if immediate action is needed. If the issue can be dealt with internally IOM will respond appropriately. If it is a bigger issue (e.g. major political interference) the Chief of Mission will liaise with government as necessary, or go through IOM head office if a higher level of urgent intervention is required (e.g. IOM staff member is arrested).

Specific incidents are shared in UN and donor forums and with the Humanitarian Co-ordinator, but these are not usually documented because of potential political sensitivity. During the ORO emergency phase, for example, there were regular donor meetings where such incidents were discussed, but these were not documented as the situation was considered too sensitive. Government also will not respond to incidents in writing, only verbally.

Incident reports are compiled by the Emergency and Operations Officer, but there is no overall formalised tracking of incidents to identify trends (either by site or by type of incident).

Recommendation: IOM should formalise internal tracking of incidents to identify, and therefore possibly predict, trends either by site or by type of incident.

2.3.4 IOM Capacity

IOM Comparative Advantage for Multi-Sectoral Programming

In terms of mandate, IOM is one of the most enabled and capable international organisations to provide assistance for Internal Displaced People (IOM policy and activities, 84th session, 18 November 2002 and IOM web site information), through both the humanitarian emergency and resettlement phases.

However, the IOM field mission operational capacities to work in the necessary multiple humanitarian sectors are dependant on 3 factors:

- Availability of resources (including competent human resources and adequate financial resources);
- Headquarter back up capacity to assist with technical tools and human resources; and
- Local Implementing Partner capacities.

Although the commitment and capabilities of IOM Harare staff are remarkable, the IPs have some weakness in the emergency humanitarian sectors, such as lack of versatility, being predominantly rural development or charity oriented, and being output rather than outcome focused. IOM and IP staff also lack technical expertise and / or capacity in all of the necessary humanitarian response sectors, such as health and hygiene promotion, primary health care and child protection. Furthermore, although the tools developed by IOM Harare staff - such as the Implementation Guidelines, Database, HIV/AIDS sensitisation logical framework, and various Implementing Partner working forms - are impressive, this does also bring to question the level of Headquarter back up support capacity, as one would usually expect such tools to be developed at Headquarter, rather than field mission level.

In Zimbabwe, IOM is one of the rare organisations that had access to the Land Reform and Operation Restore Order victims. Therefore, rightly, IOM has prioritised their work on life saving activities, which cannot be questioned within this sensitive political environment, made worse by the tendency to politicise international humanitarian action. Naturally, IOM has taken the leadership for the humanitarian assistance for IDPs and for the ORO response, the UN Country Team also explicitly charged IOM with this responsibility. From the beginning, IOM looked for collaboration with and commitment from other specialist humanitarian agencies/organisations in areas such as health, food, water/sanitation, protection, etc. However, as the access issue remained problematic and sensitive for other humanitarian organisations, and due to the scale and the gravity of the needs, IOM had no alternative but to address directly the most important immediate needs of the affected populations. As the necessary versatile emergency humanitarian competencies were not available within the IOM field mission, IOM has had to find solutions, step by step, to acquire these competencies. For example, capacity has recently been strengthened in Protection and Monitoring Evaluation. Secondments by UN specialist agencies have also been effective for food distribution activities.

Therefore IOM has been stretched in the multiple humanitarian sectors, including food distribution, NFI distribution, shelter building, HIV/AIDS sensitisation, protection, water and livelihood support. Consequently, IOM has not been able to address all the needs, like primary health care, hygiene promotion, sanitation, and OVC protection. However, it is also interesting to note that for the ORO crisis, the results obtained by other humanitarian partners in these missed sectors are not significantly better, perhaps indicating a more general

weakness in the Zimbabwean humanitarian community for addressing these issues, either due to lack of capacity, or perhaps due to restrictions placed by government on these interventions.

In the light of these different experiences, strong leadership and co-ordination are necessary in order to provide efficient, effective, coordinated and exhaustive humanitarian assistance. In circumstances where only one organisation has access to the victims, as has been the case of IOM for the land reform crisis and ORO, it becomes their responsibility to take the leadership in co-ordination with the support of all the humanitarian community. This includes appropriate secondments and / or support by the specialist agencies, such as the well known refugee site management by UNHCR.

Where access for humanitarian actors is less sensitive, and therefore potentially allowing for multi-agency interventions, then a strong co-ordination mechanism must be put in place. To ensure the effectiveness of this co-ordination mechanism, the UN Humanitarian Co-ordinator's team and humanitarian donor community must play a key role, with strong OCHA support. In this way, IOM could be more focused on their strong sectors in Zimbabwe (shelter, HIV/AIDS sensitisation, land tenure issue, protection, etc.) while other agencies respond to issues such as water and sanitation and health. It is greatly anticipated that these co-ordination issues will significantly improve with the strengthened OCHA presence in Zimbabwe.

Recommendation: IOM should be invited to make a presentation to the new OCHA team relating to the specific needs, co-ordination issues and limitations relating to the farm-worker and ORO affected populations. However, OCHA also needs to consider and respect the existing experience of IOM in managing these highly sensitive interventions.

Opportunities for Inter-Agency Secondments

IOM has shown openness and willingness to work with secondments in order to strengthen the necessary expertise for humanitarian assistance.

WFP seconded two experts from July to September 2005. Plans for a further WFP secondment to strengthen commodity management procedures are also currently at an advanced stage. WFP also funds transport costs for IOM food distribution in addition to 69 USD per tonne distributed. But as IOM is working through implementing partners, the food assistance needs to be handled by 3 different humanitarian organisations (WFP, IOM and the IP) to reach the final beneficiaries. Where the access issue is becoming less difficult, a better rationalisation and effectiveness could be envisaged.

UNICEF also seconded to IOM a Water & Sanitation expert. This secondment is complemented by close collaboration between the two organisations depending on access issues and implementing capacities. Even if more implementing partners (like IOM) are needed to respond to the huge and emergency needs in sanitation, including hygiene promotion, it seems better if UNICEF takes the overall responsibility on this sector in order to be accountable to the stakeholders, harmonize/coordinate the response and address the immediate needs.

