

**Second Joint Donor Review of International
Organization for Migration (IOM) Programmes on
Emergency Assistance to Mobile and Vulnerable
Populations in Zimbabwe, Humanitarian Assistance to
Returned Migrants and Mobile Populations at the South
Africa-Zimbabwe Border, and the Safe Journey
Information Campaign**

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For DFID, Sida, USAID and ECHO



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The team also thanks the beneficiaries, implementing partners, United Nations agencies, donor representatives, and local and national authorities for sharing their experiences with us, and finally DFID for coordinating the review.

Cover picture (by Brighton Mvumi): The borehole that supplies irrigation water for Zunidza resettled community, Makoni district, Manicaland province.

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LIST OF ABBREVIATIONS AND ACRONYMS

CAP	Consolidated Appeal Process
DDF	District Development Fund
DFID	UK Department for International Development
ECHO	European Commission Humanitarian Aid Office
GBV	Gender-Based Violence
GoSA	Government of South Africa
GoZ	Government of Zimbabwe
IDP	Internally Displaced Persons
ILO	International Labour Organisation
IOM	International Organization for Migration
IP	Implementing Partner
M&E	Monitoring and Evaluation
MVP	Mobile and Vulnerable Populations
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
PROCAP	Protection Capacity (surge capacity for protection officers)
PSI	Population Services International
Sida	Swedish International Development Cooperation 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
WHO	World Health Organisation
ZINWA	Zimbabwe National Water Authority

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1. EXECUTIVE SUMMARY

The Second Joint Donor Review of IOM Harare was commissioned by DFID, Sida, USAID, and ECHO as a follow-up to the first review in 2006, with a particular focus on the progress achieved in response to the recommendations put forth in the first review report, as well as a more in-depth examination of the activities in Beitbridge, which had only just begun at the time of the first review. IOM received over US\$ 25,000,000 in 2005 and 2006 from 11 donors. Current funding received so far in 2007 totals US\$6,516,685 comprised of 10 donors.

In addition to reviewing progress on the first review, the overall purpose of the review was to assess the progress towards achieving all programme, Outputs, Purpose, and Goal, and to consider the validity of Assumptions in the Logical Framework. The current review focuses more on programmatic issues and less on institutional issues.

1.1 General Findings

IOM has remained at the forefront of responding to the humanitarian needs of the many mobile and most vulnerable populations in various parts of the country, expanding into new areas, and establishing the ground-breaking services for deportees at the town of Beitbridge, the most significant arrival point for Zimbabweans deported from South Africa.

Some of the general highlights in terms of achievements:

- Significant progress has been made with HIV/AIDS and protection mainstreaming.
- Beitbridge centre is the first of its kind, and protection work is an effective way of holding the South African governments to account.
- Safe Zone in Chiredzi is an innovative way of engaging early with young people on migration issues, although evaluation of effectiveness is not yet carried through.
- IOM has developed excellent tools for M & E
- A lot of information has been generated and well-documented by IOM which can provide a source of learning for stakeholders including technical/research reports.
- Information is being shared regularly with stakeholders through the various fora including cluster groups

There are two key areas for discussion and decision-making between IOM and its donors that emerged from this year's review: management of the expansion of IOM, and recognition of the worsening logistical constraints faced by IOM and its partners that are negatively affecting the efficiency of all of IOM's programmes.

1. Managing the growth and expansion of scope of IOM in Zimbabwe

Mostly because IOM has had sole access to some of the politically sensitive areas where vulnerable populations have been resettled or themselves moved to, the humanitarian community has relied exclusively on IOM and its partners to provide both relief assistance, and more recently, livelihood support to those areas. This exclusive access by IOM, either directly or through its partners, makes access to these areas highly vulnerable in the event that the excellent relationship that IOM and its staff has with the GoZ deteriorates for any reason. If the humanitarian community decides that this level of vulnerability is acceptable, then the donors should continue to facilitate IOM's improvement in the areas where it is not as strong, for example livelihoods and

food aid, which translates to additional staff and specialised staff training. On the other hand, if the humanitarian community is committed to leveraging access to the sensitive areas for a larger number of partners, then those known for their strong expertise in livelihoods and food aid should take over and IOM phase out to concentrate once again on their core areas of migration and emergency programmes.

2. Recognition of current severe logistical constraints

The extreme rate of inflation over the past year combined with lack of availability of affordable materials within Zimbabwe needed to carry out projects has caused unavoidable delays in acquisition and deliveries, and large amounts of staff time devoted to unravelling the complications and red tape, securing goods, and making constant planning and budgeting adjustments in response to the changing conditions. IOM risks severely overtaxing its highly dedicated staff unless additional employees are added to ease the burden of this situation or IOM reduces the variety of activities that it is managing.

1.2 Key Achievements, Challenges and Recommendations

The key challenges and recommendations outlined here are based on interviews and observations in the programme sites visited in each province. Therefore we cannot categorically say this is the case for *all* IOM programme sites.

1.2.1 Output 1 - Harare Province (Hopley Farm and Hatcliffe)

Key Achievements

- Continued negotiated access and expanded humanitarian assistance to the urban vulnerable
- Continued excellent relations with the GoZ and local partners at all levels that enables the progress with the MVPs to continue

Key Challenges

- Difficulties in helping those vulnerable families - for instance in Mbare Hills on the edge of Hatfield - to acquire the permits for stands that would then enable them to officially receive shelter, and other services
- Securing sufficient time and capacity to enable income-generating activities to thrive; much more effort is needed in this hyperinflation economic context than in more stable ones.

Recommendations

- IOM should use its unique relationship with GoZ and limited funding to identify and access additional caseloads in Harare for humanitarian assistance and hand over the non-humanitarian services to other actors.
- IOM should continue to encourage UNICEF to address the large number of children in Harare urban resettlement areas who are currently not attending school.

1.2.2 Output 1 - Manicaland Province (Nyamukwarara, Fairfield and Zunidza)

Key Achievements

- Identification and negotiated access to extremely isolated and traumatised communities

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- Provided strong motivation, and materials and moral support resulting in stabilisation of some groups

Key Challenges

- High morbidity and mortality due to malaria in Nyamukwarara
- The beneficiaries are experiencing technical problems with irrigation drip kits in Fairfields and Zunidza
- Questionable feasibility of income generating activities and market potential

Recommendations

- IOM should finalise its plans to engage other partners (already initiated with some NGOs such as CARE) to transition into livelihood activities in this area.
- Meanwhile, IOM should stop expanding into livelihood activities and strengthen or make the existing ones work first. Alternatively, focus on a few which have high chances of success.

1.2.3 Output 2 – Matebeleland South Province (Beitbridge)

Key Achievements

- Providing a full range of humanitarian services to over 85,000 migrants - half the target number for three years of the programme;
- Building of some effective stakeholder relationships at working level (GoZ, GoSA, local authorities, immigration officer) which have facilitated protection work¹;
- Raising awareness on migrants' rights through stakeholder workshops and protection work.

Key Challenges

- Continuing to provide the same level of service if the numbers of deportees continue to rise - how to prioritise/target services within finite resources?
- Ensuring services of the centre do not become a magnet for facilitating irregular migration flows;
- Continuing to maintain effective stakeholder relationships, whilst avoiding the creation a culture of dependency and retaining sufficient independence to maintain an advocacy role.

Recommendations

- IOM to collect more reliable data about numbers of migrants using the centre repeatedly (through the introduction of e-registration) with a view to prioritising resource allocation in the future;
- Work with stakeholders should focus on continuing to build stakeholder capacity with a view to handing over some of the work to local service providers, in the medium term IOM (e.g. protection work, labour migration agreement);
- Sustainability - need for greater input and coordination from donors' livelihood work to target main regions of origin of migrants.

¹ IOM is currently working with the GoZ and GoSA, in coordination with ILO to operationalise a bilateral agreement on the migration of farm workers to the Limpopo Province

1.2.4 Output 3 – Matabeleland South (Beitbridge) and Masvingo (Chiredzi) Provinces

The tight schedule for meetings did not allow as in-depth an analysis of the campaign as other interventions reviewed.

Key Achievements

- Evidence based campaign targeted at age group and regions most at risk of migration.
- Consistent messages throughout IOM programmes in Beitbridge and Chiredzi;
- Opened "Safe Zone" in Chiredzi, a popular facility to provide information to young people about migration/HIV/AIDs.

Key Challenges

- Measuring success - attributing impact of information campaign when multiple factors are at play;
- Extent to which people can make an "informed choice" about migration in the current climate.

Recommendations

- Need for thorough evaluation of effectiveness of phase II of the campaign and of centre in Chiredzi to inform future targeting.

A summary of all recommendations found in the report are listed by topic at the end of the report.

2. INTRODUCTION

2.1 Context

Since the first review in 2006, the socio-economic and political situation in Zimbabwe has declined even further. The country's inflation is currently the highest at 4000% and unemployment levels at 80%. There has also been Operation "Chikorokoza Chapera" to get rid of illegal mining activities in the whole country which has deprived many families and small-scale entrepreneurs of a livelihood. Sporadic evictions in various parts of the country on commercial farming areas and other 'informal' settlements have also caused displacement and increased vulnerability. The effects of Operation Restore Order or "Murambatsvina" are still persisting. Although the proportion of people living with HIV/AIDS in the 15 to 49 year age group declined from 22.1% in 2003 to 18.1% in 2006 for the same age group², it is still a major problem given the prevailing economic environment. During the 2002/03, 2003/04, 2004/05 and 2006/07 cropping seasons, droughts were experienced to varying extents. Droughts have devastating impacts, particularly in rural areas where livelihoods are natural resource dependent and as a result household food security remains threatened. The severe economic situation has led many individuals to migrate in search of better prospects across the South African border. The South African authorities have taken a firm approach, deporting often over 1000 migrants per day to the border town of Beitbridge.

IOM has remained at the forefront of responding to the humanitarian needs of the many mobile and vulnerable populations in various parts of the country (Fig. 1), expanding into new areas, and establishing the ground-breaking services for deportees at the town of Beitbridge, the most significant arrival point for Zimbabweans deported from South Africa. IOM's humanitarian assistance programmes have risen from approximately US\$0.9 million (funded by four donors) in 2003 to over US\$25 million in 2005-2006 funded by 11 donors. Current funding received in 2007 totals US\$ 6,516,685 comprised of 10 donors. The rapid growth in IOM's portfolio caused donors and the 2006 review team to question IOM's capacity to continue to respond with the exemplary performance shown in earlier years. This second review addresses that issue as well. The current review focuses more on programmatic issues and less on institutional issues.

2.2 Review Purpose

This review was commissioned by a joint donor groups comprised of DFID, Sida, USAID, and ECHO. This group has collectively contributed the largest percentage of IOM's cumulative budget from 2003 to the present.

The purpose of the review was to:

- Assess progress towards the purpose of the programmes, including the relevance and realism of programme outputs, the contribution of the purpose towards the programme goal, the validity of stated risks and assumptions, and the overall likelihood of the programme achieving its purpose.
- Assess achievement of Output 1 (*To address the humanitarian needs of mobile and vulnerable populations*). (*supported by all donors*): To address the humanitarian needs of mobile and vulnerable populations, including the appropriateness of interventions; assessment and targeting methodologies; the effectiveness of HIV and gender-based violence mainstreaming; the quality,

² Zimbabwe Demographic and Health Survey 2005-2006

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range, and appropriateness of capacity building of implementing partners; and gender sensitivity.

- Assess achievement of Output 2 (*To address the humanitarian needs of deportees in Beitbridge and increase the involvement of all stakeholders in promoting and protecting the rights of migrants*) (supported by DFID and Sida): To address the humanitarian needs of deportees at Beitbridge and involving stakeholders in promoting and protecting the rights of migrants, including the quality, range, and appropriateness of the assistance provided to deportees at the Reception Centre; assistance given to children; the capacity of the centre to deal with protection issues; and progress towards improved cooperation between stakeholders in Zimbabwe and South Africa.
- Assess achievement of Output 3 (*To provide potential Zimbabwean migrants with sufficient information to make informed choices about migration while also increasing their levels of knowledge on potential risks and vulnerabilities including the threat of exposure to HIV & AIDS*) (supported by DFID): Provision to potential Zimbabwean migrants with sufficient information to make informed choices about migration while also increasing their levels of knowledge on potential risks and vulnerabilities including the threat of exposure to HIV/AIDS (The Safe Journey Information Campaign).
- Consider possible revisions to the existing programme, in the areas of beneficiary (re)assessments; community participation; programme responsiveness; monitoring, evaluation and reporting; donor harmonisation; transition, handover and exit strategies; and livelihoods.

The full terms of reference for the review can be found in Appendix 1.

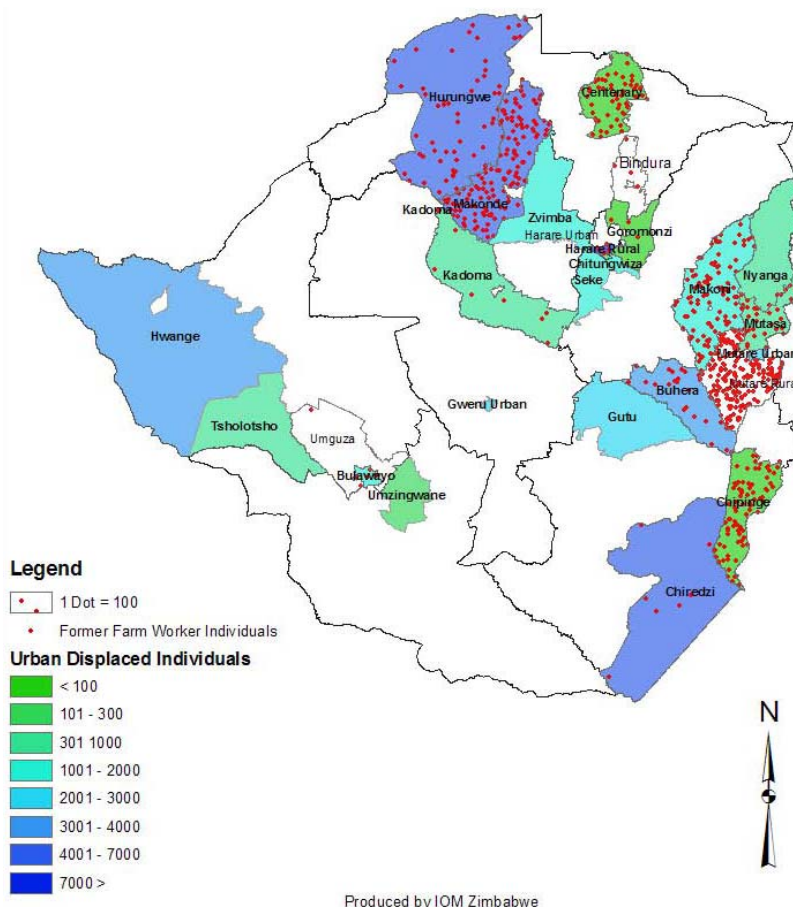


Fig. 1: Number of mobile and vulnerable people registered with IOM by December 2006 (Source: IOM, 2007).

2.3 Review Methodology

The review team comprised three professionals with the following specialisations:

1. Donor Evaluations and Livelihoods Specialist: Brighton Mvumi (Team Leader)
2. Migration (forced and regular) Specialist: Helen Robson
3. Humanitarian programme, Gender, Protection Specialist: Marion Pratt

The following methods were employed in conducting this review:

- Preliminary review of documents (supplied by IOM/DFID). A list of these documents can be found in Appendix 2.
- Preliminary meeting between the team leader and DFID/IOM for initial briefing on the programme and the logistics.
- Introductory meeting with the donors (DFID, USAID, The Netherlands Embassy, Sida, as well as WFP).
- Preliminary meeting with IOM management and staff for overview of programmatic and institutional issues.
- Meetings with IOM's programming and management staff.
- Brief meetings with IOM's Implementing Partners for discussions on capacity and operational challenges.
- Meeting with selected specialist NGOs involved in issues of displacement and migration e.g., child protection and rights-based organisations.

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- 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.
- Field visits (see Fig. 2) with IOM and Implementing Partners to gain insights into the successes and challenges of programme delivery and to appreciate beneficiary perceptions.

A list of the people met or interviewed during this review is given in Appendix 3. A more detailed review schedule is attached as Appendix 4.