The Danish and Norwegian Refugee Councils have recently sponsored six month secondments of protection officers to strengthen protection issues within IOM operations.

This solution (i.e. utilisation of secondments) seems to be relevant and appropriate when IOM is the only organisation having access to the victims. In order to strengthen the co-ordination component and to address all of the life saving activities, such as the management of a refugee or IDP camp, it would also be appropriate to have a secondment by a UNHCR or ICRC senior program officer. Another very helpful secondment in the health sector could be provided by the Humanitarian Action in Crisis WHO department, or a close collaboration with a specialist health NGO such as MSF. UNICEF could also play a strong role in terms of secondments for strengthening Orphan and Vulnerable Children protection, sanitation activities and hygiene promotion. This role could also be fulfilled by a strong specialist NGO (e.g. OXFAM, MSF, ACF).

Recommendation: Where IOM is expected to continue to be the only agency with access to displaced populations, IOM should seek appropriate secondments to strengthen capacity in camp management, health, OVC protection and hygiene and sanitation.

If the access to victims is not limited to only a few organisations then secondments are not entirely necessary. Instead, a strong coordination mechanism must be put in place, as detailed previously, with different leadership by clusters/sectors. IOM would be the more appropriate organisation to lead the shelter, HIV/AIDS sensitisation and land tenure access sectors. At the same time, it is important to recognise that this is only an appropriate response where multi-agency activity would not jeopardise the safety or security of the targeted populations.

It is anticipated that the strengthened OCHA presence in Zimbabwe will go some way towards improving co-ordination at all levels. Currently IOM co-ordinates with other UN agencies to varying degrees. For example, although UNICEF has supported some water and sanitation interventions with IOM, similar support does not appear to have taken place relating to child protection. There also appears to be a need for greater co-ordination with UNHCR on the issue of stateless persons. There appears to be much stronger co-ordination on HIV and AIDS related issues, where IOM are part of an integrated implementation plan for HIV and AIDS for all UN agencies, as well being part of the technical working group for HIV and AIDS.

Overall, IOM's main comparative advantage has been in securing access and addressing shelter and NFI needs in a highly sensitive environment. Humanitarian activities have been supported by a strong HIV and AIDS sensitisation campaign. IOM has been weaker in areas of water and sanitation, food delivery (in terms of commodity management) and protection. However, these areas have been or are being strengthened through collaborations with other agencies. The main areas where IOM remains weak, are in primary healthcare, health and hygiene promotion and child protection.

2.3.5 Cross-Cutting Themes

Human Rights and Protection

Informal networks with human right organisations have been developed by IOM, and it is appropriate in the highly sensitive environment that these remain informal, as increased formalisation could jeopardise IOM's comparative advantage for access to victims. IPs are aware of and sensitive to these issues, and instructions have been given to them to report any problem related to human rights and protection for their targeted beneficiaries. The new arrival of two protection officers on secondment also shows the high level of concern by IOM on these issues.

However, it is also important to find possibilities to strengthen the protection of the IPs themselves as they are in the frontline in identifying human rights problems without the same protection that IOM staff receives.

Child Protection, HIV and Gender Based Violence

The child protection issue needs to be better covered, as many households are hosting orphans. Even in the event that no problematic cases are specifically notified, child protection must be strengthened, especially through a better understanding on the part of the IPs. However, UNICEF seems the more appropriate agency to address this issue.

HIV/AIDS mainstreaming activities have been focussed on the food assistance project (targeting chronically ill people with a supplementary food ration), as well as other distribution activities with HIV/AIDS related dramas and songs, which have been very successful. These activities have been so well developed that they have become a strong sensitisation/awareness project. Furthermore, the logical framework is of a high quality and relevance. However, the current agreement with PSI, which has been the primary Implementing Partner for these activities, is currently due to expire, and IOM must be prepared to identify appropriate alternative partners to continue these activities if necessary. Gender Based Violence has not yet been fully developed in the same way, due to the staffing capacity limitations of the Migration Health Unit, but now that the HIV and AIDS strategy is well established, GBV is planned to be the next focus.

Advocacy and Legal Representation

IOM is very committed to advocacy with the necessary authorities as these results show:

- Access to the Land Reform and ORO victims.
- IOM's ability to be involved in the matter of deportation of illegal immigrants.

This work has been done on a daily basis by the IOM Chief of Mission at the governmental level, and by IOM staff and IPs at the local authority level. Very good results have been achieved on land tenure access for the Land Reform victims, and this can be linked to this successful advocacy role played by IOM. Even if no legal documents are available, the moral commitment by the local and traditional authorities is satisfactory in terms of assuring security and stabilisation of the affected populations.

Information Campaign

IOM's broader migration initiatives is supported by a country-wide multi-media information campaign, aimed at informing potential irregular migrants of the dangers or abuse, exploitation and HIV infection in order to facilitate informed and safer choices. The campaign includes:

- Multi-media road-shows using music, film, drama and entertainment relating to campaign messages.
- Billboard and bus shelter posters.
- Various leaflets.
- Radio testimonials.
- 'Women's Clubs'.

Although the review team's assessment of this component was limited, it was felt that the campaign appears to be appropriate and well managed. The road-show was observed to be a fun and popular event that was both entertaining and informative. The messages of the road-show were clear and were consistent with those of the print campaign. Although it is difficult to assess the overall effectiveness and impact of the campaign, survey data collected at the road-shows indicate that the message is clear and understood. This is an important finding and perhaps the best data that could be collected. A more meaningful impact indicator would be related to behaviour change, but it would be very difficult to collect the data on this and to determine attribution to the intervention.

The information campaign does not currently integrate very strongly with the emergency programme, although there may be potential opportunities for this given that beneficiaries of the emergency campaign are also potential migrants out of the country.

2.3.6 Programmatic Issues Conclusion

The environment within which IOM has been responding to the two major displacements in recent years is extraordinarily sensitive. This has resulted in IOM successfully exploiting its comparative advantage in terms of access to the displaced populations on the one hand, but being forced to operate beyond its technical comparative advantages on the other. After the immediate emergency phase, IOM has sought to strengthen its capacity in some specific areas such as food aid and protection, but still lacks technical capacity in others, such as water and sanitation and health and sanitation promotion. Although IOM's response to the emergency phases has been commendable, as the situation becomes more stable there is a growing need to improve the quality control of the humanitarian response, including improved qualitative planning, monitoring and reporting of activities. Where possible, IOM also needs to investigate opportunities to hand over specific activities to more qualified actors, and in all instances needs to develop exit strategies, even though it is recognised that stabilisation of certain populations to the stage where exit is possible may take some time. Where no other organisations can address the needs in specific life saving sectors, then appropriate secondments should be sought to strengthen IOM's technical capacity, particularly in areas such as child protection, health, sanitation, and hygiene promotion. Overall, IOM also needs greater support from the wider humanitarian community, and it is anticipated that improved co-ordination through OCHA will help to mobilise this support.

3. Summary of Recommendations

Institutional Recommendations

Contingency Funds

- IOM requests for funding, and subsequent funding agreements, should reserve at least 10 percent of the programme budget for increases in inflation and small-scale increases in caseloads.

Multi-year funding

- To better secure needed funds and ensure programme success, IOM should prepare strategies and proposals that cover at least 12 months for responses to protracted emergencies and the anticipated duration of their development-oriented programmes. Where possible, donors should commit funding accordingly.

Joint funding mechanisms

- IOM HQ, in co-ordination with IOM Harare, should develop a policy for the timing, format, and content of proposals and reporting to reduce the amount of resources that are currently used for tailoring proposals and reports. At the same time, donor representatives should ensure that they understand their organisations' minimum requirements and be prepared to negotiate with IOM.
- IOM should work with donors to minimise the number of earmarks that they place on the funding. Donor representatives should be aware of their organisation's restrictions and be prepared to negotiate with IOM on the earmarks.
- IOM should take the initiative to investigate further the issues not fully addressed in this report. This could be funded through donor support, a secondment, or IOM's Donor Relations Division.

Financial Management

- To better serve the information needs of donor and IOM Harare management, IOM should produce monthly (or at least quarterly) financial reports that show (1) balance of funds remaining for each activity funded by a donor, (2) a comparison of the expenditure rate to the implementation schedule, and (3) the budget, expenditures, and balance of each IOM programme in Harare.

IP Management

- IOM should find ways to improve their relationships with their Implementing Partners, giving consideration to the way they monitor each IP, reducing the number of contact points, establishing practices and attitudes that demonstrate respect, and helping IPs to understand IOM's funding limitations.
- Donors should support IOM in its efforts to build the capacity of Implementing Partners to ensure effective and efficient delivery of goods and services to the beneficiaries, and IPs compliance with IOM and international standards.

Programmatic Recommendations

Reporting

- IOM needs to improve reporting by focussing on more accurate and qualitative information. This would include activities summarised by year, geographical area, technical sector, etc. and a section devoted to the essential humanitarian needs not yet covered/addressed. Results should be presented according to progress and outcomes, rather than outputs.

Emergency Response Activities

- Food assistance needs to continue in urban areas (either through IOM or another appropriate agency), linked to monitoring of morbidity trends to assess impact. Where food security is stronger in the rural areas - according to reliable data -, general distributions should be limited and the focus should be on specifically vulnerable groups (identified by the community).
- As there is a continued need for NFI and shelter support within the target populations that has not yet been met, especially those affected by ORO, IOM should lobby donors to increase funds to support a standard NFI pack that meets identified needs of the wider beneficiary population.
- Primary health care and hygiene awareness need to be prioritised and addressed, either through IOM or another humanitarian actor willing and able to respond. If necessary, secondments should be considered to strengthen the capacity of the Migration Health Unit to respond to these urgent and life-saving needs of the target populations.

Assessment and Targeting

- If possible, IOM should expand their IP network to gain greater geographic coverage.
- If IOM is the only organisation with access to affected populations, IOM must ensure that all humanitarian sectors are covered by the assessment, even if IOM cannot respond. This may require capacity building of IPs, as well as intense supervision by IOM. Regular updates (e.g. on a 3 monthly basis) on outstanding emergency humanitarian needs that remain unaddressed must be communicated to the humanitarian community, including donors.
- ***The humanitarian community should:***
 - ▶ Set up an informal humanitarian forum, with participation from senior staff from UN agencies, INGOs and donors to address the essential humanitarian needs not yet covered.
 - ▶ Find immediate solutions to address the essential needs not yet covered, especially in the primary health care, sanitation & hygienic promotion, NFIs & shelter, OVC protection.

Database

- IOM should put in place steps to protect the sensitive data contained in the database, both in terms of routine back-ups and protection from abusive or ill-intentioned use, as well as within the overall emergency evacuation plans.

Monitoring and Evaluation

- IOM needs to focus on qualitative, 'SMART', outcome-based indicators that demonstrate impact. The M&E department needs to be strengthened with greater capacity at field level to fully realise this, and IPs will require additional capacity building to understand and value the use of qualitative monitoring tools.

Land Tenure

- IOM should develop a specific follow-up schedule for the land access situation (habitat and tenure) to the victims of the last two acute crises.

Livelihoods and Rural Development Activities

- IOM should investigate and facilitate the proactive hand over of livelihood activities and agricultural assistance to rural development actors or find specific adequate funding for post emergency projects in those areas where the populations are more stable. Where this is not possible, for example in politically sensitive areas, IOM needs to distinguish emergency humanitarian needs (life saving needs) from the post emergency needs (Livelihood, Agriculture, Education, Chronically illness, etc.). Post emergency needs and ongoing development needs should be directed towards the development oriented donors (rural development, Health, Human rights, Food security, etc). Co-ordinating these handover activities could possibly be part of the strengthened OCHA role.

Stateless People Issues

IOM should liaise with local human rights organisations and other specialised agencies, such as UNHCR , to advocate for the rights of stateless people within their beneficiary populations.