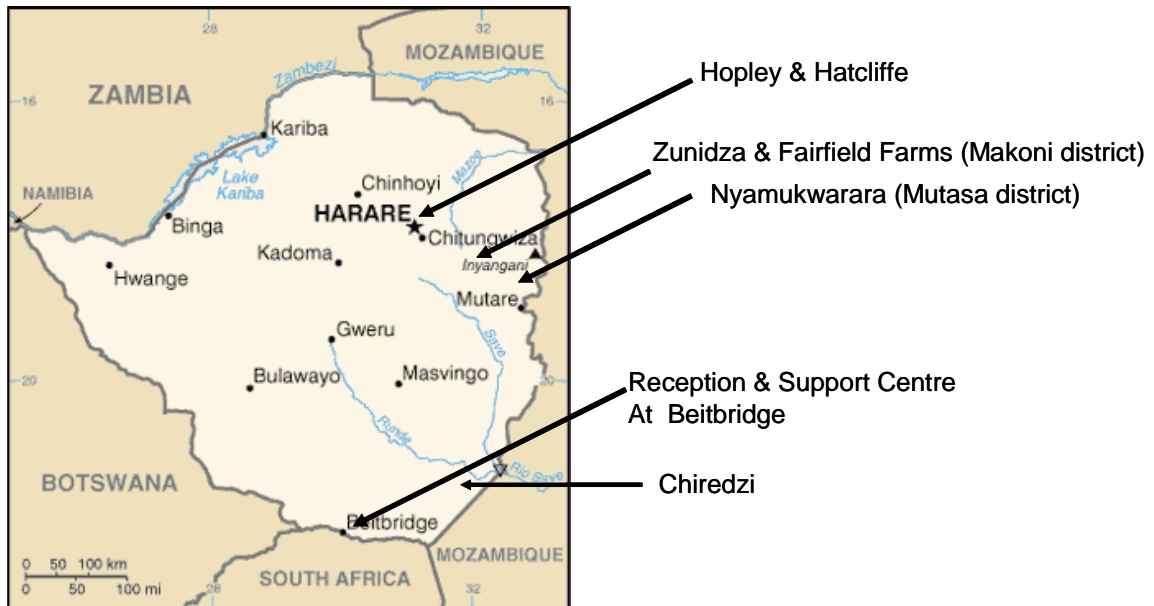


Fig. 2: Programme sites visited by Review Team

2.4 Review Limitations

Some of the same limitations for the first review apply equally to this one, including the time limitations, which must always be balanced with costs. The information presented here is largely impressionistic, given the short time available to undertake and complete the review. However, this team did agree at the outset to assigned roles and responsibilities. For next year's review, it is strongly advised that a donor or rented vehicle be assigned to the team as well as a designated working space at DFID to facilitate the logistics and completion of the review tasks and products. The logistical demands on IOM were substantial, though very graciously given.

Only one consultant was assigned to review the programmes in Beitbridge and Chiredzi. In future it might be advisable to employ an additional consultant to share this workload. Alternatively, the whole team should visit the sites to tap on the diversity of expertise within the team.

Most of the meetings with the various stakeholders were held before the field trips. To get the best out of field trips, it is recommended that field visits be conducted before the detailed meetings but after receiving just an overview of the programme. This strategy helps to focus discussions on real issues picked from the IPs and the beneficiaries.

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Having a Zimbabwean as part of the team is highly recommended for contextual insights as well as field translations.

This work is a challenge for the team to do in 1.5 weeks, especially when the emphasis is on writing and interviews. Having an external reader to go through the thousands of pages of documents, select key ones for the team, and provide an overview of what has been achieved in each sector as well as outstanding issues since the last review could be helpful. Since it is impossible to cover all of the many sectors well in the allocated time, perhaps each of the successive reviews should focus on two sectors in more detail, and do just a broad overview of the others.

3. REVIEW FINDINGS

3.1 Progress towards Outputs

3.1.1 Outputs to Purpose Assessment

The purpose of the IOM programme (as stated in the Logical Framework for IOM Zimbabwe 2006-2009) *is to protect the rights and address the needs and vulnerabilities of migrants and mobile populations*. The IOM programmes have exceeded expectations in their provision of relief goods and services to growing numbers of vulnerable people and deportees, and have expanded their reach into new areas where populations at risk are settling, either temporarily or permanently. IOM has also clearly begun to make excellent progress in the area of protection through added protection components including more practical measures to ensure data collection tools are in place to report and act on incidents of abuse, thefts, etc, as well as training workshops with a human rights based approach. The secondment of protection officers, particularly from the Norwegian Refugee Council, was instrumental in this achievement. There is concern, however, that IOM's ever-widening scope of activities, considered to be outside IOM's manageable interest by some people interviewed, carried out in the context of increasingly difficult logistics associated with the imploding economy, could reduce the effectiveness and quality of its programmes. Details on some of the activities are described later.

3.1.2 Purpose to Goal Assessment

The goal of the IOM programme (as stated in the Logical Framework for IOM Zimbabwe 2006-2009) *is to contribute to the management of cross-border (international) and internal migration*³. The programme has made a significant contribution towards safe migration and in addressing the needs of deportees.

3.1.3 Review of 2006 Risks and Assumptions

2006-2009 Framework Risks and Assumptions For Programme Purpose and Goal	Comments (with reference to the IOM Annotated 2006-2009 Framework)
The political and security situation does not deteriorate sufficiently to make the project unable to meet its objectives	The harsh political realities and conflict between the GoZ and opposition parties have brought on international condemnation <i>New risks and assumptions:</i> Chances are very high that the political situation will further deteriorate with upcoming presidential and parliamentary elections in 2008
Safety of IOM staff and its implementing partners will not be compromised	This past year, the security of IOM staff, highly respected in Zimbabwe, and unique access largely has not compromised their work.
The authorities will abide by generally recognized humanitarian principles; non-discrimination on aid delivery, humanitarian access to beneficiaries, and protection of humanitarian workers;	The GoZ tardiness in providing permits for stands for the so-called "Mbare" annex populations in Hopley Farm for example, is limiting IOM and its partners from providing shelter and other basic services. GoZ is reluctant to provide stands for temporary shelter rather than permanent ones.

³ It must be noted that in the reviewers opinion, the MVP programmes do not fit well within this goal

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2006-2009 Framework Risks and Assumptions For Programme Purpose and Goal	Comments (with reference to the IOM Annotated 2006-2009 Framework)
Adequate and comprehensive funding is made available to IOM by donors to ensure the effective implementation of all programmes including reaching of all targets	<p>There is still inadequate funding to assist all of the humanitarian and transitional livelihood needs.</p> <p><i>New risks and assumptions:</i> The threatened eviction of 800-1000 more commercial farmers if carried out will mean an increase in caseloads which would require increased donor funding.</p> <p>The 2006/07 crop failure due to drought in Matabeleland North and South provinces as well as pockets of other provinces will continue to add to the numbers of newly vulnerable.</p> <p>Between the last review and the current one, there has been another operation dubbed "Chikorokoza Chapera" targeted at illegal mining countrywide. This narrowed livelihood options for communities and is likely to increase the caseloads</p>
Government will adhere to its commitment to land tenure for the stabilized affected populations	The GoZ still needs to be encouraged to facilitate access to land for vulnerable populations and provide permits for stands in the urban settings.
The concerned international and national project partners continue to offer the necessary comprehensive support as defined by their respective mandates within all three programme areas	The continued lack of access to sensitive resettlement areas by any organization but IOM and some of its partners makes the unique responsibility with IOM a weakness in the overall humanitarian programme for the country. Thus the UN Team and donors should push for additional access to enhance sustainability.
The macroeconomic climate does not negatively impact the implementation of the programme	The severely contracting economy (over 4000% inflation, the worst in the world, at the time of this report) in fact has had a major negative effect on the targeted populations as well as the planning, logistics, accounting, and day-to-day operations of IOM and its partners.

Risks and Assumptions for Output 1 (MVPs)	Comments
IOM is receiving unequivocal access to most locations and beneficiaries affected by displacement	Those households in the urban and rural areas that have not yet been allocated stands do not receive improved shelter and some services.
The authorities will abide by generally recognized humanitarian principles on aid delivery, humanitarian access to beneficiaries, and protection of humanitarian workers;	GoZ continues to discriminate in the assignment of stands in the Harare urban areas eg "Mbare" annex population in Hopely Farm
IOM will ensure that protection measures especially for most vulnerable categories of the assisted caseload, including women and children, are appropriately implemented	There has been only little progress by IOM and other humanitarian partners in acquiring identification papers for many of the 'stateless' people, originally from Mozambique, Zambia, and Malawi.

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Risks and Assumptions for Output 1 (MVPs)	Comments
There will be no adverse government policies directly affecting the project	In the areas visited, there have been no major additional setbacks in this domain over the past year. Elsewhere, however, there are reports from IOM that one of its IP was prevented from operating in one district because the partner is a trust not a PVO

Risks and Assumptions for Output 2 (Migrants and Deportees)	Comments
That all concerned stakeholders retain their commitment in the process and that obligations are met through the required coordination meetings	Monthly stakeholder meetings have ensured continued levels of support from all stakeholders.
That the political and security situation does not deteriorate sufficiently as to make the project unable to meet its objectives	If numbers of deportees continue to increase there is the challenge of providing the same level of service to migrants.
Border officials are stationed long enough in Beitbridge area to instil change within their behaviour towards and understanding of the rights of the deportees	Work towards sensitising border and other key officials underway, but behavioural change will remain a long term objective.
There are no major changes in the migration environment—availability of passports and visas, and deportation policy of the South African Government	Availability of passports has become more difficult over the period due to GoZ shortage of finance. GoSA policy remains constant, but they are increasing their capacity to deport with the opening of a new centre in Musina
That overall practice and policy with regard to availability of passports in Zimbabwe, accessibility of visas to RSA, and overall deportation policy do not change to reduce or raise volume of deportees from current volumes and push factors influencing irregular migration decisions	Over the year accessibility to passports become more difficult, whilst deportations increased from last year. Not yet clear if trend will continue or peak. <i>New risks and assumptions:</i> Increased capacity of GoSA to deport coupled with political push means IOM is may be unable to maintain current levels of service delivery with the existing staffing/resources capacity.

Risks and Assumptions for Output 3 (Beitbridge Information Campaign)	Comments
That all concerned stakeholders retain their commitment in the process and that obligations are met through the required coordination meetings	Stakeholders remain committed to the process, but failure to secure full funding means some of the activities have had to be scaled back.
That the political and security situation does not deteriorate sufficiently as to make the project unable to meet its objectives	The political and economic situation continues to be difficult, but objectives should still be achievable.
Government will continue to allow IOM to reach out and target youth within both urban and rural areas	IOM have continued to obtain access to rural areas, and have built good relationships with government who are content with IOM's work.
The teachers will embrace the opportunity to work with IOM and follow through on the initiatives with the incentives on offer from IOM (e.g. prizes for school projects)	One schools' competition held so far with 100 or so entries. Exploring possibilities for further work with schools.
That the concerned international and national project partners continue to offer the necessary support as defined by their respective mandates	Stakeholders still appear to be bought into the process. <i>New risks and assumptions</i>
IOM is aware that there are people in Zimbabwe of	It has been very difficult for Zimbabweans to

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Risks and Assumptions for Output 3 (Beitbridge Information Campaign)	Comments
'stateless' nature who would not be able to request a passport hence the targets are only meant for those who can legally request a passport	get passports. IOM has therefore refocused the campaign to focus on warning against dangers of irregular migration and suggested changing the target accordingly. Messages will also be appropriate for "stateless" persons.

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3.1.4 IOM's Response to and Progress towards 2006 Recommendations

IOM must be commended for addressing most of the 2006 review recommendations (Table 1).

Table 1: Response to Recommendations from Previous Review (The highlighted sections refer to recommendations for the UN agencies, cited mainly because they bear directly on IOM's operations and ultimately, performance)

2006 Review Recommendations	IOM's response	2007 Review comments/recommendations
Institutional Recommendations		
IOM requests for funding, and subsequent funding agreements, should reserve at least 10 % of the programme budget for increases in inflation and small-scale increases in caseloads.	-	DFID reserved the 10% but funding levels for IOM have enabled IOM to keep those funds in reserve. Some other donors have also allowed smaller percentages of line-item contingencies for inflation distortions, which will be very helpful.
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	Outcome-based log frame adopted. Targets remained 12 month long because only one donor is providing long-term (3 years) funding. Most donors prefer funding through the CAP rather than the Concept Note.	Only DFID has provided long-term funding so far and while others have been encouraged to follow suit, the current political context is not conducive to long-term donor commitment. Project time periods should be granted for at least 12 months to facilitate planning and potential increase in beneficiary case loads.
IOM Headquarters, 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 Zimbabwe prepared draft guidelines for Donor Harmonisation and will be presented to donors after input from the Donor Review Team.	It is not realistic to expect donors to standardise formatting, timing and reporting given the varying policy and legal constraints for each donor. However, based on the difficult conditions under which IOM is operating, donors who have not already done so should consider adopting a waiver to reduce the number of reports required.
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	Individual donors made aware of their restrictions and how they impact on both human and financial capacity	While donors may be aware of the impacts, they will likely remain in disagreement about the roles and responsibilities of the GoZ and thus what should and should not be funded. Donors

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2006 Review Recommendations	IOM's response	2007 Review comments/recommendations
		should minimize restrictions on the input of relief packages Continued dialogue among donors is encouraged.
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	<p>At one time, IOM had secondments of:</p> <ul style="list-style-type: none"> • Protection Officers (international), one through Norwegian Refugee Council and another through the Danish Refugee Council • 3 professionals (one international) from WFP • 1 professional (international) from CIDA (MHU) <p>Currently, there are no international secondments. The CIDA staff member has now been hired by IOM to continue working in MHU and the 2 national secondees from WFP are still with IOM in Harare and Beitbridge respectively.</p>	The secondments have resulted in marked improvements in IOM programming in all three areas mentioned. Another protection advisor, either through PROCAP or a position funded by a donor, is strongly encouraged to continue the progress with protection. While IOM has improved significantly in food delivery, several food experts advised the review team that more experienced food aid partners should take over this activity in areas that are not restricted to just IOM, given the complexity of food issues in the country ⁴ .
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	IOM disagreed with this recommendation. Monthly or quarterly financial reports exert a heavy burden on their human resources. They have now generated draft guidelines in attempt to harmonise donor requirements.	This review concurs with IOM considering the current severe and worsening economic challenges in the country, especially with regards to inflation as well as the number of donors (11) IOM is working with. In fact a reduction in the number of reports is advised, given the amount of time that is being devoted to report drafting that would be better spent in the field and working with IPs.
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	Created (in December 2006) and implemented (since January 2007) an IP monitoring system to determine progress made by IPs and to improve capacity building and transparency between the IPs and IOM. The system is centre on IP Focal Points.	Through workshops and other training, IOM has greatly improved in this area as well, and the IPs were appreciative of these efforts. The next step is to tailor the capacity building according to the variable capacity of each group, and use the existing skills of the stronger IPs to help

⁴ However, IOM argues that they have been distributing food since 2003 and they have enough experience to continue with food distribution. They feel that their team has been strengthened by employing 6 former WFP staff coupled with 2 WFP seconded staff including another one paid for by WFP. All the same, there are still some concerns on IOM's targeting accuracy. IOM is currently addressing this by taking on board WFP targeting criteria as from February this year.

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2006 Review Recommendations	IOM's response	2007 Review comments/recommendations
<p>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</p>	<p>IOM provided a 3 day M&E workshops for the IPs and will continue to provide one-on-one training where necessary</p>	<p>bolster the weaker ones. The IPs also remarked that more opportunities to share experiences and trouble-shooting techniques would be very helpful. Continued monitoring by IOM of IP needs will help determine effectiveness of their support.</p>
<p>Programmatic Recommendations</p>		
<p>IOM needs to improve reporting by focussing on more accurate 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.</p>	<p>IOM will now report on outcome indicators developed within the existing framework rather than he outputs. The outcome-based monitoring frame has been developed and tested in November and finalised in March 2007.</p>	<p>Through the addition of staff members devoted to M&E, IOM has made significant improvements in this area, and the revised tools developed will help IOM assess needs and changing conditions. It will take time for staff to become comfortable with the revised tools, but IOM's demonstration to IPs of how survey results can improve their programmes will help. Donors should recognize that demonstrating and quantifying impact in some areas will be difficult due to multiple causal factors.</p>
<p>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)</p>	<p>Targeting criteria for all sectors improved and caseloads reassessed between December 2006 and February 2007. WFP and IOM improved the registration form based on targeting criteria. Involved community participation as well as cross-checking data in the Database. Morbidity data being collected through the disease surveillance system.</p>	<p>IOM has relinquished food distribution in some of the Harare urban areas to Christian Care and is considering handing-over in other areas. IOM should continue handing over food delivery in areas where more experienced NGOs have access. Some of those shortcomings were evident in the discussions with the IPs—for example in one of the areas not visited by the team, communities apparently stopped or reduced their gardening activities because they knew they were going to get food aid. Improved targeting should be considered for the Beitbridge food distributions to reduce the instances of repeated handouts to the same migrants as this could become a drain on food resources.</p>

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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	Process of lobbying donors to fund shelters for ORO victims is on-going as more still needs to be done The standard packs for urban and rural settings have been communicated to donors and has gained more acceptance since the last Joint Donor Review mission.	Some populations are still off-limits to assistance as they have not been allocated stands (Mbare II in Hopley, for example). Beneficiaries in particular requesting more blankets ⁵ . If additional funding is not forthcoming, IOM should consider re-allocating non-emergency funds (for IGAs and livelihoods activities) toward basic needs.
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	IOM formed partnerships with CDC and MoHW to establish the community based surveillance system The Community and Environmental Health Programme was established and is now functional in urban areas only. Financial resources are still inadequate to cater for the rural areas, .	If the financial resources are not available, IOM should continue communicating the outstanding needs to UNICEF, WHO, and experienced health NGOs to help fill these gaps.
If possible, IOM should expand their IP network to gain greater geographic coverage	No increase in geographical coverage has been implemented so far	The emphasis now should remain on strengthening the partnerships already in place. Some of IOM's stronger IP's have branches in other parts of the country that could be called upon as caseloads in new areas are identified.
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	IOM sends any outstanding needs identified through initial community assessments and post-assistance assessments to other agencies who could respond (e.g. OCHA or UNICEF) In addition IOM sends regular updates on new displacements to donors and other relevant UN agencies through bimonthly meetings and emails Assessments have been modified to gather more extensive information on all humanitarian sectors.	This is a heavy burden for IOM to maintain. Specialists within the UN and other organizations can be brought in under IOM's umbrella to help undertake these assessments. OCHA should take a greater role in the compilation and dissemination of this information. It is OCHA's (and the UN) role to be an advocate for those who do not have a voice, and not just accept the inequities).
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	-	The forum has been established in the form of IASC through OCHA. The utility of

⁵ By the period of this review, IOM apparently had plans in place to distribute blankets which were readily available for over 13,000 people countrywide. This activity has since been implemented.

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		these meetings can be improved, as well as information compilation and dissemination.
The humanitarian community should find immediate solutions to address the essential needs not yet covered, especially in the primary health care, sanitation & hygienic promotion, NFIs & shelter, OVC protection.	After involvement of partners with mandates on particular sectors such as OVCs, IOM has little control over their response; however, will continue to advocate to ensure that essential needs not covered by IOM are addressed. Community and Environmental Health was already discussed and this is now being implemented with new donor funds	UNICEF and Practical Action have provided assistance in water and sanitation where they have access. Shelter provision is still constrained by the issue of stand permits. UN Habitat needs to play a role in lobbying for availability of these stands.
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	<p>Consultant hired to ensure backup is in place (on-site); Off-site backups are being done, out-of-country are not yet.</p> <p>Database will be included in plans Draft evacuation plans have been done.</p>	Information backed up daily for the Harare Office and every 2 days for Beitbridge. Passwords are also being used to prevent unauthorised access of the database. At the moment, the protection database information is blocked to all who do not work directly with the groups (including head of M&E who heads the unit). However, IOM should consider coding the protection incident report forms to remove victims' names from the associated report to protect them from retaliation in case the forms are fall into wrong hands.
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.	IOM has agreed to include more progress and outcome indicators to its framework however, does not believe that it will be able to effectively measure 'impact' given the type of assistance provided However, through more post-assistance exercises, IOM is able to measure the effect the assistance has had on households and beneficiaries. M&E unit strengthened. Outcomes-based M&E was presented to the IPs in March 2007 when the new Emergency Programme was presented to them as well. Tools are adapted as/when	Again, the M&E team has made great strides in this area, and is continuing to train its IPs in the use and application of the tools.

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	necessary.	
<p>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.</p>	<p>Liaising with OCHA and HC/RC for overall land access and UN-HABITAT specifically for urban stand allocation</p> <p>Prior to assistance and following the initial community assessment, IOM and its IPs should advocate with local authorities for stand/land allocation for beneficiaries. New Assessments help to determine what is the situation of land tenure within each community. IPs do engage in negotiations (with IOM support) when necessary</p> <p>While continuous negotiation can be carried out during distributions, efforts should be followed up with local authorities during all post-assistance assessments.</p>	<p>While IOM senior management has devoted considerable amount of time to securing access, the UN team should provide more assistance in this area as well.</p>
<p>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.</p>	<p>Rural development actors should initially be engaged under IOM's coordination in order to generate a commitment from these actors to the beneficiaries. However, it is important to note that there must be a willingness and <u>commitment</u> from rural development actors to assist displaced populations. When dealing with displaced populations, most development actors are not willing to provide assistance to these sensitive caseloads. IOM's experience has also shown that when there are limited funds, development actors tend to focus on implementing activities within easier populations rather than displaced populations</p> <p>The focus of livelihood also needs to be</p>	<p>This review still supports the 2006 findings, and recommends a decision by the donors and IOM on whether or not to continue with livelihoods activities. Though in the pilot phase, some of the IGAs and livelihood activities are struggling to continue operating under the current economic environment; for example, in the candle and soap making enterprise in Hatcliffe, the interviewees reported that they could not manufacture more products because the inputs are too expensive for them. The current economic situation makes most of these activities unsustainable in the short to medium term. If the caseloads for emergency needs increase, IOM should prioritise relief assistance. IOM is already discussing collaboration with other NGOs</p>

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	<p>targeted toward displaced persons living in urban areas.</p> <p>IOM views livelihood activities as food security interventions substituting direct food distributions, and thereby blurring the clear-cut line between humanitarian and post-emergency interventions/donors</p> <p>Question for donors: Who are the development oriented donors with funds readily available for Zimbabwe in the current climate?</p> <p>IOM will work with both its implementing partners who have access to affected populations and development partners with expertise.</p> <p>Some existing IPs's capacity to engage in such activities can also be strengthened by linking them to networks of such specialised organisations.</p> <p>Had meeting and exploring relationships with food security organisations such as ACF, GOAL and CARE International.</p> <p>FAO has specific donor restrictions against providing assistance in resettlement and commercial farming areas where many of IOM's rural caseloads are situated. In view of this, it was not possible to access assistance through FAO's network, given their mandates and/or policies with regards to displaced populations</p>	<p>in livelihood activities but emphasizes that effective transition will take time.</p> <p>With regards to the health needs of the caseloads, IOM has been linking communities with the existing health care structures. However, the economic situation, distance and human resource constraints are all strong contributing factors to the lack of access and care for MVP communities.</p>
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.	Continued dialogue with OCHA, HC/RC and UNHCR for them to address this.	With the imminent roll-out of the UN cluster approach (begun with a June 4,

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	<p>Once the extent of the problem is known and if deemed necessary, establish a working group to address the problem.</p> <p>IOM will attempt to address this issue in its community assessment questions to the best of its ability Questions are designed however, it is not clear if we are getting the right information; research is on-going as we determine which is the best way (and still <i>sensitive way</i>) of asking questions.</p>	<p>2007 workshop), UNHCR is likely to take over the protection lead to address such issues. This will present work for IOM in that UNHCR will rely on it to get up to speed in this area. However, it is a potential benefit for IOM for UNHCR to take over the advocacy role in this as this will give IOM an opportunity to focus on implementation without endangering their access to vulnerable populations. The whole UN team will need to support UNHCR and IOM in executing this strategy, taking into consideration sensitivity of the protection issues. At the moment, IOM is also leading the Shelter cluster and there are proposals to establish an MVP cluster.</p>
<p>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</p>	<p>To develop an effective exit strategy, IOM first started with developing more precise selection criteria for providing assistance.</p> <p>After qualifying for assistance, through selection criteria screening, an exit strategy will involve a trajectory of providing immediate life-saving support, followed by efforts to stabilise the communities through the negotiation for land/stands and provision of e.g. shelter and community and environmental health, as well as livelihood support through food security initiatives, which can be linked to longer-term rural/community development initiatives by specialised organisations.</p> <p>It is important to note that a handover can only be envisioned as a possibility when IOM can ensure that the needs of IDPs will be addressed by other actors (after a well-planned transition) and proven</p>	<p>This review agrees with IOM that discussion of exit strategies are premature given the economic situation and the lack of staff and funding the GoZ is devoting to its ability to take over activities and services that IOM is currently supporting. The exit strategies we are referred to here involve the populations that IOM is working with for non-food emergency assistance. For activities not doing so well (some of the livelihoods activities, for example), IOM should consider engaging the activities that are not going well (some of the livelihoods activities, for example) to other players. If there are no "others" to engage for whatever reason and there are not more funds forthcoming to make the activities work, then they should be dropped.)</p>

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	<p>commitment from NGOs or other IPs.</p> <p>Selection criteria established however it has come to our attention that realistically phasing out communities is difficult (so many needs) and there is still a lack of overall interest from other NGOs to 'take over' some of the assistance. New discussions with larger NGOs have started.</p> <p>Exit related indicators were developed.</p>	
<p>IOM should identify potential partnerships with existing or planned Anti Retroviral Treatment projects allowing for greater continuity with the Voluntary Counselling and Testing activities</p>	<p>IOM developed a proposal for targeting hard to reach populations for ART and VCT services. The proposal was approved and implementation may happen soon.</p> <p>Meanwhile IOM continues to refer cases in need of VCT to PSI new start Centres, and Swiss Care Foundation clinic in Newlands, and the Public Health System</p>	<p>This process has been initiated especially in Beitbridge. Given the very large number of HIV/AIDS programmes underway in Zimbabwe, IOM could again bring personnel under its wing to facilitate this partnership of efforts. Apart from its IPs, IOM is currently working with UNAIDS, UNFPA, PSI Counseling Services Unit and Msasa Project. However, UNICEF and WHO could be instrumental in assisting with this effort, as well as the Ministry of Health and Child Welfare⁶. Health may not be UNICEF's prime mandate, but the WHO is weak in Zimbabwe, and helping children involves keeping them healthy)</p>
<p>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.</p>	<p>IOM has since started attending the Working Group Chair Meeting where all sectoral needs are addressed</p>	<p>The roll-out of the cluster system through OCHA with the identification of an early recovery cluster lead should begin to address this issue.</p>
<p>IOM should formalise internal tracking of incidents to identify, and therefore possibly predict, trends either by site or by type of incident.</p>	<p>Through the Protection Officer, IOM put effective measures in place where the beneficiary communities know how to deal with situations and what procedures</p>	<p>The enhanced M&E team in conjunction with the seconded Norwegian Refugee Council protection officer began this process and forms are available. Follow-</p>

⁶ IOM has secured funding through a proposal on the Expanded Support Programme which aims to scale up access to HIV/AIDS prevention, treatment and care in Zimbabwe. It includes comprehensive HIV/AIDS services such as ARVs. This will be rolled out in 16 districts, 8 of which are relevant to IOM programmes; and implementation will soon be started.

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	<p>to follow. Incident report is used and part of the database .</p> <p>Several protection workshops have been conducted both with IOM and IP staff.</p>	<p>up is needed to analyse and act on the data collected.</p>
<p>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</p>	<p>The Chief of Mission at IOM Harare and the Head of OCHA in Zimbabwe have regular discussions on these issues</p>	<p>The new OCHA team is aware of IOM's capacities and experience accessing difficult-to-reach areas/populations. OCHA can assist in its advocacy role, as well as identifying gaps that other organizations can fill to take the burden off IOM.</p>
<p>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</p>	<p>Has taken place with the hiring of one protection officers and three WFP secondments, as well as one young professional with a public health background. Most recently a UNICEF secondment is assisting in Watsan activities.</p> <p>IOM will liaise with different Member States to provide various technical expertise through capacity building</p>	<p>IOM has accessed multiple secondments that have improved its performance in food distribution, protection, water and sanitation and health programmes. The UN and donors need to examine the risks of having only IOM with sustained, negotiated access. If this access is largely dependent on the negotiating skills of IOM's current Head in Zimbabwe, this access may be compromised under new leadership.</p>
<p>Immediately start the humanitarian component of this project</p>	<p>Since 31st May 2006 the humanitarian component of the project has been in operation.</p>	<p>Addressing basic needs has been a high priority for IOM and this component of the project has been delivered effectively.</p>
<p>Reconsider the beneficiary selection process and address the humanitarian needs (food and health assistance) for all the deportation victims</p>	<p>All migrants have access to all services at the centre</p>	<p>Once e-registration system introduced, IOM to consider whether all forms of assistance should be open to multiple repeat deportees.</p>
<p>Enshrine humanitarian principles within the project implementation (neutrality, impartiality)</p>	<p>Beneficiaries are free to choose the assistance they want to receive and free to leave the Centre at any time</p>	
<p>Improve the needs assessment and exit strategies, especially for the humanitarian component of the project</p>	<p>The centre has only been open three months and it is too early to say who could take over some or all of the services provided. This will be explored later.</p>	<p>IOM should give this further consideration. Although the deportation situation does not look to be improving, consideration needs to be given to how the facilities should be used in the longer term. Adding on new activities should be carefully</p>

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		considered.
Establish the MOU with the medical referral authorities in Beitbridge.	MOU has been signed.	
Extend the project as a regional approach e.g. illegal migrant protection in South Africa, specific migrant documentation, South Africa possible involvement for resettlement).	<p>In an effort to address the rights of migrants there have been discussions between both governments to establish a placement centre focusing on labour migration, particularly farms within the Limpopo province.</p> <p>The programme also includes training to SA officials and stakeholders to ensure that they too benefits from the overall outcomes of the programme.</p> <p>Furthermore there are currently health & HIV/AIDs programmes focusing on migrants in the Limpopo region. IOM implements a regional (SADC) programme on trafficking of human beings. All programmes are done in coordination with IOM Pretoria.</p>	<p>Talks on the implementation of the farm labourers' agreements are ongoing. Although according to IOM, Beitbridge centre is not the target location for issuing work permits, the review team was informed by the representative from the local department of labour that they hoped the Beitbridge site would be used for this purpose. There is need to provide greater clarity to stakeholders.</p> <p>One workshop held with SA officials. More planned in the coming months.</p> <p>Involvement of IOM South Africa appears limited in some cases. Relationship could be strengthened further.</p>

3.2 Achievements of Outputs (to date)

Overall, the achievements for all three outputs over the last year have been dramatic and impressive. IOM has acted on virtually all of the recommendations and suggestions from donors and made significant progress in most areas. The Beitbridge Centre services and assistance are among the first of their kind in Africa and have been praised by those who have visited the facilities, including one of the members of the review team. One of the most significant developments since the last review has been the revision and refinement by IOM staff of a wide range of monitoring and evaluation tools that the field staff are being trained to use that is enabling IOM and its partners to better identify and address needs, accomplishments, and progress of their programmes. That being said, the continued lack of access to politically sensitive resettlement areas in both rural and urban areas of Zimbabwe to any organization but IOM and its partners, renders the humanitarian and relief-to-development transitional activities vulnerable to being terminated in the event that IOM falls out of favour with the government.

3.2.1 Output 1: Humanitarian needs of mobile and vulnerable populations

3.2.1.1 Appropriateness of Interventions

Humanitarian service for basic needs

The basic interventions of IOM and its partners have been designed to help the most vulnerable of the mobile populations, including food, NFIs, water, sanitation, shelter, livelihood activities, emergency health, GBV and HIV/AIDS mainstreaming. In many cases, the effects of this assistance are visible, for instance the improved safety and dignity afforded through the provision of shelters and health care services. However, some basic needs are still not being met for some vulnerable people (e.g., adequate number of blankets, soap, more health services and drugs and advocacy for primary education for example).

IOM has demonstrated flexibility and ability to meet the needs for ex-farm workers, by reprogramming its interventions to immediately cover the needs of almost ¼ million people affected by Operation Murambatsvina in 2005.

While livelihood interventions are ultimately the bridge between relief assistance and offer more lasting and sustainable solutions for the MVPs, and therefore a strong component for an exit strategy, it is important that when implemented, it is correctly timed in terms of the economic environment and also done properly.

Recommendation

- IOM should examine whether the costs of expansion into livelihoods areas is compromising its ability to address the immediate needs of the neediest populations or not.

Food Aid

One of the more problematic areas for IOM according to some of the review respondents is food aid. IOM is not traditionally involved in food distributions, but because few if any other organizations have had access to the politically sensitive areas from 2003 on, WFP provided technical assistance to IOM and its partners, and IOM's performance in this area improved dramatically. In addition, there were secondments two WFP seconded to IOM to bolster their food aid distribution capacity. However, experienced food aid partners have much more capacity in the nuanced targeting that fluctuates

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appropriately according to local agricultural harvests and the food security and nutritional status of recipients. For example, one of the IPs operating in a community not visited by the review team, reported a case where the beneficiary community reduced its gardening activity because the community knew it was going to get food aid. Furthermore, with the inevitable contraction and expansion of the food pipeline and the ongoing severe drought in the southern portion of Zimbabwe over the past year, the limited amount of food for distributions may need to be shifted to those areas. Given the bad and worsening economic situation in the country, any reduction in goods and services to vulnerable populations is highly sensitive; communities must be advised at the beginning of a programme that the food rations are not guaranteed for any length of time and that they must try to provide for themselves according to their capabilities. This type of sensitization is difficult and takes much experience. Interviews with some of the IOM's IPs revealed that while a few partners understood this concept, others appeared less capable.