Exit Strategies

- IOM should develop an exit strategy framework that defines indicators of stability that would allow for exit (e.g. government is allowing increased access, regular healthcare facilities are established, formal or informal recognition by government of the settlement) and identified potential development and / or humanitarian actors to whom specific ongoing community needs could be handed over to.
- IOM should identify potential partnerships with existing or planned Anti Retroviral Treatment projects allowing for greater continuity with the Voluntary Counselling and Testing activities.
- The humanitarian community should:
 - ▶ Set up an informal post emergency forum, with participation of senior staff from UN agencies, INGO and donors (development oriented) to link relief and rehabilitation development activities, in order to hand over or complement relief projects, permitting a continued assistance to the most vulnerable people, and address specific issues like, Land access, stateless people, etc.

Incident Reporting

- IOM should formalise internal tracking of incidents to identify, and therefore possibly predict, trends either by site or by type of incident.

Humanitarian Co-ordination

- IOM should be invited to make a presentation to the new OCHA team relating to the specific needs and co-ordination issues relating to the farm-worker and ORO affected populations. However, OCHA also needs to consider and respect the existing experience of IOM in managing these highly sensitive interventions.

Inter-agency Secondments

- Where IOM is expected to continue to be the only agency with access to displaced populations, IOM should seek appropriate secondments to strengthen capacity in camp management, health, OVC protection and hygiene and sanitation.

4. General Conclusion

IOM is to be commended for its response to the emergency phases of both the Land Reform and ORO related displacements. In both of these circumstances IOM reacted promptly and appropriately to implement life-saving interventions in an environment where other actors were either unwilling or unable to do so. In an extremely complex environment, IOM has on both occasions been one of the very few – or even only – agencies to secure and maintain access to the affected populations. As such IOM has tended by default to take on a co-ordination role in relation to these populations. Unfortunately, IOM has not had the technical capacity to meet all of the needs of the targeted populations, although it must be noted that in almost all cases the organisation is very aware of its own limitations and weaknesses. Technical secondments have been successfully employed to strengthen capacity in specific areas, and further secondments are either planned or underway. However, in instances where the situation is becoming more stable, it is now time for IOM to explore opportunities for handing over activities to organisations with more appropriate technical skills and experience. It is also time to improve the qualitative planning, monitoring and reporting of interventions, and to improve the overall needs assessment. In particular, needs that are not or cannot be addressed by IOM need to be highlighted to the wider humanitarian community.

At an institutional level, IOM Harare is a learning organisation that is both willing and able to respond to the changing environment. In many instances, the review team found that steps were already in place to address some of the issues raised during the review process. However, for IOM to be fully capacitated to respond to these challenges, greater support is necessary from both donors and the wider humanitarian community, specifically in terms of improved donor harmonisation to reduce the bureaucratic burden on IOM, and overall humanitarian co-ordination relating to IOM's targeted populations.

Appendices

- Appendix 1: Review Activities**
- Appendix 2: Review Schedule**
- Appendix 3: List of Documents**
- Appendix 4: Terms of Reference**
- Appendix 5: Beitbridge Project Comments**

1. Review Activities Summary

- In-depth meetings with IOM's programming staff.
 - a. Chief of Mission
 - b. Emergency Reintegration Unit team
 - c. Migration Health Unit team
 - d. Project Development Unit team
 - e. Monitoring and Evaluation Officer
 - f. Resource Management Officer
 - g. Information Officer

- Meetings with IOM's Implementing Partners for discussions on capacity and operational challenges.
 - a. Anglican Diocese of Mutare (ADM)
 - b. Zimbabwe Community Development Trust (ZCDT)
 - c. Public Services International (PSI)

- Meeting other specialist NGOs involved in issues of displacement and migration e.g. child protection and rights based organisations.
 - a. Zimbabwe Lawyers for Human Rights

- Meetings with UN agency staff to discuss the extent to which IOM's initiatives form part of a well-coordinated UN response to migration and displacement in Zimbabwe.
 - a. UN Resident Co-ordinator
 - b. WFP
 - c. UNICEF
 - d. UNHCR
 - e. UNAIDS and UNFPA

- Project site visits with IOM and Implementing Partners to gain an insight into the successes and challenges of programme delivery.
 - a. Chipapa - LEAD Trust (Mashonaland West Province – Farm displacements)
 - b. Hatcliffe Extension - (Harare – ORO displacements)
 - c. Hopley Farm (Harare – ORO displacements)
 - d. Beitbridge Reception Centre
 - e. Chiredzi (Masvingo Province - Farm Displacements)

2. IOM Joint Donor Review Consultant Team Schedule

Date	Activity	Agenda	Who	Where
Pre-Review Preparation				
Wed 5 April	Dissemination of Preliminary Documentation to consultants	Includes draft ToRs, draft schedule and key programme documents and reports	SH, Consultancy Team (CT)	
Thurs 20 April	Reading day	CT read preliminary docs	CT	
Fri 21 April	Reading day	CT read preliminary docs	CT	
Sat 22 April	Melanie SS arrives in Harare		MSS	
IOM Pre-preparation				
Week 1 - Meetings and Field Work				
Mon 24 April	0830-1030: Preliminary meeting with donors 1100-1120: Preliminary meeting with IOM Review Team 1120-1145 Meeting with IOM Chief of Mission 1200-1230 Meeting with UN Resident Coordinator 1330-1530: Meeting with IOM Chief of Mission and IOM staff 1600 -1730: Meeting with Humanitarian Operations Team	ToRs, background, areas of emphasis for CT review Logistic for review, schedule of meetings, detailed documentation handover. Welcome and background on IOM, mandate, comparative advantages. Potential for emergency trust fund. IOM's role in coordinated response to displacements. Rights and protection Strategic overview of programme and programme management. Exit strategies, human rights and protection integration. advocacy, legal representation, security of tenure, capacity-building to IOM IOM Humanitarian Programmes, in detail, logistics, reporting, supervision, partnerships with IPs, Participatory planning and assessment. Targeting, beneficiary verification. Humanitarian/Livelihoods linkages. Mainstreaming HIV/AIDS activities within humanitarian settings	CT, DFID, USAID, SIDA CT, Dyane Epstein CT, Mohammed Abdiker CT, Agostinho Zacarias, UN Resident Coordinator CT, Mohammed Abdiker, Justin MacDermott, Dyane Epstein, Diana Cartier, Frans Van Haaren, Norberto Celestino, Islene Araujo, Peter Mudungwe, Nicola Simmonds CT, Norberto Celestino, Frans Van Haaren, Emmanuel Bamba, Islene Araujo	DFID IOM, PDU Boardroom IOM, PDU Boardroom UNDP, 9 th Floor IOM, MHU Boardroom IOM, PDU Boardroom
Tues 25 April	0830-1000: Meeting with IOM Migration Health Team 1030-1200 Meeting with Anglican Diocese of Manicaland (ADM) 1330-1500	IOM HIV/AIDS and health initiatives. Integration of HIV and gender based violence (in greater detail) IP perspective on IOM as a partner. IP training, reporting, supervision. Participatory planning and assessment. Progress and issues related to IOM's communications and information	CT, Islene Araujo, Lucas Halimani CT, Bishop Sebastian Bakare (Head of ADM) + Technical Advisor, Programme Co-ordinator, HIV and AIDS Project Officer CT, Nicola Simmonds	IOM, PDU Boardroom IOM, PDU Boardroom IOM, PDU Boardroom IOM, PDU Boardroom