Recommendation

- In areas where NGOs with more food aid distribution experience have access, IOM should relinquish food aid responsibilities (this has already happened in some of the Harare urban sites, for example) and where IOM has exclusive access because of the prevailing circumstances, it needs to convince the food aid distribution fraternity that they are capable of doing a good job and cater for vulnerability dynamics in their targeting.

Livelihoods

In an attempt to reach beyond immediate needs and provide more durable solutions, IOM has moved into more livelihood programmes, to enable populations to generate income on their own and be less reliant, or even dependent, on outside assistance and food aid. At the same time, the GoZ has publicly been de-emphasizing the scope of the humanitarian needs and encouraging more transitional activities. According to IOM staff, some donors even encouraged it to move into these new sectors. Traditionally, while such activities in principle might fit within IOM's manageable interests, the organization tends to be less involved in livelihood programmes than some of their humanitarian counterparts since such activities are typically longer-term and require expansion into often very technical areas that need specialised staff. In the Zimbabwean context of a contracting economy that is leaving citizens with less and less purchasing power, income-generating activities are very difficult to sustain. Again, while a few of IOM's partners seemed extremely proficient in designing gardening and other livelihood interventions, others did not share the same degree of knowledge, which could be compromising the success of the programmes. For instance, for the soap and candle-making activities that have been undertaken in Hatcliffe, determining the market demand and creating markets takes a great deal of effort and attention; and when the sales decline, people become discouraged and discontinue the activity. The inputs costs are so high (for instance the paraffin for candles) that some of the participants are not able to recoup their costs without a substantial increase in the price that would need to be charged for the product. This would suggest interventions directly dependent on the macro-economic situation be put on hold. In the case of the soap enterprise, alternatively, buy up the soap and include it in the NFI packs, although this is only sustainable as long as the NFI distribution continues.

The review team was concerned that one of the core elements of the gardening projects—drip irrigation—which has been criticised in several recent evaluations of the

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technology⁷⁸ is being promoted, and perhaps not adequately monitored for its long-term effectiveness, durability and appropriateness for the target group and their prevailing circumstances. In some of the gardens visited, there was evidence of bucket watering despite having the drip kit and therefore defeating the purpose of target watering. There are multiple problems such as theft which forced the users to disconnect the kit, carry it home for overnight safekeeping and re-installation of the kit the next which in turn caused leakages at the connection point let alone the inconvenience. Furthermore, a clear support system for providing technical advice and further training as well as for replacement parts was not in place. Also, beneficiary households in some areas had limited or even stopped their production in anticipation of receiving food aid, a clear indication that anticipated assistance and the beginnings of dependence on outside assistance are perhaps eroding local self-reliance and initiative. In such cases, food should only be provided at the beginning, and the beneficiary population told clearly that no more would be forthcoming.

Recommendations

- For the sites visited, IOM should consider focussing its efforts on the summer cropping (for instance increasing provision of inputs and reducing post harvest losses; additional training) rather than the winter cropping (vegetables) considering the challenges associated with vegetable production.
- If IOM continues with gardens it should address the following aspects:
 - Adequate fencing against small livestock
 - Sustainable pest management
 - Assure water-lifting devices before starting the gardens. However, if funding is not assured, then IOM should not be starting in areas that need a lot of staff time and inputs. If funding is reduced after the programmes have been started, then the distribution of drips kits
 - Start with bucket watering and then move to drip kits for the extremely advanced farmers who can properly manage the technology. Otherwise focus on vegetable seed provision is where access to irrigation water is not an issue
 - Facilitate soil fertility enhancement (including through composting)
 - Provide adequate monitoring and evaluation of the drip kits
- Until the market for soap becomes more favourable, manufactured soap can be bought from the producers by IOM and distributed as part of the NFI kits to target households. Otherwise more data is required to demonstrate the viability of the pilot soap and candle enterprises.

HIV/AIDS Mainstreaming

The review team had limited time to cover this area adequately. However, it appears that IOM has made significant accomplishment in this area as well during the past year, through extensive training and sensitization activities. IOM provides capacity-building trainings to IPs every 6 months, in addition to the regular on-the-job trainings and

⁷ Saunders, D. and Mvumi, B. M. (2006). Review of Agricultural Aspects of the Protracted Relief Programme (PRP). Technical Learning and Coordination Unit. Technical Assistance to the DFID Funded Protracted Relief Programme (PRP). Report No. 20 September 2006. 93pp.

⁸ Rohrbach, D., Belder, P., Senzanje, A., Manzungu, E. and Merry, D. (2006) An evaluation of micro-irrigation's contribution to rural livelihoods in Zimbabwe. Draft Report Submitted to FAO. 84pp.

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networking with AIDS specialized agencies. Some of the technical staff from other sectors in the IPs have not been adequately exposed to this, however. Since they spend considerable time on the ground and can act as eyes and ears (since the HIV/AIDS specialist can't be everywhere) sector specialists can report back on any related needs or issues to the designated HIV/AIDS mainstreaming specialist. Evidence that the HIV/AIDS training was having an impact is the request for additional VCT services in the communities visited. Even the community leaders were among the first to be tested.

Recommendations:

- To mainstream the issues more thoroughly within the IPs, the designated specialists who are trained by IOM should in turn then train/sensitise their technical colleagues.
- IOM should engage an HIV/AIDS *external* specialist to review the effectiveness of these activities to be sure they are on the right track and the that messages are consistent with those of other organisations
- IOM has mobilized support to ensure mobile populations have access to ART services, including care and support, through the Expanded Support Program, in the context of humanitarian action. Advocacy for other care and support services such as home-based care, and orphan support is still required.

Protection: Gender and Gender-Based Violence Mainstreaming

As with HIV/AIDS issues, IOM has applied a great deal of effort over the past year in building the capacity of its staff members about gender equity and the importance of identifying and preventing gender-based violence. This was done through regular ongoing training workshops. Since protection issues and how to recognize and address them are fairly new to many people, even in the humanitarian community, repetition and clarification will be needed so that people become more comfortable with the concept and how to handle it. The edutainment appears to be popular with the target populations. The team was particularly impressed with the significant participation of women across all activities at the sites visited.

Recommendations:

- To mainstream the issues more thoroughly within the IPs, the designated specialists who are trained by IOM should cascade the training to their technical colleagues focussing on how to recognize issues and act on them.
- The name and identity of the victims on protection incident forms should be coded and the corresponding name lists be stored separately from the written information to protect the confidentiality of victims in case the forms are misplaced or taken.

Water, Sanitation and Hygiene (WASH)

IOM is recognised as one of the first organisations to have provided WASH services in difficult to access areas. The review team was particularly impressed with the 'EcoSan' latrines. However, in rural the rural areas visited, many, if not most of the wells seen were uncovered and not yet fitted with lifting devices. However, IOM did not provide water assistance to Nyamukwarara where the majority of the open wells were observed but IOM could have encouraged other stakeholders to provide protected water sources since they are all dealing with the same population and IOM has a greater stake in area. In Fairfields, where IOM facilitated the installation of uncovered well⁹¹⁰, it was well-maintained and in use, but the energy expended by the population to then water very sandy soils was considerable. Again, this points to the problem of following through on activities and understanding the context. Even with a lift mechanism, it is not clear to the team that the gardening will ever be successful on such poor soils, but it should not have been started until the water source was completed. In the urban areas, the review team was told that IOM should improve its collaboration with other WASH specialists working in the locality (UNICEF, ZINWA and other experienced local and international NGOs). There is scope for greater coordination.

Recommendations:

- IOM needs to follow-through with UNICEF and other IPs such PumpAid and Practical Action on the completion of all water points that it has established (deepening wells, covering wells, installing lifting devices and providing replacement parts and training).
- IOM should recognise and engage other water and sanitation actors for a more coordinated response in this sector especially in the urban areas.
- In Nyamukwarara, IOM should continue to encourage UNICEF to harness the available water resources (piping the spring and finishing the wells) to avoid the health effects of long-term consumption of aqua-tablets by the local populations. For some of IOM's agricultural interventions to work properly, the water supply system must be in placework. If specialized partners will not step in, then those activities should in principle not be started, yet then the population is continually dependent on hand outs.

Provision of Shelter

The provision of shelters in the urban areas is rendered extremely complex by the constant addition of new caseloads both forcibly and voluntarily moved. The provision of permanent housing in rural areas such as Nyamukwarara has contributed to their dignity and willingness to start their lives again in the often remote areas where they were forcibly moved to. The establishment of the permanent structures seems to have precipitated the involvement of a variety of local government services which further contributed to the stabilisation and development of this community. The review team observed that in many instances, in both urban and rural sites, households that received shelter assistance are taking good care of their homes as evidenced by the cleanliness, orderliness and decorations. The addition of more rooms and additional structures as

⁹ The review team was told that the initial donor funding for such wells excluded lifting devices. There are now efforts to get it completed using other funds. The team was also made to understand that the well was initially meant to provide water for household use only with water for irrigation being obtained from a nearby stream. But once the well was operational, the community decided to use the water for irrigation as well.

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well as the planting of fruit trees, vegetable gardens, flowers, herbs, reflect the households' feelings of permanency and ownership.

Recommendations:

- IOM should continue to *prioritise* the identification of new caseloads of the most vulnerable to ensure they receive basic humanitarian assistance.
- Donors must recognise the need for more temporary shelters especially in the urban areas.
- While it should be acknowledged that IOM Zimbabwe has had a comparative advantage as far as technical and operational capacities and ability to access MVPs in need of shelter, it is the opinion of the reviewers that IOM should bring UN Habitat on board as a usual sector leader. IOM should work past previous misunderstandings with UN-Habitat to better capitalise on the shelter expertise within that organisation.

Primary Health Care and Community Health

Although the IOM's health focal person was not in Harare during the review period a telephone interview was arranged with a Migration Health Advisor in Geneva. The team was able to discern the following: The fact that scabies was reported as one of the most significant health concerns in urban areas indicated to the review team that the more serious health problems appear to be under control, which is a tribute to IOM and its partners in this sector. However, in some urban sites such as Hatcliffe, a combination of frequent water supply cuts, sewage system breakdowns, extreme crowding and variable water quality has been associated with diarrhoea outbreaks which need to be monitored. At Hopley Farm, two sources of water, borehole and municipal supply assure relatively better health conditions. IOM is providing clinical services through access to drugs supplies, one nurse and two nurse aids who were hired to complement and work in conjunction with the City Health Department clinics to increase the human resources of the area. As well as drugs that are particularly important, given the current severe countrywide shortage. They have developed strong linkages with local health authorities including the City Health staff which will help in the eventual transitioning of health services to local actors. The activation of planned mobile health clinics should further extend IOM's reach to the most vulnerable households who do not have access to regular clinics.

In the rural areas illnesses such as Malaria are a major challenge, for example in Nyamukwarara, where malaria-related mortalities are reported every month. The review team actually came across a prostrate malaria patient during the field visit and the community also reported that someone had died of the same illness the previous week. The bed-nets distributed through IOM to help combat malaria were evident in all the permanent structures visited by the team especially in Nyamukwarara. In this settlement, health problems will remain persistent until a clinic is established an issue that IOM is taking up with UNICEF. The settlers listed the continued provision of anti-malarials as a high priority. Meanwhile IOM is supporting community health volunteer and HBC programmes. IOM is currently supporting local community health volunteers to be aware of potential outbreak diseases and communicable diseases. The volunteers have been trained to administer anti-malarial medication provided by IOM.

Recommendations:

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- The 2008 review should examine the effectiveness and impact of the planned mobile health service.
- Donors should acknowledge the continued support for drug supplies as long as there is such a severe shortage in the country.

Non-Food Items

The NFIs were highly appreciated by the recipients in the areas visited. IOM targeted the types of NFIs to be distributed (cooking sets, water containers, blankets, soap, sanitary items, clothes packs, garden and construction tools and mosquito nets) according to the various needs of the vulnerable populations. The review team especially commends IOM for the provision of sanitary items which is an often forgotten item in NFI packs. IOM Beneficiaries met by team were requesting additional blankets and soap, however.

Recommendations:

- As mentioned earlier in the livelihoods section, IOM should consider buying the soap manufactured by its beneficiaries and include it for distribution in the NFI packages until the market for soap becomes more favourable.
- The review team agrees that more NFIs are warranted for current and new caseloads and for some such as soap and sanitary wear, distribution should be on a more regular basis rather than just once-off.

3.2.2 Output 2: Humanitarian needs of deportees in Beitbridge

3.2.2.1 Context

The Beitbridge Reception and Support Centre opened to provide humanitarian services to Zimbabwean deportees on the 31st May 2006. The project was conceived initially in 2004/05 to respond to a situation where approximately 2000 migrants per week were being deported by the South African authorities over the Beitbridge border crossing. From the 31st May 06 to 31st May 2007 over 160,000 migrants were deported, an average of over 3000 per week or approximately 12,000 per month. However the trend seems to be on the increase with numbers averaging 17,000 per month between January and May 2007. The profile of migrants is predominantly male (80%) in the 15-24 age bracket.

The services offered at the centre include information and advice on safe migration, a “fit to travel” health check with referral on to other services for those with more serious conditions; a hot meal supplied by WFP; information and advice on HIV/AIDs; protection services for vulnerable migrants, including temporary accommodation, (which are dealt with in more detail under 2.2.2.2); dry food rations and transport home.

The facilities at the centre are impressive – over 10 different buildings house a kitchen, onsite temporary accommodation, sanitary facilities, kitchens, staff offices, a medical centre and child centre. Considerable effort has been made to make the site a pleasant environment. The centre now has a staff of 32 full time workers, plus 8-9 casual staff members that are hired on a daily basis as needed.

This review affords an opportunity to assess the appropriateness the humanitarian services after the first year, particularly with a view to considering how they will be delivered if the number of deportations continues to rise. As well as providing immediate humanitarian services IOM have also taken steps to address the situation at a political

level. IOM have worked to address migrants' rights issues through taking forward individual protection cases, and by providing training to key officials. Through the SADC/MIDSA process IOM have been supporting dialogue on regional migration. They plan to play a key role in operationalising the bilateral MOU between GoZ and GoSA on Fields of Employment and Labour to regularise the employment of farm labourers in the Limpopo province. IOM's wider strategy is briefly assessed in the section dealing with stakeholder relations.

3.2.2.2 Appropriateness of Interventions

The following is a brief analysis of the humanitarian services provided and their appropriateness. In assessing appropriateness, the review team considered IOM's performance against the output indicators in the donor log frame, as well as IOM's suggested revisions to the log frame. IOM have made considerable efforts to improve the monitoring and evaluation of the centre's work, with the aim of moving more to outcome focused indicators. A detailed migration survey is one of the principle means used to assess progress at Beitbridge. The original intention was to conduct the survey on a quarterly basis, although IOM have found this intention was perhaps ambitious.

Registration

All deportees are brought to the centre by the South African authorities where they pass through Zimbabwean immigration control, and are briefed on the services available at the centre. Use of the services is entirely voluntary. For the year under consideration in this review, over 80,000 migrants chose assistance, over half of the total number anticipated over the three- year period 2006-2009.¹¹ The existing log frame target was a qualitative target to provide volume services over a three year period. However IOM have suggested revisions to this target, proposing more qualitative targets measuring how the services have been delivered. IOM have a target that at least 50% of those deported to opt for some form of assistance. The review team supports this shift to more qualitative measures for assessing the delivery of services.

All those who register to use the services of the centre are logged on a database. The current database does not identify whether a migrant has been through the centre before. The migration survey indicated that 20% of those interviewed had been deported before. To some extent the phenomenon of repeat migration and deportation is not surprising: 49% of migrants interviewed expressed a desire to return to South Africa. Whilst the economic situation remains bleak, many see they have no option but to search for work in South Africa to allow them to support families back home. The cycle of repeat migration is likely to continue for some time. On the other hand, there is a risk that if the proportion of those who use the centre several times continues to increase, IOM services could be abused by more unscrupulous migrants or even be seen to facilitate irregular migration. To get a clearer picture of the scale of repeat migration IOM is considering introducing a system of e-registration which would record biometric data from each person registered, enabling repeat migrants to be identified. IOM plan to use the data to better plan immediate service delivery and in the longer term to develop reintegration interventions to target population groups within Zimbabwe.

¹¹ The funding granted to IOM by DFID was based on the assumption of providing services to over 176,400 people over 3 years. *DFID Project Memorandum 2006-2009*.

The review team considers it important for IOM to be able to collect better data on repeat migration patterns and support IOM proposals to do so. Although IOM services are primarily humanitarian, IOM need to prevent against misuse. Furthermore in the face of increasing numbers of migrants and limited resources, IOM might need to consider whether to prioritise the services they offer. The review team recognise the importance of adherence to humanitarian principles of neutrality and impartiality, but also believe it important to ensure services are targeted on the basis of greatest need.

Recommendation:

- IOM to collect more reliable data about numbers of migrants using the centre repeatedly through the introduction of e-registration, with a view to enabling better targeting of resources in future.