	<p>Meeting with IOM Communications Officer</p> <p>1530 –1700: Meeting with IOM Monitoring and Evaluation Team</p> <p>1715-1815: Meeting with Zimbabwe Lawyers for Human Rights</p>	<p>campaign.</p> <p>M and E procedures, tools, beneficiary database, IP training</p> <p>IP perspective on IOM as a partner</p>	<p>CT, Diana Cartier</p> <p>CT, Mr Arnold Tsunga (Chairman of Zim Lawyers for Human Rights), Irene Petras (Programme Co-ordinator)</p>	<p>IOM, PDU Boardroom</p>
<p>Wed 26 April</p>	<p>0830-1000: Meeting with Zimbabwe Community Development Trust (ZCDT)</p> <p>1000–12.00 Meeting with IOM Project Development and Donor Liaison Officer and Associate Expert, Programme Officer</p> <p>1330-1500: Meeting with Netherlands</p> <p>1530-1700: IOM Database</p> <p>1800-2000 Information Campaign Road Show (MSS only)</p>	<p>IP perspective on IOM as a partner, IP training, reporting, supervision. Participatory planning and assessment</p> <p>Funding issues</p> <p>IOM as a receiver of donor funds</p> <p>To introduce the programme database developed and used by IOM Harare</p> <p>Observation of an information campaign activity at one location</p>	<p>CT, Executive Director of Zimbabwe Community Development Trust (ZCDT), Mr Didimas Munhenzva</p> <p>CT, Ms Leoni Cuelenaere (Deputy Ambassador of the Netherlands Embassy)</p> <p>Christopher, Dyane, Diana, Islene, Mohammed, Emmanuel</p> <p>CT, Nicola Simmonds</p>	<p>IOM, PDU Boardroom</p> <p>Netherlands Embassy</p> <p>IOM, MHU Boardroom</p> <p>Chitungwiza, Zengeza 2, Harare</p>
<p>Thu 27 April</p>	<p>0830-1000: Meeting with WFP (FG and JS only)</p> <p>8.30 – 10.00 Meeting with IOM Project Development and Donor Liaison Officer (MSS only)</p> <p>10.15 – 11.15 Team Meeting</p> <p>1130–1230: Meeting with UNICEF</p> <p>1214–1345: Protection Meeting</p>	<p>IOM food aid programmes, inter-agency collaboration. Scope for secondments.</p> <p>Discuss donor liaison and funding issues</p> <p>Review of issues</p> <p>Inter-agency collaboration in emergency response. Scope for secondments.</p> <p>Discuss protection issues relating to IOM programmes and mandate</p>	<p>CT, Kevin Farrell, Alberto Mendes, Valerie Guarnieri</p> <p>Dyane Epstein and Justin MacDermott</p> <p>CT</p> <p>CT, Festo Kavishe (Deputy and Head of UNICEF)</p> <p>CT, Mohammed Abdiker, Justin McDermot, Islene Araujo, Protection Officer</p>	<p>WFP</p> <p>IOM, PDU Boardroom</p> <p>UNICEF</p> <p>IOM Board Room</p>

	1400 – 1500 UNHCR	Discuss issues relating to UNHCR potential mandate for IDPs	CT, Girma Gebre Kristos (Chief of Mission), Eva Linden (Associate Protection Officer)	2 nd Floor
	1500-1600 Meeting with UNAIDS and UNFPA	Inter-agency collaboration in emergency response, mainstreaming HIV/AIDS and Gender-based Violence	CT, Dr Karl Dehne (UNAIDS Country Director) Bruce Campbell (UNFPA Country Representative)+ UNFPA team	UNFPA, 5 th floor
	1630-1730: Catch up Meeting with donors	Initial impressions, questions, gaps	CT, DFID, ECHO, SIDA, USAID	DFID
Fri 28 April	0800-1700: Field Trip to Hurungwe district (Karoi, Chipapa) (MSS and FG only) 0800 – 1700 Preparation of report and presentation formats (JS)	Observation of operations, discussion with beneficiaries and IPs around IOM's response to displaced farm worker communities.	CT, IOM, Lead Trust, Population Services International (PSI)	Karoi, Chipapa
Sat 29 April	0800-1300 Field Trip to Hatcliffe and Hopley	Observation of operations, discussion with beneficiaries and IPs on IOM's response to urban displacement	CT, IOM, Catholic Church	Hatcliffe and Hopley
Week 2 – Filed Visits and Meetings				
Mon 1 May	Day Off (Labour Day)			
Tues 2 May	0700 Depart for Beitbridge (FG only) 1400-1700 Meeting with Programme Officer and Immigration 0830-1100 Meeting with IOM Chief of Mission 9.30 – 11.30 Meeting with IOM Finance Officer (MSS/JS only) 10.30 – 11.30 Meeting with Migration Health Adviser	Meeting 1: Introductory Meeting, Beitbridge programme (Nick Vandervyver, IOM Programme Manager, Beitbridge) Meeting 2: perspective of one of the main stakeholders Follow-up on issues arising during the review process Financial management procedures and reporting. Audits, Opportunities for improved joint donor funding modalities. IP financial reporting and oversight. Follow-up on issues arising during the review process Donor liaison and reporting – opportunities for improvements. Opportunities	FG, Nick Vandervyver, IOM Department of Immigration – Mr Denis Chitsaka, Principal Immigration Officer and/or Mr Obert Tarisai, Senior Immigration Official MSS, JS, Mohammed Abdiker MSS, JS, Susan Obuya JS, Islene Araujo	Beitbridge Beitbridge FG overnight in Beitbridge IOM, PDU boardroom IOM, PDU boardroom PSI