Migration and HIV/AIDS Advice

IOM take the opportunity of migrants passing through the centre to disseminate the key messages from the nationwide information campaign on safe migration and HIV/AIDS. A more detailed assessment of the appropriateness of the messages is considered in the section on the information campaign. A number of methods are used to pass on the messages. IOM has contracted Corridors of Hope, a local NGO with experience in HIV/AIDS awareness-raising to carry out interactive dramas throughout the day, whilst migrants are in the central waiting area. All migrants arriving at the centre are briefed on safe migration and materials on HIV/AIDS and safe migration are available at several points throughout the site. Since the outset, IOM set a target that 60% of surveyed migrants should have a comprehensive, correct knowledge of migration, and that the same percentage should also have correct knowledge of HIV/AIDS¹². The March migration survey recorded that 24% of those interviewed met the migration target, whilst HIV knowledge of migrants at the centre is still lower than the national average. These figures do not represent lack of effort on IOM's part to educate migrants, but it must be questioned whether the centre is the most conducive learning environment. For many migrants, the deportation experience can be traumatic. To improve services, IOM is considering linking up migrants with needs for more support on HIV/AIDS issues on their return home with local service providers on HIV/AIDS. IOM have also proposed a new indicator for assessing the quality of migration advice, by measuring the percentage of those surveyed without a passport who proposed to return to South Africa within three months. This is a challenging measure given the poor availability of travel documentation and the severe economic situation. It also measures intention rather than actions of individuals. E-registration would enable IOM to assess the impact of the migration advice more concretely.

Health screening

IOM obliges all those wishing to travel home to have a "fitness for travel" check. . For mainly logistical purposes, IOM requires all migrants to have a health check before they can obtain a hot food ration. The travel checks were designed with the migration health advisor and are considered to be the "minimum" level of service necessary. Two full-time nurses carry out this brief assessment as well as treating minor ailments on site (e.g., dressings, mild malaria etc). Referral arrangements exist for those with more

¹² The migration target measures those who either had a passport or visa, either had one and demonstrates knowledge of how to obtain the other, or demonstrated knowledge of how to obtain both. The HIV/AIDS target measures knowledge of HIV/AIDS prevention methods, and no incorrect beliefs about HIV/AIDS.

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serious conditions and are recorded on a monthly basis. An MOU exists with the local hospital who treat more serious cases and who bill IOM on a monthly basis. However the capacity at the local hospital is limited. For more urgent cases, particularly cases of rape or sodomy, IOM has an arrangement with a private doctor who can administer PEP treatment, carry out pregnancy tests and provide counselling. Services for mental health patients at the local hospital are not very comprehensive and so sometimes IOM has referred patients to Bulawayo hospital which is a national centre for patients with psychological disorders. The review team consider the health arrangements to be satisfactory in view of the national standards of healthcare.

Food (wet and dry rations)

All migrants who register are entitled to a hot meal. Basic but nourishing rations are provided by the World Food Programme. The take rate for wet rations is high. The centre manager plans to supplement the food rations with vegetables grown on the site. Although resources required to do this are not significant, this should be kept under review depending on overall budgetary constraints.

Migrants, including unaccompanied children, who opt to take transport home are entitled to dry food rations, again provided by the World Food Programme. Food packs are given out per family rather than per registered migrant. Since January this year, approximately 75% of those who register at the centre take up the rations on average. Given the scarcity of food resources elsewhere in the country, IOM might consider restricting or limiting the food rations, particularly if a migrant has been deported more than once within the last month. This can only be considered further if e-registration is introduced.

Currently, the numbers of migrants who decide not to take the food rations are recorded but the reasons why those who choose not to take the rations are not.

Recommendation:

- To ensure better targeting of dry rations, IOM should record reasons why food stuffs are not taken.

Transport

Transport is the most significant area of spend after staffing costs. According to a survey conducted by a student review team from Sciences Po, transport was identified as the second most important service by migrants passing through the centre, after employment. A high percentage of migrants said they would return to South Africa if the transport was not provided.¹³ Take up for transport by those who register is high. In the five months from January to May this year, on average approximately 82% of those registered took transport home. However, this equates to 51% of those deported in the same period. Two local service providers supply most of the transport with call down contracts available with other service providers if needed. An IOM escort travels on each bus and will purchase onward transport tickets for migrants who live far from the main stops. IOM initially had problems with local providers hiking the prices but now the contractual arrangements are working effectively. The devaluation of the Zim dollar has currently helped to reduce transport costs per person, but inflation means that it will be a continued area of budgetary pressure. To try to reduce transport costs IOM have also

¹³ Evaluation of the Humanitarian Assistance to Deported Migrants at the South-Africa-Zimbabwe Border
– Institut d'Etudes Politiques de Paris

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purchased two buses which they plan to sub-contract out at a fixed rate to avoid hikes in prices. These buses are not yet in service.

Recommendation:

- IOM to ensure buses brought into service without further delay. IOM to monitor comparative costs between own transport and those of other service providers before any further significant capital expense on transport.

When a migrant registers for transport home, currently they are not asked where they are from, but rather which destination they wish to return to. Whilst in many cases this is probably the same, IOM should record this detail in order to assess if the migratory flows are having any displacement effect.

Recommendation:

- IOM to record where migrants are from, as well as their return destination, and to monitor any displacement effect.

Gender Discrepancies

Women form a much smaller proportion of migrants, but are proportionally less likely to use the services of the centre than men. IOM believe this is because many women migrants are working for male pimps who represent them. IOM has conducted an informal survey with women who have decided not to use the centre to establish why this is the case and to identify factors which might encourage a greater usage of the services. Funding has just been secured to conduct study to gather better evidence on female usage of the centre. The review team commends this effort to consider the appropriateness of the services for women further and hopes that the study will result in proposals of how to improve the targeting of services for women

Children

Although under South African law it is illegal to deport unaccompanied children, nevertheless, on average approximately 250 children (those under the age of 18) per month have been deported to the Child centre since its opening on the 14 July 2006. The centre has the capacity to house 40 children per night (20 girls and 20 boys). Since the opening of the centre, over 2488 children have used the facilities by the end of May 2007. About 92% of all children who pass through the centre are in the 11-17 age range. Following the trend for adults, the users are predominantly male (83%). On average approximately 8 children a night use the facilities, meaning the centre is well under capacity, although the average figure does obviously not reflect fluctuation in daily numbers appropriately. The girls' facility however has never been at capacity.

The Child Centre is run in partnership with Save the Children Norway, who funds two child protection officers (one male, one female) and two matrons. The local Department of Social Welfare has a legal duty to protect minors in the district and have to authorise a child's admission to the centre. IOM fund the facilities including breakfast and evening meals (the WFP food is supplied at lunch time). UNICEF has also had a limited role in terms of providing training and technical advice.

The number of different partners involved has led to some conflict over responsibilities. There was a perception by some IOM staff that the protection work provided at the child centre was inadequate. In some instances IOM protection staff had supported or acted for the Zimbabwean local authority to take forward child protection cases. . IOM have

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proved instrumental in building a relationship with the Department of Social Development in South Africa, who are now taking a number of unaccompanied children into care (seven cases were reported) rather than deporting them. The numbers of children still being deported however demonstrates the South African officials are still not fulfilling their responsibilities. IOM have proposed an indicator in the log frame to see a reduction in the number of unaccompanied children deported as a means of assessing the ongoing effectiveness of this work. The review team support this target, although recognise it will be challenging to meet given the lack of incentives for the South Africans to cooperate.

A draft MOU on the roles on responsibilities has been drawn up, but there still seems to be some reluctance to accept its terms.

Recommendation:

- The draft MOU should be brought into force as soon as possible and reviewed by all partners on a regular (quarterly) basis.

On occasion, and with agreement of IOM the Child Centre has been used as a place of safety for children in the care of the local authority who have not been deported. Three instances of this type were recorded. Within Beitbridge there is no registered place of safety – the nearest facility is over 20 km away. The local authority is concerned that it has no facilities of its own and had been keen to see if the facility could be registered as a place of safety to support their wider work. This suggestion was not supported by SCN and IOM as it clearly raised issues around legal responsibility. IOM however had agreed to consider support the local authority in another way if a suitable project proposal was forthcoming.

Recommendation:

- It would seem outside of the mandate of IOM to support the local authority in its child protection work for non-deported children, and any proposal to expand work in this area would need careful consideration.

3.2.2.3 Capacity of IOM to Deal with Protection Issues

Protection has proved to be a key part of the IOM service at Beitbridge, and an area of intervention which enables IOM to monitor the treatment of migrants by the South African authorities, and to hold them to account for their actions. On average there are approximately 20 recorded cases each month, although the actual figures have varied from 0 to 49. The types of protection issues which often come to light include trafficking, rape, theft, sodomy, stolen ID papers, confiscated passports and property. Protection cases are identified in a number of ways: either by the irregular migration advisors on arrival at the centre, by the nurses, or sometimes they identify themselves following watching the interventions by Corridors of Hope. During their time in the centre migrants are actively encouraged to report protection cases.

IOM now have two full time staff dedicated to protection work, who worked extensively with the protection expert seconded to IOM in Harare to set up correct systems and processes for dealing with any protection cases. The review team in general found the procedures to be effective, but were surprised that coding was not used on the initial incident reporting form to preserve client confidentiality.

Recommendation:

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- IOM to ensure that coding used to register protection cases, rather than client names, in order to preserve client confidentiality.

With the consent of the migrant, IOM follow up the cases in order to bring the perpetrators to justice. As 70% of the incidents occur in South Africa, this has meant IOM building up excellent working relationships with stakeholders in South Africa, who, on the face of it, have little incentive to cooperate. In most cases the South African immigration authorities will allow IOM to return to South Africa with the deportee to report the incident to the police. As many of the cases involve legal issues, IOM have started to develop relationships with legal advice centres, both in Mussina (Mussina Legal Advice Centre) in South Africa and in Beitbridge (Legal Resource Foundation). Many of the cases are now coming to court and IOM have therefore signed an MOU with Lawyers for Human Rights in Johannesburg to act in these cases. There is extensive involvement from IOM staff throughout the process. Many court cases are delayed and drawn out. In these cases the migrants have often returned home, but IOM staff will support the deportees in returning to South Africa to follow these cases up. This can be a time consuming process.

Recommendation:

- In the medium term IOM should consider strengthening relationships with implementing partners in protection work in order to encourage them to take on more of the responsibilities.

The dedication of IOM staff is impressive, as is their persistence in holding South African authorities to account to ensure migrants' rights are respected. IOM measure success in this area by assessing treatment of migrants by the South African authorities based on migration survey. Since IOM has begun its interventions the migration survey reports a slight improvement in treatment of migrants from the baseline set in May 2006. This is encouraging.

3.2.2.4 Stakeholder Relationships

In general IOM has proved very strong in developing effective relationships with stakeholders both in Zimbabwe and South Africa both at a local and political level, and in bringing stakeholders together. IOM has managed to bring governments together to discuss highly sensitive issues in a very constructive way, and to develop relationships which have encouraged stakeholders to promote the rights of migrants.

One of the key means by which this has been achieved at a local level is through the monthly stakeholder meetings coordinated by the manager of the centre, and involving officials from the GoSA and GoZ including immigration, policing, social welfare and local authorities. The meetings alternate between being held in South Africa and Zimbabwe. These meetings run through the monthly statistics, reconciling the figures supplied by the authorities with the IOM "body count", assess the types of assistance provided, highlight the numbers of protection cases, and provide both sides with the opportunity to discuss any issues of conduct arising. In particular the meetings allow an avenue to raise protection issues and any matters of misconduct.

All stakeholders interviewed for this report deemed these meetings very useful. Bringing together both sides in this way has helped to engender a sense of shared responsibility for the issues. One stakeholder reported that the presence of IOM had helped to "break the impasse" which had previously characterised relationships between the authorities.

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All Zimbabwean stakeholders could see a quantifiable improvement in the local situation in Beitbridge since the opening of the IOM centre. The crime statistics in the area were reported to have dropped, although a recent reported rise was attributed to the overall rise in numbers deported: IOM were still assisting about the same percentage of migrants but the overall number of migrants has increased.

Many stakeholders reported that IOM had helped to develop relationships between them which either had not previously existed, or which had not functioned purposefully. The Social Welfare and Social Development departments in Zimbabwe and South Africa had not previously been in contact over child protection issues, but the IOM's intervention had built this link. Zimbabwean Immigration Officials reported that now they were able to deal with those really in charge of the South African policies, rather than just those on the front line.

South African stakeholders also reported satisfaction with IOM services. Immigration officials noted that Zimbabwean migrants were no longer left stranded and that IOM had played a valuable role in raising awareness about migrants' rights amongst South African officials, although admittedly standards were not always adhered to. Despite the fact that IOM often had to hold SA officials to account for their actions, good working level relationships appeared to be maintained.

Stakeholder workshops

IOM aim to hold quarterly stakeholder workshops to improve the level of training and awareness on migrants' rights for key officials both in South African and Zimbabwe. IOM held one workshop in April of this year on migrants' rights issues. The training had as far as possible used officials from the South African and Zimbabwean authorities to deliver the messages. The training highlighted that many South African officials were unaware of migrants' rights of due process and treatment and of their legal obligations under South African law. Further workshops are planned, although the review team is not aware of the full forward programme. IOM originally had a target to train 360 border officials over the three year period. The review team believes that training to have maximum impact, the aim should not primarily be quantity of officials trained, but rather targeting those officials who deal with migrants on a daily basis e.g. those on the front line. IOM recognise this and hope to do more. Ultimately the objective should be for the governments to provide this training. IOM South Africa might have a role in helping to pursue this on the South African side.

Building effective relationships with stakeholders could be seen to be a double-edged sword in some senses. Whilst IOM's work seems to have motivated and encouraged stakeholders to fulfil their obligations more effectively, on the other hand there is a risk that, particularly given the GoZ current lack of resources, stakeholders become too dependent on IOM to provide capacity in their place. The review team recognise that in the short to medium term, stakeholders will continue to depend on IOM. It is important to recognise that in the longer term, many of the functions IOM is currently fulfilling should be assumed by local providers, and IOM should continue to work to build the capacity of stakeholders towards this long term objective.

Recommendation:

- Work with stakeholders should continue to focus on capacity building as far as possible,

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- IOM's ultimate objective should be looking to hand over some of the work to local providers.

Political level

As noted in the introduction, IOM have been working towards the goal of relieving the migratory pressure and providing more legal opportunities for work through the implementation of a farm labourers' agreement between the South African and Zimbabwean governments. The agreement would allow applications to be made in several parts of the country. The review team was informed that IOM might play a role in health screening workers, carrying out a pre-medical check and transporting workers from the application centre to the place of work. Some interviewees in the local authorities assumed that one of the application centres might be on the Beitbridge site.

It would seem an odd juxtaposition to have an application centre on the same site where deportees were received. Some government officials interviewed for the review, expressed concern that an application centre in Beitbridge might become a magnet for migrants, reversing the impact of the centre on the town. Further thought should be given before the Beitbridge site takes on this role. However, an agreement on legal opportunities would be a worthwhile breakthrough and provide some outlet for the current migratory pressures

IOM have also provided technical advice to discussions within the MIDSA and SADC processes on free movement within the region, although the GoSA has proved the most reluctant to open up its borders. On a bilateral level the GoZ has held talks with the GoSA with the aim of working towards an MOU on migration matters, covering access to visas for cross border traders, better management of deportations, although the implementation of this was perceived as very difficult in the current climate.

Conclusions

The purpose of the current project is to address the immediate humanitarian needs of deportees in Beitbridge and increase the involvement of all stakeholders in promoting and protecting the rights of migrants. The report has shown that within the first year of the programme IOM has proved very effective in meeting these objectives. In general the services offered to migrants at Beitbridge are appropriate to the circumstances. IOM is establishing a similar centre at Plumtree on the border with Botswana, where deportation levels are also significant. It will be important that the centre at Plumtree learn lessons from the Beitbridge model and draws on a similar provision of assistance. The proposals to move to more qualitative measures are on the whole welcomed by the review team.

With the deteriorating economic situation it seems likely that the levels of migration will continue and that this type of humanitarian assistance will remain necessary in the medium term. It is also probable that many migrants will continue to attempt to return to South Africa whilst there remain few economic opportunities in Zimbabwe. In view of this IOM has begun to consider ways to develop more sustainable returns by developing livelihoods programmes in the most popular regions of origin of migrants, in partnership with organisations such as Heifer International, IOM is also beginning to consider how they might be able to monitor those who return home, focusing initially on key regions of origin. These efforts are commendable but sustainable returns are only likely to come with marked economic and political improvements. Venturing into livelihoods work is commendable, but IOM might need to consider their capacity and expertise in this area

of work. There may be a case for more coordinated efforts from donors to consider developing livelihoods work in regions of origin in the longer term, as part of their overall approach to stimulate economic growth.

Recommendations:

- .As far as possible, IOM should look to hand over livelihoods work over to expert organisations.
- In the longer term, IOM might consider at what level of deportations its assistance might not be needed. In the longer term, many of the functions carried out by the centre will need to be handed over to the local authorities. Careful consideration should be given before adding new facilities to the centre.

3.2.3 Output 3: Information campaigns on migration and risk of exposure to HIV/AIDS

3.2.3.1 Appropriateness of Interventions

Due to time and resource constraints, the review team's assessment of the information campaign was very limited. The "Safe Journey" campaign was originally launched in October 2005 and targeted at increasing the knowledge of migrants and potential migrants of legal migration in order to allow Zimbabweans to make informed choices about migration and to also make people more aware of the risks of HIV/AIDS given migrants' vulnerability to HIV/AIDS. The initial concept had the backing of the Government of Zimbabwe. One of the initial measures of success was to increase the number of passport and visa applications over the three year period of the campaign. Due to the fact that in the last year the Zimbabwean government has severely reduced the numbers of passports being issued due to financial constraints, IOM have consequently refocused the campaign its second year to focus instead of warning people about the dangers of illegal migration, as options for legal migration are very limited for many Zimbabweans.

The second phase of the campaign, launched in October of last year, and which is the subject of this review, was targeted at 15-24 year olds, the South Eastern part of the country and, in particular the towns of Chipinge, Chiredzi and then with a special focus in the South West targeting Bulawayo, which are consistently the most popular regions of origin for migrants passing through the Beitbridge centre.

Most of the original log frame indicators for the campaign were purely quantitative e.g. distribution of x number of brochures. Such targets do not assess how far the messages of the campaign are absorbed by the target audience or the impact they have. Due to the difficulties of measuring the impact of the information campaign, IOM commissioned baseline survey in October 2006 of migrants in the south east of the country¹⁴ to assess baseline knowledge of information about migration, knowledge about infection and prevention of HIV/AIDS and to assess the media most frequently accessed by migrants to assist IOM in targeting the media used for the campaign. The results of the survey will now provide a baseline against which IOM can assess the impact of their campaign more effectively. The review team supports IOM's efforts and proposals to move towards more qualitative indicators for this output, and hopes that this will provide a basis for a thorough evaluation of Phase II of the campaign.

¹⁴ A nationwide survey was subsequently commissioned in January 2007

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In the current climate making “informed choices” about migration is not really an option for many migrants. It is therefore appropriate that the campaign messages on safe migration and the dangers of irregular migration have been strengthened. There is some evidence to show that information campaigns in other countries have in some cases actually motivated people to move as they are made more aware of their options. However, as the messages of the campaign clearly raise awareness of the dangers of migration, the message of this campaign is well targeted.

Communication Tools and Channels

All the funding initially sought for this objective was not secured and therefore some of the original planned activities had to be scaled back. The main activities during the course of this year have included the posting of billboards in border areas, the distribution of 24,000 posters, the production and distribution of 150,000 safe migration passports, the production of 7000 bumper stickers and a nationwide schools competition to design info on safe migration, which approximately 100 schools participated in. The messaging of these products is consistent. Most of these materials are produced in local languages (Shona and Ndebele) as well as English

Two particular tools merit further comment. IOM have sponsored a road show which is touring the South Eastern areas of the country. The roadshow presents the messages about safe migration and HIV/AIDs in a lively and entertaining way, and is targeting some of the regions most susceptible from migration, particularly rural areas where there is often less access to usual media, and where there is often the lowest level of knowledge about safe migration and HIV/AIDs. Feedback about the roadshow is being collated.

The other concept is the opening of a “Safe Zone” youth centre in Chiredzi in February 2007. IOM entered into partnership with the Zimbabwe National Family Planning Council (ZNFPC) to take over an existing youth centre in Chiredzi, one of the main source regions of migrants passing through Beitbridge. The centre is targeted at 15-24 year olds, the predominant age range of migrants and has a structured programme from 2pm to 8pm on Wednesdays to Sundays. There are two full time employed youth workers who provide a structured lesson on safe migration and HIV/AIDs on a daily basis. A team of 10 peer educators who already worked at the centre have also been trained to take on some of these responsibilities, and the existing ZNFPC staff are also involved in providing information HIV/AIDS and counselling to young people. Other activities at the centre include sports, small scale livelihood skills including hairdressing and carpentry. A small outlet for some of the materials produced has been found in a community shop in Harare. There are plans to expand the services at the centre. Currently there is no running water at the site. If these are provided, it is hoped that internet service can be provided. There are also plans to start a small gardening project and to supply a treatment room for STIs and minor ailments. On average [60] young people have been attending each day. It is hoped to open a similar centre in Bulawayo.

The project certainly seems popular. However, the review team believes that the impact of the centre should be thoroughly assessed and evaluated before further centres are opened. Of particular interest would be to establish the migration knowledge and intentions of children who regularly attend the centre, to establish whether the messages on irregular migration are retained.

Recommendation:

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- There should be a thorough evaluation of the “Safe Zone” in Chiredzi to assess its impact on the children who attend. The results of the evaluation should inform the opening of further centres of this type.

3.2.3.2 Linkages with other IOM Programme Components

The messages of the information campaign are prominent at Beitbridge and the monitoring and evaluation of migrants passing through Beitbridge has proved rightly to be a strong influence for the design of some of the campaigns tools. In addition migrants returning to Chiredzi from Beitbridge are informed about the services at the “Safe Zone.” IOM have initial plans to follow up in more details some of those who return to Chiredzi to gather more data on what happens to migrants who return from Beitbridge.

At present the links between the information campaign and IOM’s work with mobile and vulnerable populations do not appear strong. In many cases this might not be appropriate but the review team considers that some of the messages might be appropriate in Manicaland, where there is quite a lot of cross border movement.

The information campaign has used an innovative range of techniques and its output has been impressive given that it has largely been run by two members of staff. It would be helpful to assess the outcomes of the campaign in more detail. Assessing the impact of the campaign is complex as the campaigns coverage is wide, and it may be one of several factors which influence knowledge on migration and HIV/AIDS. IOM are working to monitor this more effectively but are also intending on hiring an external evaluation team with expertise in communications to evaluate the information campaign. The review team believe that this would be valuable in ensuring that future interventions are as effective as possible.

3.3 Other Cross-cutting Issues

3.3.1 Capacity Building of Implementing Partners

In 2006, IOM worked with nine IPs and in 2007, maintained the same number but replaced three with new partners. As part of its M&E activities, IOM conducted training needs assessment for its IPs in 2006 and in 2007, during which each IP was given an opportunity to prioritise training areas from among the following: proposal and report writing, M&E, Finance, Mainstreaming HIV and AIDS and Data Collection. Other IPs identified additional areas of training including protection, capacity building, livelihood activities, and shelter interventions.

By and large IOM is working hard in strengthening the capacity of its IPs and engaging them. However, one NGO did indicate that it has not yet learnt anything new from IOM in terms of strengthening its organisation. In fact the staff members felt that they could have been part of the resource persons in some of the topics since they had years of experience in doing similar work. They also felt that IOM could have facilitated this particular NGO to train other NGOs especially on Livelihood Interventions.

Some of the issues raised during the needs assessment workshops were that:

- *IPs wanted better feedback from IOM.* IOM now has an IP Monitoring System which will be used to follow-up on IPs’ requests and recommendations. The system mainly works through IP focal points.

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- *IPs wanted the opportunity to comment on all tools before they are put into place.* IOM found this logistically challenging as it increase the time required to finalise tools. However, the IP focal points were involved in the pre-testing of the tools at field level and therefore would have a chance to comment on what works and what does not.

Recommendation:

- It is critical that IOM recognises the strength and weaknesses of each IP especially with respect to the new areas of intervention
- IOM needs to facilitate exchange visits and sharing of experiences and lessons learned between IPs through appropriate fora.

3.3.2 Transition Issues

It is very difficult for humanitarians to contemplate terminating activities when the conditions in-country remain so poor and when the GoZ appears to have fewer and fewer resources to apply.

As part of process of exit strategy and to build in sustainability, IOM is shifting from the emergency mode towards the recovery or protracted relief direction though facilitating engagement in livelihood activities. In Beitbridge, operations will continue to operate in “emergency mode” for some time. The rationale is that they have been providing food assistance to MVP since 2003 and there are no economic or operational benefits. While engaging in livelihood interventions is still within IOM’s manageable interests, the big questions are whether:

- They have the capacity to deliver on recovery/development recognising the fact their strength in the Zimbabwean context is in humanitarian interventions¹⁵
- There are no other agencies better placed to tackle livelihood issues.

Ideally in areas where IOM has been working for couple of years, the natural process is now to pull out and leave other more specialist and experienced organisations to carry forward the work once things have stabilised. However, there are some challenges in taking this course:

- Some geographical areas are still too sensitive for ordinary development organisations to work in
- There is the risk that communities could be forcibly displaced again i.e. the communities still do not have security of tenure to venture into some livelihood activities.
- There are no organisations who have stepped forward to take forward the IOM work
- During the period covered by the review, IOM did not have the capacity to expand into the new areas of intervention

Recommendation:

- IOM should continue its efforts (strong in some areas) to partner with local government authorities and other agencies so that when conditions allow for it,

¹⁵ However, it must be recognised that IOM does not *only* have strengths in humanitarian interventions. In other countries such as Indonesia, Haiti, and Afghanistan, IOM has experience and expertise in reintegration, recovery and community stabilization/developmental interventions.

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the partners will have the capacity to run the programmes for themselves at some stage.

3.3.3 Staffing

IOM did not have a livelihoods officer until recently (August 2006)¹⁶. However, recently (early June), IOM team in Zimbabwe was joined by a Community Stabilisation and Livelihood Specialist which should strengthen their capacity. Considering IOM's coverage i.e. rural and urban, it is very unlikely that it is best placed to tackle livelihood issues. The MHU Officer moved to Geneva and recently replaced. The very effective protection officer has finished her stint, and IOM is seeking a replacement either through the PROCAP surge capacity programme or another means.

Recommendations:

- IOM should continue to obtain longer-term staff positions rather than a series of shorter secondments in the areas where it is agreed they will continue (livelihoods, food aid (if necessary), and protection, for example). Another protection advisor, either through PROCAP or a position funded by a donor, is strongly encouraged to continue the progress with protection. Consistency in personnel, methods, and strategies will improve the adoption of new ideas and protocols.

3.3.4 Coordination and Advocacy

The responsibility of coordination and advocacy should fall squarely within the jurisdiction of UN agencies but working together with stakeholders using the cluster approach¹⁷. In the Zimbabwean context, it must be clearly understood that by asking IOM to coordinate some of these working groups or fora, there is a risk of IOM reducing its ability to provide the humanitarian aid that it is uniquely positioned to provide.

Recommendation:

- There is need to ensure that UN agencies take the lead in the coordination role and act as a buffer in absorbing pressure from government.

3.3.5 Donor Support/Harmonisation

There are concerns that with 11 donor organisation, different reporting requirements and different site visiting schedules, IOM will spend much more resources in administration rather than spend the resources on doing the actual work or with the beneficiaries. However, realistically, it will be difficult to harmonise donor requirements as these are determined by their respective Head Offices but the review team thinks that there are opportunities for cutting back the number of reports needed. There are also opportunities to synchronise site visits by donors in cases where different donors are funding the same output in the same geographical location.

¹⁶ IOM had an agricultural specialist prior to Operation Murambatsvina (ie before May 2005). However since the programme had to refocus on immediate needs of the massive increase of the displaced due to the Operation Murambatsvina, and thereby reduce its livelihood interventions, the specialist left the organization.

¹⁷ In light of recent cluster approach, UN, International Organisations and NGOs need to work *together*. However, it appears that some international organisations including NGOs are not comfortable with UN agencies leading clusters when they feel that they themselves are also equally eligible to lead the cluster.

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By having IOM as the only organisation operating in the difficult to access areas and with these fragile communities, there is a high risk that if IOM falls out of favour with the Government of Zimbabwe, access to populations in the most politically sensitive areas will be constricted. Note that this process is fraught with significant risk: in some areas where too many relief organisations were brought in at the same time, resulting in publicity of the intervention, GoZ retaliated by further punishing the displaced populations.

Recommendations:

- Donors and the UN should continue – carefully - to help expand the number of relief agencies that have access to sensitive areas.
- For those who have not done so already, donors should reduce the reporting requirements for IOM and the number of individual field visits.

3.3.6 Targeting Methodologies

4. The methods used for targeting seem much improved since 2006, largely due to the excellent monitoring and evaluation tools that are being rolled out to the field from the IOM Harare office. IOM has also increased the size of its Harare staff to be able to analyse the data and apply the findings to re-adjust its programmes to the changing field contexts. The main challenge for IOM and its partners will continue to be whether to concentrate more on immediate needs of the most vulnerable, negotiate to be able to help the stateless populations and those in the politically sensitive areas, and help the expanding number of newly vulnerable, or to move more deeply into the communities where they are and expand the livelihood and more transitional activities. IOM is primarily using community targeting, and the reassessment activities carried out recently are commendable for their efforts to tighten targeting particularly for food aid.

Recommendations:

- IOM should continue to provide additional, tailored training and support to its IPs to make them more comfortable with the use and application of the *modified M & E* tools.

4.1.1 Stateless Peoples

The plight of the populations in Zimbabwe who originally came from neighbouring countries but no longer have family or property there, remains a significant human rights issue. These people, most of whom are originally from Mozambique, Zambia and Malawi are consistently denied goods and services due to their lack of official identification documents.

Recommendations:

- As the new protection cluster lead, the UNHCR should work closely with OCHA and the GoZ to negotiate for the rights of those currently without national identification papers (Mozambicans, Zambians, Malawians).

List of Recommendations by Topic (*in alphabetical order*)

Assessment and Targeting

- IOM should use its unique relationship with GoZ and limited funding to identify and access additional caseloads in Harare for humanitarian assistance and hand over the non-humanitarian services to other actors.

Coordination and Advocacy

- OCHA can assist IOM further in its advocacy role, as well as identifying gaps that other organizations can fill to take the burden off IOM.
- IOM should mobilise UNICEF to address the large number of children in Harare urban resettlement areas who are currently not attending school
- OCHA's recent roll-out of the cluster framework should be designed to facilitate humanitarian partners' work on the ground.

Databases

- IOM to collect more reliable data about numbers of migrants using the centre repeatedly through the introduction of e-registration, with a view to enabling better targeting of resources in future.
- In addition to the currently recorded return destination, IOM should record where migrants are from originally, and to monitor any displacement effect.

Donor Support/Harmonisation

- Donors and the UN should continue – carefully - to help expand the number of relief agencies that have access to sensitive areas.
- For those who have not done so already, donors should reduce the reporting requirements for IOM and the number individual field visits.

Emergency Response Activities

- If additional funding is not forthcoming for basic needs and NFIs, IOM should consider re-allocating non-emergency funds (for IGAs and livelihoods activities) toward basic needs

Exit/Transition Strategies

- Work with stakeholders should continue to focus on building capacity. IOM's ultimate objective IOM should be to hand over some of the work to local service providers (e.g. protection work, labour migration agreement).
- Donors might also consider developing livelihoods work in regions of origin, although there is much concern that the current economic climate will prevent success or sustainability of such programmes.
- IOM should continue its efforts (strong in some areas) to partner with local government authorities and other local agencies so that when conditions allow for it, the partners will have the capacity to run the programmes for themselves at some stage

Financial management

- IOM should ensure buses are brought into service without further delay. Subsequently IOM should monitor comparative costs between own transport and those of other service providers before any further significant capital expense on transport.

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Food Aid

- While IOM has improved significantly in food delivery, several food experts advised the review team that more experienced food aid partners should take over this activity in areas that are not restricted to just IOM, given the complexity of food issues in the country
- In areas where NGOs with more distribution experience have access, IOM should hand over food aid.
- To ensure better targeting of dry rations, IOM should record reasons why food stuffs are not taken at the Beitbridge Centre

Funding issues

- DFID aside a 10% contingency but funding levels for IOM have enabled IOM to keep those funds in reserve in anticipation of a surge in emergency needs next year. Some other donors have also allowed line-item flexibility for inflation distortions, which will be very helpful. Other donors are encouraged to follow suit within their agreements.
- Only DFID has provided long-term funding so far and while others have been encouraged to follow suit, the current political context is not conducive to long-term donor commitment. Project time periods should be granted for at least 12 months to facilitate planning and potential increase in beneficiary case loads.
- While donors may be aware of the impacts of earmarking, they will likely remain in disagreement about the roles and responsibilities of the GoZ and thus what should and should not be funded. Continued dialogue among donors is encouraged.

Health Services

- If the financial resources are not available, IOM should continue communicating the outstanding needs to UNICEF, WHO, and experienced health NGOs to help fill these gaps, especially where children are concerned. (If WHO is too weak, then UNICEF should work with others to address these issues)
- The 2008 review should examine the effectiveness and impact of the planned mobile health service.
- Donors should acknowledge the continued support for drug supplies as long as there is such a severe shortage in the country.