	1300-1530: Meeting with IOM programme development Officer (MSS/JS only) 1600-1700: Meeting with PSI	for improved joint donor funding modalities. IP perspective on IOM as a partner of HIV/AIDS interventions	MSS, JS, Justin MacDermott, Dyane Epstein Ms Yamin Madan, Director Technical Services	
Wed 3 May	0800-1000: Beitbridge site visit (FG only) 1030: Depart for Chiredzi (FG only) 1400-1600 Site visit in Chiredzi district with Help Age Zimbabwe (FG only) 0800-1700: Extensive reading, additional institutional meetings, preparation of preliminary findings (MSS, JS only)	Observation of operations and discussion with stakeholders on IOM reception centre and assistance to vulnerable irregular migrants. Observation of operations, discussion with beneficiaries and IPs around IOM's response to displaced farm worker communities.	FG, IOM, and Mr Albert Mbedzi, Chief Executive Officer of the Beitbridge Rural District Council FG, IOM, Help Age Zimbabwe MSS, JS	Beitbridge Chiredzi FG overnight in Masvingo
Thurs 4 May	0700-1000 Field Trip returns from Masvingo 15:30-16:30 Meeting with ECHO/EC 0830: CT compilation of preliminary findings for power point presentation	FG returns directly from Masvingo. Meeting with ECHO/EC	FG CT, Pepe Tamarit (Technical Expert) and Ms Frederique Hanotier (Community Dev. and Gov. Attache)	ECHO
Fri 5 May	0800 – Final Meeting with IOM Chief of Mission and Management Team 1000 Presentation of Preliminary findings	Some preliminary findings Power point presentation and discussion.	CT, Mohammed, Islene, Frans, Justin, Diana, Nicola, Susan, Lucas, Emmanuel, Norberto, Dyane, Richard, CT, IOM, Donors	IOM, MHU Boardroom DFID

3. List of Documents

1. Preliminary Data Review (Compiled by DFID and IOM)

- IOM Harare 2005 Strategic Planning Documents
 - 2005 IOM Harare Strategic Paper
 - 2005 Migration Initiatives 2005
 - 2005 Retreat Report
- IOM Harare 2006 Strategic Planning Documents
 - Strategic Plan 2006
 - Migration Initiatives 2006
 - IOM SWOT Action Plan
- Working with IOM Implementation Guidelines: Emergency Assistance Programme to Mobile and Vulnerable Populations in Zimbabwe
- Interim Report to the Department for International Development (DFID) Emergency Humanitarian Assistance to Mobile and Vulnerable Populations in Zimbabwe, Including Urban and Rural Displacements
- Interim Report to the Department for International Development (DFID) Humanitarian Assistance to Deported Migrants and Mobile Populations at the South Africa-Zimbabwe Border (Beitbridge)
- Interim Report to the Department for International Development (DFID) Cross Border Mobility, Irregular Migration and HIV/AIDS, an Information Dissemination Campaign
- IOM Harare Auditor Report by the Government of Norway
- IOM Harare Weekly Situation Reports January – March 2006

2. Detailed Documentation (Compiled by IOM)

Institutional Folder

- IOM Background Information -
- Project and Financial Tracking
 - o Shows contributions from all donors since 2003
 - o Shows internal project tracking for all IOM Harare's current programmes - fix
- IOM External Audit Report
 - o 2005 External Auditor report conducted by the Government of Norway (IOM's official external auditor)
- Strategic Plan and Reports 2006
 - o *The Strategic Plan for 2006 (created in November 2005)*
 - o *The Internal Strengths, Weaknesses, Opportunities and Threats (SWOT) report and Action Plan*
 - o *The Tracking document for the SWOT Action Plan*
 - o *Report on the Strategic Plan Process*
- Strategic Plan and Report 2005
 - o *The 2005 Strategic Plan*
 - o *The Report on the Process*
- Migration Initiative Documents
 - o *Migration Initiative for 2006*
 - o *Migration Initiative for 2005*
- IOM Donor Reporting Manual
- IOM Financial Guidelines
 - o *Accounting Procedures for IOM Field Offices*
 - o *Co-funding – Financial and Accounting Procedures*
 - o *Procurement Policy*
 - o *Vender Verification Procedure*
 - o *Assets and Inventory*
- Newsletters from IOM Harare
 - o *The two copies of the IOM Harare Newsletter (please note that the current newsletter is currently being finalized – 3rd edition)*

Emergency Assistance to Mobile and Vulnerable Populations, including Urban and Rural Displacements Programme Folder

- Proposals, Budgets and MoUs
 - o *All documents submitted to donors relevant to the programme. Please note that the proposal for Responses to HIV and AIDS and Gender-based Violence (GBV) for Displaced Populations is included in the binder specifically targeting HIV/AIDS and GBV.*
- Reports
 - o *The latest reports submitted to donors in late 2005 and 2006. Some of the reports were submitted to several donors (e.g. DFID, Sida and USAID), other donors required that separate reports be submitted. One example of an ECHO report is presented. Also included is the draft of the most recent report (this report will also be submitted with different financial reports to Sida and USAID).*
 - o *Print ECHO report and*
- Logframe, Monitoring Framework and Diagram of the Process
- Coordination meeting minutes