HIV/AIDS

- IOM needs to communicate with specialised HIV/AIDS organisations to provide ARV treatment where possible and do it consistently across all geographical areas. UNICEF and WHO could be instrumental in assisting with this effort, as well as the Ministry of Health and Child Welfare.
- To mainstream the issues more thoroughly within the IPs, the designated specialists who are trained by IOM should in turn then train/sensitise their technical colleagues.
- IOM should engage an HIV/AIDS *external* specialist to review the effectiveness of these activities to be sure they are on the right track and that messages are consistent with those of other organisations
- IOM has mobilized support to ensure mobile populations have access to ART services, including care and support, through the Expanded Support Program, in

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the context of humanitarian action. Advocacy for other care and support services such as home-based care, and orphan support is still required.

Humanitarian Assessments

- Specialists within the UN and other organizations can be brought in under IOM's umbrella to help undertake these assessments. OCHA should take a greater role in the compilation and dissemination of this information.

Humanitarian Coordination

- The forum has been established in the form of IASC meetings through OCHA. The utility of these meetings can be improved, as well as information compilation and dissemination.

Implementing Partner Relations

- The next step is to tailor the capacity building according to the variable capacity of each group, and use the existing skills of the stronger IPs to help bolster the weaker ones. The IPs also remarked that more opportunities to share experiences and trouble-shooting techniques would be very helpful.
- Continued monitoring by IOM of IP needs will help determine effectiveness of their support
- The emphasis now should remain on strengthening the partnerships already in place. Some of IOM's stronger IP's have branches in other parts of the country that could be called upon as caseloads in new areas are identified.
- In the short to medium term IOM, should consider strengthening relationships with IPs in protection work in order to encourage them to take on more of the responsibilities.
- It is critical that IOM recognises the strength and weaknesses of each IP especially with respect to the new areas of intervention
- IOM needs to facilitate exchange visits and sharing of experiences and lessons learned between IPs through appropriate fora.

Livelihoods and Rural Development Activities

- Given some problems that the team noted during field visits and on comments of individuals interviewed, donors and IOM need to decide whether or not to continue with livelihoods activities. If there is a shortage of funds, relief assistance must take precedence
- IOM should finalise its plans to engage other partners (already initiated with CARE and other organisations) to enhance implementation of livelihood activities.
- Sustainability - need for greater input and coordination from donors' previous livelihood work to target main regions of origin of migrants.
- IOM should examine whether the costs of expansion into livelihoods areas is compromising its ability to address the immediate needs of the neediest populations. It is more strategic to get the existing livelihood interventions to work and then showcase them as workable models for transition/reintegration.
- IOM should consider focussing its efforts on field crops (for instance increasing provision of inputs and reducing post harvest losses; and training on proper use of the inputs) rather than the irrigated crops (vegetables) which require much more support.
- If IOM continues with gardens in viable areas it must address the following aspects:

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- adequate fencing against small livestock
- sustainable pest management
- assure water-lifting devices before starting the gardens
- start with bucket watering and then move to drip kits for the extremely advanced farmers who can properly manage the technology.
- enhance soil fertility and composting
- Until the market for soap becomes more favourable, manufactured soap can be bought from the producers by IOM and distributed as part of the NFI kits to target households.
- As far as possible, IOM should engage or team up with, experienced organisations working in Zimbabwe on livelihoods work.

Monitoring and Evaluation

- Follow-up with IPs is needed to analyse and act on the data collected (this has begun).

Multi-year Funding

- Only DFID has provided long-term funding so far and while others have been encouraged to follow suit, the current political context is not conducive to long-term donor commitment. Project time periods should be granted for at least 12 months to facilitate planning and potential increase in beneficiary case loads.

Non-Food Items

- As mentioned earlier in the livelihoods section, IOM should consider buying the soap manufactured by its beneficiaries and include it for distribution in the NFI packages until the local market for soap becomes more favourable or when the economy improves.
- The review team agrees that more NFIs are warranted for current and new caseloads.

Protection and Gender-based Violence

- IOM should consider coding the protection incident report forms to remove victims' names from the associated report to protect them from retaliation in case the forms are taken.
- The whole UN team will need to support UNHCR in its new role as the protection cluster lead.
- To mainstream the issues more thoroughly within the IPs, the designated specialists who are trained by IOM should cascade the training to their technical colleagues focussing on how to recognize issues and act on them.
- The name and identity of the victims on protection incident forms should be coded and the corresponding name lists be stored separately from the written information to protect the confidentiality of victims in case the forms are misplaced or fall into wrong hands.
- The draft MOU for the Child Centre should be brought into force as soon as possible and reviewed by all partners on a regular (quarterly) basis.

Reporting

- It is not realistic to expect donors to standardise formatting, timing and reporting given the varying policy and legal constraints for each donor. However, based on the difficult conditions under which IOM is operating, donors who haven't

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already done so should consider adopting a waiver to reduce the number of reports required.

- This review concurs with IOM considering the current severe and worsening economic challenges in the country, especially with regards to inflation as well as the number of donors (10) IOM is working with. In fact a reduction in the number of reports is advised, given the amount of time that is being devoted to report drafting that would be better spent in the field and working with IPs.
- It will take time for staff to become comfortable with M&E tools, but IOM's demonstration to IPs of how survey results can improve their programmes will help. Donors should recognize that demonstrating impact in some areas will be difficult due to multiple causal factors.

Security of tenure

- While IOM senior management has devoted considerable amount of time to securing access, the UN team should provide more assistance in this area as well.

Shelter

- IOM should continue to prioritise the identification of new caseloads of the most vulnerable to ensure these people receive basic humanitarian assistance.
- Donors must recognise the need for more transitional shelters, especially in the urban areas.
- IOM should work past previous misunderstandings with UN-Habitat to better capitalise on the shelter expertise within that organisation.

Staffing

- The secondments have resulted in marked improvements in IOM programming in all three areas mentioned. Another protection advisor, either through PROCAP or a position funded by a donor, is strongly encouraged to continue the progress with protection. While IOM has improved significantly in food delivery, it is still advised that more experienced food aid partners take over this activity in areas that are not restricted to just IOM, given the complexity of food issues in country.
- IOM should continue to obtain longer-term staff positions rather than a series of shorter secondments in the areas where it is agreed they will continue (livelihoods, food aid (if necessary), and protection, for example). Another protection advisor, either through PROCAP or a position funded by a donor, is strongly encouraged to continue the progress with protection. Consistency in personnel, methods, and strategies will improve the adoption of new ideas and protocols.

Stateless Peoples

- As the new protection cluster lead, the UNHCR should work closely with OCHA and the GoZ to negotiate for the rights of those currently without national identification papers (Mozambicans, Zambians, Malawians).

Targeting

- IOM should introduce an e-registration system and monitor the levels of repeat migrants. Once the system has been introduced, IOM should consider whether all forms of assistance should be open to multiple repeat deportees.

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- Need for thorough evaluation of Safe Zone centre in Chiredzi to inform future targeting.
- IOM should provide additional, tailored training and support to its IPs to make them more comfortable with the use and application of the *modified* M & E tools.

Water, Sanitation and Hygiene (WASH)

- IOM needs to follow-through with UNICEF and other IPs such PumpAid and Practical Action on the completion of all water points that it has established (deepening wells, covering wells, installing lifting devices and providing replacement parts and training).
- IOM should recognise and engage other water and sanitation actors including non-government agencies, for a more coordinated response in this sector especially in the urban areas.
- In Nyamukwarara, IOM should facilitate harnessing the available water resources (piping the spring and finishing the wells) to avoid the health effects of long-term consumption of aqua-tablets by the local populations.

APPENDICES

Appendix 1: Terms of Reference

Support to IOM Zimbabwe 2006-9

ANNUAL REVIEW *Terms of Reference*

Context

In recent years, Zimbabwe has experienced severe economic decline and social turbulence, partly characterised by high levels of internal displacement and outward migration. IOM has been at the forefront of responding to the humanitarian needs of these mobile and vulnerable populations. IOM Zimbabwe has expanded rapidly to meet these challenges. In 2006 a Joint Donor Review (DFID, EC, Sida, USAID) was undertaken. The Review commended the organisation for the promptness and appropriateness of its response to displacements in an environment where other actors are unwilling or unable to act whilst noting the need for IOM to strengthen on-going programmes of assistance to migrant groups, such as mobile and vulnerable people and returnees, and at the same time develop a more strategic approach to interventions and exit strategies. The Review recommended donors assist this process by improving harmonisation and committing to multi-year funding.

DFID responded by committing £5 million pounds to IOM in a three year programme (2006-9), making it IOM's largest donor. All of IOM's major donors agreed to harmonise around a common logframe for the purposes of monitoring and evaluation. However, not all donors are supporting all outputs under the common logframe.

DFID requires an annual review of progress against the programme logframe. This review will be a DFID led exercises supported by ECHO, Sida, CIDA, USAID, Spanish Embassy and Netherlands Embassy (?) Findings will be shared amongst all of IOM's donors.

Programme Objectives

The overall goal as stated in IOM Zimbabwe's Strategic Plan 2006 and logframe is *to contribute to the management of cross-border (international) and internal migration and to address the needs and vulnerabilities of migrants and mobile populations.*

The **purpose** of the project is *to protect the rights and address the needs and vulnerabilities of migrants and mobile populations.*

Output 1: To address the humanitarian needs of mobile and vulnerable populations. This will be achieved through the provision of food, non-food items, medical assistance, child protection and temporary shelter under IOM's Emergency Assistance Programme to Mobile and Vulnerable Populations

Output 2: To address the humanitarian needs of deportees in Beitbridge and increase the involvement of all stakeholders in promoting and protecting the rights of migrants. This will be achieved through the provision of food, medical aid and assistance to return home to deportees; the training of border officials by IOM on migrant rights and sensitisation on issues of trafficking, abuse and exploitation and through the establishment of a tri-partite agreement between the governments of Zimbabwe, South Africa and IOM to standardise and regularise deportations in accordance with international accepted standards. This refers to IOM's programme Humanitarian Assistance to Returned Migrants and Mobile Populations at the South Africa-Zimbabwe Border

Output 3 To provide potential Zimbabwean migrants with sufficient information to make informed choices about migration while also increasing their levels of knowledge on potential risks and vulnerabilities including the threat of exposure to HIV & AIDS. This will be achieved through a nationwide multi-media information campaign. This is the Safe Journey Information Campaign - (Phase II Youth).

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All donors are supporting Output 1. DFID & Sida currently support Output 2 whilst only DFID supports output 3.

Purpose

The overall purpose of this review is to assess progress towards achieving all programme Outputs, Purpose and Goal and to consider the validity of Assumptions in the Logical Framework .

IOM during the first year of the programme received less funding than anticipated and therefore would like to review the logframe. The original logframe is attached with IOM's suggested modifications (Annex 1) The review team should assess whether these modifications are appropriate and suggest others if needed.

The mission should clearly focus on assessing extent to which IOM has developed a strategic approach where programmes are strengthened alongside effective exit strategies developed and implemented.

The review will:

1) Assess progress towards purpose

- Consider the extent to which planned programme Outputs are contributing to the Purpose and whether they are still relevant and realistic.
- Consider the contribution of the Purpose to the programme Goal
- Consider whether the Risks/Assumptions identified during programme design remain valid; whether they are impacting on the programme Purpose; how they are being managed and whether any new Risks/Assumptions have been identified or are emerging.
- Assess the likelihood of the programme achieving its purpose, and make recommendations accordingly.

2) Assess achievement of outputs to date

Output 1: To address the humanitarian needs of mobile and vulnerable populations

- Assess the quality, range and appropriateness of the interventions
- Review assessment and targeting methodologies for their effectiveness and applicability
- Assess the effectiveness of HIV and gender based violence mainstreaming
- Assess the effectiveness of IOM's capacity building of its implementing partners
- Assess the gender sensitivity of the programming

Output 2: Address the humanitarian needs of deportees at Beitbridge and increase the involvement of stakeholders in promoting and protecting the rights of migrants

- Assess the quality, effectiveness and appropriateness of the assistance provided to deportees at the Reception Centre
- Assess quality and appropriateness of the assistance being given to children (counselling, family reunification, child protection) and the working relationship between IOM and Save the Children, Norway.
- Assess the capacity of the Centre to deal effectively and appropriately with protection issues
- Assess the extent to which cooperation has been improved between the relevant stakeholders in Zimbabwe and South Africa

Output 3: Provide potential Zimbabwean migrants with sufficient information to make informed choices about migration while also increasing their levels of knowledge on potential risks and vulnerabilities including the threat of exposure to HIV & AIDS

- Assess the quality, effectiveness and appropriateness of the information campaign
- Review the appropriateness of communication tools and channels
- Consider the extent to which the Information Campaign is effectively linking with other parts of the IOM programme

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3) Consider revisions to the existing programme

In the light of the above, review and make recommendations on possible improvements which could be practically implemented during the remainder of the programme in the areas of:

- Beneficiary (re)assessments
- Community participation and programme responsiveness
- Monitoring and evaluation and reporting
- Donor harmonisation
- Transitioning / handover and exiting¹⁸
- Livelihoods

Competency & Expertise

It is anticipated that a 3 person team will be required to conduct this Review. The team will provide an international, regional and country perspective. The following skills will need to be provided by the team:

- Migration (forced and irregular)
- Social Development / Gender / HIV & AIDS
- Livelihoods
- Humanitarian

Outputs

The team will deliver the following outputs:

- Presentation outlining preliminary findings to IOM and donor group
- Review report (maximum 30 pages, additional material can be contained in annexes)
- Completed DFID Annual Review PRISM form (template provided by DFID)

Reporting

The team will report to the donor steering group. The DFID Social Development Adviser and DFID Programme Officer will be the main contact.

Timing

The Review will take place in late May – June 2007

Background

Zimbabwe is experiencing high levels of social turbulence and economic decline. Migration in search of employment is common. Government policies have also resulted in the displacement of more than a million people.

The Zimbabwe Government's "fast-track" land reform programme, which began in 2000, has displaced an estimated 160,000 commercial farm workers, equating to approximately 800,000 people including dependants. Most have lost their access to land and income. Many 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 through governmental land reform in addition to severe economic crises in other sectors has resulted in almost unprecedented national economic collapse. Food production is below national requirements and basic goods are increasingly unaffordable for many Zimbabweans.

¹⁸ Some of IOM's caseload, especially ex-farmworkers have been receiving assistance for several years, other formerly displaced communities have been stabilised and resettled – there is a need to transition communities out of emergency support to longer term livelihood support, to handover to other organisations and to exit completely from some communities.

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Zimbabwe's problems of displacement were severely exacerbated in May 2005, when the Zimbabwe Government embarked on Operation Murambatsvina (Drive Out Rubbish), a campaign of destruction of informal livelihoods, property and forced evictions, predominantly in poor urban areas. 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. On-going small-scale evictions are continuing.

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. There has been a surge in irregular migration of Zimbabweans to all neighbouring countries, with all countries now regularly deporting Zimbabweans. 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. The scale and manner of deportations amounts to an emerging humanitarian crisis. South Africa is currently deporting between 800-1000 Zimbabweans daily, including unaccompanied minors. The only humanitarian support is provided to deportees from South Africa by the IOM Reception Centre at Beitbridge.

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 three years, IOM's humanitarian assistance programmes have risen from approximately US\$3.7 million funded by 3 donors to over US\$15 million for 2006, funded by 9 donors.

In April 2006 a Joint Donor Review was undertaken of IOM. The Review commended the organisation for the promptness and appropriateness of its response to displacements in an environment where other actors are unwilling or unable to act whilst noting the need for IOM to strengthen on-going programmes of assistance to mobile and vulnerable people and at the same time develop a more strategic approach to interventions and exit strategies. The Review recommended donors assist this process by improving harmonisation and committing to multi-year funding.

IOM responded to the Review by developing a coordinated programme bringing together a number of activities within a programme encapsulated within a common logframe. DFID responded by committing £5 million pounds to IOM in a three year programme (2006-9), making it IOM's largest donor. All of IOM's major donors agreed to harmonise around the common logframe for the purposes of monitoring and evaluation. However, not all donors are supporting all outputs under the programme.

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Appendix 2: List of Documents Reviewed

- Joint Donor Review of IOM Emergency Assistance Programme for Mobile and Vulnerable Populations In Zimbabwe, 2006
- Logical Framework for IOM Zimbabwe 2006-2009 based on the Concept Note of June 2006 (and second copy with annotations by IOM)
- IOM Self-Assessment (May 2006-May 2007)
- IOM Briefing Notes (Hatcliffe Extension, Feb. 2007; Hopley Farm, Mar. 2007)
- IOM List of Tools for Implementing Partners (March 2007)
Includes Emergency Assistance Programme Monitoring Framework; IOM Proposal Format; Community Assessments; MOU Template; Registration Forms; Work Plans; Field Activity Reports; Monitoring Tools; Narrative Reports; Incident Reports
- Office for the Coordination of Humanitarian Affairs folder
Includes: Status of Humanitarian Work in Zimbabwe; Situation Reports, Financial tracking tables; presentation to NGOs on Cluster Approach and humanitarian reform; guidance on cluster approach; Drought situation in Matebeleland South; draft Interagency Contingency Plan; maps; NGO registration status with GoZ; Urban ZIMVAC report; Diagnostic Tool
- IOM Institutional Binder
Includes: project and financial tracking; Zimbabwe External Reports; strategic documents and planning; internal reports and proposals; IOM Donor Reporting Manual; IOM Financial Guidelines; IOM Harare Newsletters
- IOM Programme Binder
Includes Proposals, Budgets, and MOUs; Reports; Log Frame, Monitoring Frame, and Process Diagram; Coordination Meeting Minutes; Situation Reports and Press Releases; Implementing Partner Work; Migration Health Unit files; Protection files; GBV and HIV/AIDS files; Community and Environment Files
- IOM Beitbridge Binder
Includes Proposals; Budgets; MOUs; Minutes of Stakeholder Meetings; Registration Forms; Protection Forms and Statistics, Monthly monitoring statistics; Evaluation by students from Sciences Po, Migration Survey and results of the first two surveys;
- IOM Information Campaign Binder
Includes: Proposals; Budgets; Reports; Sample Campaigns Materials; Press releases and press coverage

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Appendix 3: List of People Met/Interviewed

Name	Post	Organisation	Location
<i>Government</i>			
Mr Peter Matshiya	Permanent Secretary	Ministry of Home Affairs	Harare
Major Mutambudzi	Director	Ministry of Information	Harare
Mr Peter [?]	Deputy District Administrator	District Administrator's Office	Beitbridge
Mr Chauke	Chief Immigration Office	South African Immigration Service	SA Border
Mrs Tammy Rimusitheli	Head Social Worker	South African Social Development Office	Mussina
Alec Mhone	Senior Child Protection Officer	Save the Children Norway	Beitbridge
Mr Dennis Chitsaka	Chief Immigration Officer	Zimbabwean Immigration Office	Beitbridge
Ms Daphiney Dunga	Social Worker	Department of Social Welfare	Beitbridge
Mr Peter	Deputy District Administrator	District Administrators' Office	Beitbridge
Mr Chauke	Chief Immigration Office	South African Immigration Service	SA Border
Mrs Tammy Rimusitheli	Head Social Worker	South African Social Development Office	Mussina
Alec Mhone	Child Protection Officer	Save the Children Norway	Beitbridge
Mr Dennis Chitsaka	Chief Immigration Officer	Zimbabwean Immigration Office	Beitbridge
Ms Delphine Dunga	Social Worker	Department of Social Welfare	Beitbridge
Alan Nani	Officer	Department of Labour and Social Welfare	Beitbridge
<i>Implementing partners</i>			
Fr Mupa		St. Gerald Catholic Church	Hatcliffe, Harare
Ratidzai Machawira	Project Manager	St. Gerald Catholic Church	Hatcliffe, Harare
P. S. Gavi	Executive Director	Help Age Zimbabwe	Harare
Cuthbert Mubako	Livelihoods Officer	Help Age Zimbabwe	Harare
Didymus Munhenzva	Executive Director	Zimbabwe Community Development Officer	Harare
Felida Gumbo	Programme Officer – Relief	Zimbabwe Community Development Officer	Harare
Elliot Takaendesa	Operations Director	The Lead Trust	Harare
Dr. Godfrey Nehanda	Technical Advisor	The Lead Trust	Harare
Emily Mtetwa	Accountant	The Lead Trust	Harare
Zibanayi Kisimusi	Water Technician	Practical Action	Harare
<i>IOM</i>			
Mohammed Abdiker	Chief of Mission	IOM	Harare
Dyane Epstein	Deputy Chief of	IOM	Harare

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	Mission		
Justin MacDermott	Senior Programmes Officer	IOM	Harare
Diana Cartier	Programme Officer (M&E)	IOM	Harare
Islene Araujo		IOM	Geneva
Doreen Chimwara	Livelihoods Officer	IOM	Harare
Donna Galway	Protection Officer	IOM	Harare
Norberto Celestino		IOM	Harare
Lucas Halimani		IOM	Harare
Nicola Simmonds	Information Officer	IOM	Harare
Judith Chinamaringa	Information Assitant	IOM	Harare
Nick van der Vyver	Project Manager	IOM	Beitbridge
Sinikewe Sitole	Protection Office	IOM	Beitbridge
Unita [x]	Protection Office	IOM	Beitbridge
Susan Obaya	Finance Officer	IOM	Harare
<i>United Nations Agencies</i>			
Dr. Agostinho Zacarias	UN Resident and Humanitarian Coordinator/UNDP Resident Representative	UNDP	Harare
Bettina Kittel	Programme Officer	UNDP	Harare
Agnes Asekenye-Oonyu	Head of Office	OCHA	Harare
Farah	Deputy Head of Office	OCHA	Harare
Kevin Farrell	Country Director	WFP	Harare
Alberto Correia Mendes	Emergency/Programme Coordinator	WFP	Harare
Anna Rueben-Mumba	National Programme Officer - Gender/Advocacy	UNFPA	Harare
Sathyanarayanan Doraiswamy	Assistant Programme Officer – Reproductive Health	UNFPA	Harare
Nikolina Kobali-Drysdale	Emergency Specialist	UNICEF	Harare
Jose Bergwa	Child Protection Chief	UNICEF	Harare
<i>Donors</i>			
Hans Knynenburg	First Secretary	Embassy of the Kingdom of the Netherlands	Harare
Joanne Manda	Deputy Programme Manager	DFID	Harare
Philippa Thomas		DFID	Harare
Oliver Magwaza		DFID	Harare
Bill Patterson		USAID	Harare

Appendix 4: Review Schedule

Date	Activity	Agenda	Who	Where
	Pre-Review Preparation			
Before 21 May	Dissemination of Preliminary Documentation to consultants	Includes draft ToRs, proposals, reports, Strategic Plan etc	Philippa Thomas (PT), Consultancy Team (CT)	
Monday 21 May	Dissemination of final documents	Revised Log frame and Self-Assessment	CT	
Sunday 27 May	Consultants arrive in Harare		Marian and Helen	
	IOM Pre-preparation			
	Week 1 - Meetings and Field Work			
Mon 28 May	Reading and Meeting day for Consultants 9:30 IOM Briefing	Team to meet and discuss logistics. IOM can also come by and provide the folders to CT for them to read and review Logistic for review, schedule of meetings, detailed documentation handover	CT CT, Diana Cartier, Dyane Epstein	Crowne Plaza Hotel IOM Vehicle
Tues 29 May	0820-0900: Meeting with IOM Chief of Mission	Welcome and background on IOM, mandate, comparative advantages. IOM Zimbabwe	CT (all), Mohammed Abdiker	USAID Vehicle to pick up Consultants from hotel → IOM IOM, Boardroom
	Emergency Assistance Programme			
	0915-1115 Meeting with IOM Emergency and Reintegration Team	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 (Marion/Brighton), Justin MacDermott, Norberto Celestino, Lucas Halimani, Doreen Chinwara	IOM
	1000-1115 Reading time		CT (Brighton)	DFID
	1130-1330 Meeting with donors	ToRs, background, areas of emphasis for CT review	CT (all), Donors	IOM Vehicle to DFID USAID Vehicle from DFID → Lunch/IOM by 1415
	1300-1415 Lunch			

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	1430-1530: Meeting with MHU	HIV/AIDS and health initiatives in Emergency Assistance Programme. Integration of HIV and gender based violence (in greater detail)	CT (Brighton/Marion), Teleconference with Islene Araujo	Dyane office
	1630-1700 Meeting with head of OCHA	IOM's role in coordinated response to displacements. Rights and protection.	CT (Brighton), Agnes Asekenye-Oonyu, Head of OCHA Field Office	IOM Vehicle Takura House
	Beitbridge and Info Campaign			
	0900-0930 Meeting with Deputy Chief of Mission Beitbridge	Strategic overview of Beitbridge programme and programme management.	CT (Helen), Dyane Epstein	
	0930-1030 Meeting with Info Campaign and CT (Helen)	Programme Overview of the Youth Campaign, strategy, management. Including Safe Migration strategy in Beitbridge	CT (Helen), Nicola Simmonds, Judith Chinamaringa	
	1030-1115 Meeting with Finance	Financial management procedures and reporting. Audits, Opportunities for improved joint donor funding modalities. IP financial reporting and oversight.	CT (Helen), Susan Obuya	
	1130-1330 Meeting with Donors	ToRs, background, areas of emphasis for CT review	CT (all), Donors	DFID- IOM Vehicle to take Helen to DFID; back with USAID vehicle
	1330-1415 Lunch			
	1430-1530 Meeting with Home Affairs, Ministry of Labour	Beitbridge Programme, relationship with IOM	CT (Helen), Peter, Mr. Matshiya (the Perm Sec	Ministry of Home Affairs IOM Vehicle
	1545-1715 Meeting with Monitoring and Evaluation	M&E procedures and frameworks for Info Campaign and Beitbridge ; Strategic Planning	CT (Helen) and Diana Cartier	
Wed 30 May				
	Emergency Assistance			
	0900-1230 Visit to Hopley and Hatcliffe	Field visit to two urban sites to see health, shelter, livelihood assistance	CT, Justin MacDermott, Doreen Chimwara and Brian	IOM vehicle to pick up at Crowne Plaza → Hopley
	1100-1200 Meeting with St. Gerard's Catholic Church	IP perspective on IOM as a partner	CT, St. Gerard's Church	Hatcliffe IOM vehicle
	1230-1330 Lunch			

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	1345-1430 Meeting with Netherlands	IOM as a receiver of donor funds	CT, conference call with Ms. Leoni Cuelenaere (Deputy Ambassador of the Netherlands Embassy)	IOM
	1500-1600 Meeting with Programme Development Unit	Donor liaison and reporting – opportunities for improvements. Opportunities for improved joint donor funding modalities. Government liaison	CT (Brighton, Marion) Dyane, Peter Mudungwe	IOM
	1600-1700 Meeting with IOM Field staff	Perspective from the field on the programme	CT (Brighton and Marion), Richard, all field staff not working in field that day.	
	Beitbridge and Info Campaign			
	0930 Departure for Chiredzi	Lunch stop on the way	CT (Helen), Judith Chinamaringa	Safe Zone DFID vehicle to pick up Judith at IOM and Helen at Crowne Plaza
	1330-1530 Arrival at Safe Zone	Visit to Safe Zone; speak with peer educators and observe activities		Safe Zone
	1530-1730 Departure for Beitbridge to hotel	Booking to be made at <i>Holiday Inn</i>		Beitbridge
Thurs 31 May	Emergency Assistance			
	0830-0930 Meeting with WFP	IOM food aid programmes, inter-agency collaboration. Scope for secondments	CT, Kevin Farrell (WFP Country Director), Alberto Mendes (WFP Emergency/Programme Coordinator)	IOM to pick up consultants at hotel → WFP WFP IOM vehicle
	0945-1045 Meeting with Help Age Zimbabwe	IP perspective on IOM as a partner	CT, HelpAge (Mrs. Gavi and 2 technical staff)	IOM
	1045-1200 Meeting with Monitoring and Evaluation Team	M and E procedures, tools, beneficiary database, IP training; Strategic Planning	CT, Diana	IOM
	1200-1300 Database meeting	To introduce the programme database developed and used by IOM Harare	CT, John Chaduka, Taurai Bwerinofa, Diana Cartier	IOM
	1300-1400 Lunch			

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	1414-1530 Meeting with ZCDT	IP perspective on IOM as a partner. IP training, reporting, supervision. Participatory planning and assessment.	CT, Executive Director of Zimbabwe Community Development Trust, Didimas Munhenzva	IOM
	1530 –1645 Meeting with Lead Trust	IP perspective on IOM as a partner. IP training, reporting, supervision. Participatory planning and assessment.	CT, Lead Trust	IOM
	Beitbridge			
	0830-1000hrs	Familiarization of the Centre Operations	CT (Helen)	IOM to escort Helen and DFID vehicle to centre
	1030hrs-1130hrs Meeting with District Administrator	Meeting 2: Perspective of one of the main stakeholders District Administrator	CT (Helen), D Administrator Simon Muleya	IOM
	1145-1400hrs	Observing IOM Operations	CT (Helen), Nick van der Vyver	IOM
Fri 1 June	Emergency Assistance			
	0930-1000: Meeting with UN Resident Coordinator	IOM's role in coordinated response to displacements. Rights and protection.	CT (Brighton, Marion), Agostinho Zacarias, UN Resident Coordinator	IOM Vehicle → Takura House
	1015-1130: Meeting with UNFPA	Inter-agency collaboration in emergency response, mainstreaming HIV/AIDS and Gender-based Violence	CT, Bruce Campbell (UNFPA Country Representative)	UNFPA, Takura House, 5 th floor IOM vehicle
	1145-12:30 Meeting with Practical Action	IP perspective on IOM as a partner	CT, Practical Action	IOM
	1230–1400: Lunch			
	1400-1500 Meeting with MSF	IP perspective on IOM as a partner	CT, MSF	IOM
	1530-1630 Meeting with Finance	Financial management procedures and reporting. Audits, Opportunities for improved joint donor funding modalities. IP financial reporting and oversight.	CT, Susan Obuya	IOM
	Beitbridge Plan			
	0900-1030 Meeting with SCN-Z	Meeting with SCN-Z	CT (Helen), Alec Mhone- Snr. Protection Officer	IOM
	1130-1230 Meeting with Local Authorities	Meeting with Senior Labour Officer, Social Welfare Officer, Immigration and ZRP	CT (Helen), Alan Nani, Energy Mlambo, N Mawere, Chitsaka	IOM
	1245-1445 Lunch			

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	1500-1630hrs	Meeting with IOM Beitbridge Management on Impressions and Feedback	CT (Helen), Nick van der Vyver	IOM
Sat 2 June	Return of Helen from Beitbridge			DFID vehicle
Sun 3 June				
	Week 2 – Field Visits and Meetings			
Mon 4 June	0830- 1300 CT meets together to discuss various findings Any additional meetings they would like	Recap, discussion together before departure of Helen	CT	IOM
	1300-1400 Lunch			
	Emergency Assistance Programme			
Mon 4 June	1400-1700 Departure for Mutare (Brighton and Marion)	Field visit departure to Mutare	CT (Brighton and Marion), Norberto Celestino, Wonesai Sithole	IOM vehicle
	Beitbridge and Info Campaign			
	1430-1530 Meeting with Ministry of Information	Information Campaign, Relationship with IOM	CT (Helen), Peter, Major Mutambudzi, a Director in the Ministry	Ministry of Information IOM Vehicle
	1600-1700 Meeting with IOM Migration Health Team	HIV/AIDS and health initiatives in Beitbridge. Integration of HIV and gender based violence (in greater detail)	CT (Helen), conference call with Dr Islene Araujo	
	(Helen) Additional meetings? Or reading and report writing.			
Tues 5 June	Helen departure			DFID vehicle
	0800-1600 Field visit to Nyamukwarara	Field visit to Nyamukwarara, Mutasa District	CT (Brighton and Marion), Norberto Celestino, Wonesai Sithole	
	1600-1800 Return to Mutare		CT (Brighton and Marion), Norberto Celestino, Wonesai Sithole	
Wed 6 June	0800-1300 Field Visit to Zunhidza and Fairfields	Field visit to Zunhidza and Fairfields (Makoni District)	CT (Brighton and Marion), Norberto Celestino, Wonesai Sithole	

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	1400-1700 Return to Harare		CT, Norberto Celestino	IOM vehicle
Thurs 7 June	0830-0930 UNICEF	Perspective of UN Partner on IOM's activities. <i>Please note that although Helen will not be attending, it may be worthwhile for Brighton and Marion to request some information about UNICEF, Save the Children Norway and IOM partnership in Beitbridge Reception Centre.</i>	CT (all) and Nikolina Drysdale (Head of UNICEF) and Yoko Kobayashi (Programme Officer)	IOM vehicle
	0945-1700 Extensive reading, additional institutional meetings , preparation of preliminary findings, and compilation of preliminary findings for power point presentation	IOM is available if CT wants- <i>please let us know if you would like to work at IOM or would prefer going elsewhere</i>		
Fri 8 June	0800 –930 Final Meeting with IOM Chief of Mission and Management Team	Some preliminary findings	CT, Mohammed Abdiker, Dyane, Epstein, Justin MacDermott, Diana Cartier, Incola Simmonds, Susan Obuya, Lucas Halimani, Norberto Celestino, Richard Machokolo, Emmanuel Muruwisi, Peter Mudungwe, Cecilia Cantos	IOM, Boardroom
	1130-1300 Presentation of Preliminary findings	Power point presentation and discussion	CT, IOM, Donors	IOM
Report Writing				
Mon 11 June	Submission of draft report to donors and IOM by e-mail	CT write draft report		
Fri 22 June	Deadline for submission of comments on draft report from donors and IOM to consultants	CT to incorporate		
Fri 29 June	Deadline for submission of final report to donors and IOM			