- *Several examples of coordination meeting minutes which are held with Implementing Partners at IOM.*
- Situation Reports and Press Releases
 - *Several examples of the situation reports which are submitted weekly to the UN (examples include from January 2006 only)*
 - *Press releases related to the Emergency Assistance Programme*
- Implementing Partner work
 - *An example of the work submitted by the partners': the MoU, the proposal, the monthly reports etc.*

Beitbridge Folder – funded by DFID, and most recently Sida

- Proposals, Budgets and MoUs
 - *All documents submitted to donors relevant to the programme, including the most updated project proposal. Please note that DFID requested the Migration Initiatives 2005 and a framework instead of a proposal. These two documents were used to determine funding. Also, the MoU was recently signed between IOM and Sida (based on the CAP) and the budget is currently being finalized.*
- Reports
 - *Reports submitted to DFID (at that time, the only funder).*
- Draft Monitoring Framework, Log Frame and Diagram of the Programme
 - *These documents are in draft form as they are revised by the Programme officer, the Senior Programme Officer and the Monitoring and Evaluation officer.*
- Mission Reports and Meeting Minutes
 - *Background documents on the establishment of the Reception and Support Centre*
- News Releases and Beitbridge Deportation Survey
 - *All news releases related to the Centre and the Survey undertaken in November 2005.*

Information Campaign – funded by DFID only

- Documents describing the programme, Budgets and MoUs
 - *DFID requested the Migration Initiatives 2005 and a framework instead of a proposal. These two documents were used to determine funding. The MoU is the same as the MoU presented in the Emergency Assistance Programme folder from DFID.*
 - *Two concept papers describing aspects of the information campaign*
- Reports
 - *Reports submitted to DFID (the only donor)*
- Roadshow Documents
 - *Documents pertaining to one aspect of the Information Campaign (including an evaluation report undertaken by the partner and forms which participants completed during the Roadshow).*
- Press on the Info Campaign
 - *Articles, press releases related to the Information Campaign*
- Materials for the Info Campaign
- Examples of the pamphlets, posters, brochures distributed during the Information Campaign

4. Terms of Reference

The Review Team will report to a joint team of donor representatives from DFID, USAID, Sida and ECHO, convened by the DFID Humanitarian Adviser.

Over the first 2 days, the consultants will:

1. Review secondary documentation of the IOM programme (project memoranda, log-frames, evaluations, quarterly reports, auditors reports, IOM Strategic Plans for 2005 and 2006 etc.)
2. Familiarise themselves with IOM's programmes and the Zimbabwean context, including operational constraints of a humanitarian and political nature.

In Zimbabwe, the consultants will:

3. Meet with DFID, Sida, ECHO, USAID, for briefing on the programme.
4. Meet with IOM management and staff for detailed discussion on programmatic and institutional issues.
5. Meet with IOM's implementing partners, and where possible beneficiaries, for discussions on capacity and operational challenges.
6. Meet other specialist NGOs involved in issues of displacement and migration e.g. child protection and rights based organisations.
7. Meet with UN agency staff to discuss the extent to which IOM's initiatives form part of a well-coordinated UN response to migration and displacement in Zimbabwe.
8. Visit project sites with IOM and implementing partners to gain an insight into the successes and challenges of programme delivery.

In feeding back to donors and producing a final report, the consultants will examine and make recommendations to donors on the following institutional and programmatic considerations:

Institutional considerations:

9. Examine the appropriateness and potential areas for improvement in the joint donor funding mechanisms and reporting requirements, including the potential for multi-year planning by IOM and more predictable, multi-year funding from donors.
10. Review IOM's systems for follow up and monitoring implementing partner's reporting and financial systems and their ability to build capacity of implementing partners in this area.
11. Review financial management systems, audit arrangements and asset management procedures to ensure funds are used cost-effectively and without risk of misappropriation.
12. Establish whether significant procurement/contracts were subject to competitive bidding; check to see whether the amounts paid for goods and services are in accordance with the tender/quotation.
13. Explore the potential for the establishment of an emergency trust fund for use in providing rapid humanitarian response to new displacements without detracting resources from ongoing programmes.

Programmatic considerations:

14. Explore with key stakeholders the extent to which the programme is helping to mitigate the impact of displacement and irregular migration on vulnerable households.
15. Review the appropriateness of interventions and the extent to which these are responding to the perceived needs of beneficiaries, including any assessments and participatory planning methods.
16. Evaluate IOM's comparative advantage in relation to their global mandate and their capacity in country in all sectors they currently operate including food, non-food items, water and sanitation, livelihoods, agriculture, migration etc. Are IOM capable of filling all roles, or are they spreading themselves too thinly?
17. Examine the extent to which secondments through UN agencies and other organisations may be appropriate for increasing IOM's sectoral capacities.
18. Examine IOM's targeting methodology, including beneficiary verification processes and the suitability of IOM's beneficiary database.
19. Examine IOM's exit strategy for humanitarian interventions. In particular, review the current and potential linkages with medium-term livelihoods support.
20. Examine the extent to which human rights and protection considerations are integrated into IOM's programmes.
21. Explore the extent to which issues of child protection, HIV vulnerability and gender based violence are effectively mainstreamed into programmes.
22. Examine the extent to which humanitarian response is linked to advocacy, including legal representation and security of tenure.
23. Examine IOM's procedures for detecting, responding to and reporting incidents of political and other interference in programme implementation.

Timing

The review will take place in early April 2006. The consultants will spend 11 days reading, in discussions and field visits – with an additional 5 days for preparation and report writing.

During the first 2 days the team will thoroughly examine all relevant documents relating to IOM's programmes in Zimbabwe, and the general operational context.

During the first week the team will interview all the main stakeholders including donors, IOM, implementing partners and other NGO and UN staff.

During the second week in country field trips will be made to at least three operational sites, including one site of support for displaced farmworkers, one site of support for victims of Operation Murambatsvina and the Beitbridge reception centre for irregular migrants.

At the end of the second week, the team will present their initial findings to donors. This will allow comments to be incorporated onto the first draft report.

The draft report should also be shared with IOM, who may wish to input comments from headquarters. The final report should be completed and submitted to donors within one week of the review.

Outputs

The consultants will produce a draft report and Powerpoint presentation for discussion with donors and IOM prior to leaving Zimbabwe.

The final report will be produced within 1 week of receiving feedback on the draft report. The main body of the final report will have an executive summary, a section on key recommendations to IOM, a section on key recommendations for donors, and will report directly to the ToRs and be no longer than 50 pages. Additional material should be contained in annexes.

Review team's competences and expertise

The Team will be made up of 3 consultants with expertise in the areas of humanitarian and IDP programme evaluation, institutional appraisal and evaluation, and report writing.

The most experienced consultant with relevant programme review and management skills and experience will be appointed Team Leader.

The consultants will require a balance of backgrounds, experience and contextual knowledge of Africa and Zimbabwe.

1. Institutional Specialist:

At least 5 years proven track record of institutional evaluation including:

- staff and management structures
- implementing partner capacity building
- financial and narrative reporting
- joint donor funding modalities

2. Humanitarian Programme Evaluation Specialist

At least 5 years experience of migration issues, preferably in the Southern Africa region, with specific knowledge of best practice relating to:

- Forced and irregular migration
- Internally displaced persons
- Rights-based approaches to migration, including protection
- Integration of HIV/AIDS and gender-based violence

3. Report Writer

At least 5 years experience in report writing with a combination of programme and institutional evaluation skills. Contextual knowledge of displacement and responses in the Zimbabwean context would be an advantage. Capable of meeting pressured deadlines. Knowledge of report writing and presentation skills including the following:

- Joint donor review writing
- Power point presentations

5. Beitbridge Project

The following is based on a project site visit by Francois Goemans 2-3 May 2006:

The intensive deportation campaign for the illegal Zimbabweans migrants by South African authorities started in 2003 and has increased from around 50,000 people at that time to 100,000 in 2005, and continues in 2006 at a rate of 2000 persons per week.

In 2004, IOM had made several assessment missions to Beitbridge on the Zimbabwean side of the Zimbabwe-South Africa border. These were followed by an “immediate post-arrival survey” in November 2005. Following these assessments, IOM started a project called “Humanitarian assistance to deported migrants and mobile populations at the South Africa – Zimbabwe border (Beitbridge)” in February 2005, with the overall objective that: *humanitarian needs of deported Zimbabwean migrants (including unaccompanied minors) in Beitbridge are addressed and all migrants are informed on safer migration.*

This project is not comparable with the humanitarian projects run by IOM Zimbabwe. This project has a wide coverage, beyond the humanitarian arena, with a core migration component, a ‘Placement Centre’ for Zimbabwean farm workers, police and immigration institutional capacity building, and informal cross border trade association support. Furthermore, the project process is designed in the opposite way to typical humanitarian projects, for example, building new immigration and police offices with equipment and a permanent reception centre in first phase, and then following with the humanitarian assistance (food, health care, transport) for those deportation victims who choose voluntarily to go back to their home in Zimbabwe.

The beneficiary selection based on willingness to return to their home in Zimbabwe is clearly not based on the overall humanitarian needs and therefore the deportation victims who don’t want to go back home, or wish to do so independently, will not benefit for any humanitarian assistance, regardless of their humanitarian needs. This could be perceived as a discriminatory treatment.

Overall, this project is more a migration project with a humanitarian component, rather than a humanitarian project. The title and the main objective do not adequately represent the overall project approach and activities.

Project main strengths

- IOM staff (Beitbridge) commitment.
- Authorities’ collaboration and acceptance.
- Reception Centre quality (building).
- Willingness to address migration and humanitarian needs in a complex crisis.

Project weakness

- Beneficiary selection criteria based on willingness to return home.
- Delay in addressing the humanitarian needs (IOM started the project in February 2005, and yet 16 months later there was still no humanitarian assistance)

- Delays in starting the project.
- The South African government is not involved or engaged in the project, even though they are the authority responsible for the deportations.
- There is no exit strategy for IOM's role in the project.
- There is no MoU with the referral health care services.
- Humanitarian needs assessments are not deep enough.
- Big investments have been made (building) with no preliminary pilot phase.
- Encourage de facto deportation by train (resuming passenger railway transport only for this purpose, possibly for purposes isolation/hidden from public eye).

Explanation of the delay in starting up (Planned for 01.02.05):

It initially took 5 months after the official project start date (07.07.05) to receive the formal agreement by the Ministry of Foreign affairs. Consequently, recruitment new international staff was also delayed and was not completed until November 2005. Further delays were caused in the building process due to the Zimbabwean economical environment. There were also power supply problems, which were solved recently with the purchase and installation of a big generator.

As the project is migration oriented and not humanitarian oriented, there has been a need to address the political and infrastructure issues before the humanitarian needs. Migration projects do not need to have the same pressing timeframe that is expected for humanitarian projects.

Institutional questions raised by the programme for donors and IOM

This project provides direct assistance to the local authorities (Police and Immigration). While this might be necessary for a migration project, it should be avoiding for a humanitarian projects. Similarly, the close proximity, and no physical difference, between the authorities' offices and the reception centre (same building, almost within the same compound) could create confusion for the deportation victims. The humanitarian principles of neutrality and impartiality are not sufficiently insured.

Role of regional approaches

The project must have a regional approach with a strong participation of the South African authorities, IOM and the international community. Indeed, this deportation activity doesn't respect the elementary human rights principles (People are deported in a overcrowded truck, asylum rights are not respected etc). Therefore, this project should have a protection component in *South Africa*, where illegal migrants are gathering and are transported to Beitbridge.

As the non availability of migration documents is the main issue for the migrants, solutions must be found between SA and Zimbabwean authorities.

Recommendations

IOM should:

- Immediately start the humanitarian component of this project (even if other aspects are yet to be put in place).
- Reconsider the beneficiary selection process and address the humanitarian needs (food and health assistance) for all the deportation victims.
- Enshrine humanitarian principles within the project implementation (neutrality, impartiality).
- Improve the needs assessment and exit strategies especially for the project's humanitarian component.
- Establish an MoU with the medical referral authorities in Beitbridge.
- Extend the project as a regional approaches (e.g. illegal migrant protection in South Africa, specific migration documents, South Africa possible involvement for the resettlement)