



IOM International Organization for Migration

IOM Views on 2013 Multilateral Aid Review (MAR) Progress Update

General Comments and Observations

The International Organization for Migration (IOM) welcomes the opportunity to provide comments on the 2013 Multilateral Aid Review (MAR) Progress Update.

IOM reiterates the high value it places on evaluations, reviews and assessments as they offer the Organization important opportunities to reflect upon its actions and improve the delivery and results of the work IOM does for the benefit of migrants and governments around the world.

IOM appreciates that the content of the 2013 MAR Progress Update offers a more accurate and balanced reflection of the reality of the Organization than the original 2011 MAR assessment. The 2013 MAR Progress Update reflects IOM's continued commitment to systematic and comprehensive improvements in its strategic performance, financial resource management and partnership behaviour.

IOM wishes to draw particular attention to the fact that it has made recognized progress under increasingly difficult financial circumstances. Pursuant to a policy of zero nominal growth concerning the Administrative Part of the Budget, the core structure has become overstretched, project activity has grown significantly, and funding for the core structure has not kept pace.

IOM reaffirms its strong commitment to address the gaps highlighted in the 2013 MAR Update and to this end continues to work with its Member States to find sustainable and stable funding for the Organization's core structure needs.

Specific Comments and Observations

Though the 2013 MAR Progress Update now represents a better reflection of IOM's reality, it does, however, contain information which IOM feel needs clarification:

1. Generally, while the MAR outcomes have complemented policy and programme adjustments, IOM's broad agenda for improvement has been shaped by a number of other internal and strategic developments:
 - a. The **IOM Structure Reform** was started in April 2009 at the request of the Director General. The driving forces were the views expressed by staff and Member States, the potential impact of the global economic crisis on IOM, the evolving complexity of IOM's work, and the need to ensure that the resources are being used in a manner that most effectively achieves our mandate. The themes for the change were (a) consolidation of structures and resource capacity in the Field and (b) coherence of structures at HQ.
 - b. The development of **annual strategic priorities** by the Policy Formulation and Coordinating Committee and the development of IOM **regional strategies** resulted from the 2009 IOM Structure Reform. These strategies were institutionalized in recognition of the need to ensure coherence of action and information at all levels of the Organization.



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- c. The shift to a **results-based approach to project management** was a result of the Structure Reform's mandate to improve tools and processes that contribute to a comprehensive enhancement of the project management cycle. This resulted, in particular, in the institutionalization of the 2009 *IOM Project Handbook* and a project proposal template incorporating a mandatory logframe and evaluation sections.
 - d. The **Migration Crisis Operating Framework (MCOF)** was the result of a comprehensive review of IOM's approach and response to major emergencies in Haiti, Pakistan and Libya with the recognition of the need for a tool that facilitates the analysis of on-going or potential crises from a holistic migration perspective. The 2008 Sida study on IOM humanitarian assistance also fed into the design of the MCOF. The MCOF was endorsed by IOM's Member States in the 101st session of the Council in November 2012.
 - e. In December 2011, the IOM Council approved the establishment of the **Migration Emergency Funding Mechanism (MEFM)**. As a lesson learned from the Libya crisis, the MEFM was established following external evaluations and IOM's recognized need to reinforce its operational and emergency preparedness capacity by providing the Organization with funds to bridge the gap between the period when a migration emergency occurs and when donor funding is received.
 - f. IOM has put in place other transformative initiatives as a result of other internal and/or external drivers.

In November 2011, **IOM and the EC have signed a framework partnership agreement** for streamlined contractual negotiations applicable to any operation, programme or project administered by IOM and financed or co-financed by the European Union. Through this agreement, the EU and IOM work in close cooperation on projects which promote international cooperation in areas such as legal migration, irregular migration and migration and development. Already in 2008, IOM and the Directorate General for Humanitarian Aid (DG ECHO) revised a framework agreement for the financing of humanitarian aid actions, applicable to all projects administered by IOM and financed or co-financed by ECHO.
 - g. The development of **IOM's Human Resources Strategy** paper commenced in June 2011, as part of the Structure Reform. The HR Strategy was launched during IOM's 101st session of the Council in November 2012.
2. In relation to paragraph 1: *"Although IOM does not have a legal mandate their Constitution is accepted as an international treaty by Member States"*.
 - a. The IOM Constitution is inherently an international treaty and is therefore a legal instrument. IOM's mandate contained therein is thus a legal mandate and its various activities are governed by its Constitution, which upholds the fundamental principles of humane, orderly and safe migration, and by the strategic priorities determined by its Member States.
 3. In relation to paragraphs 7: *"...it remains unclear how IOM's leadership uses evaluation evidence to drive improvements beyond the scope of projects"* and 18: *"The MAR found that it was unclear how IOM acted on evaluations"*:



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- a. In 2008, a Sida-commissioned evaluation on IOM and its Humanitarian Assistance was carried out. Addressing the outcomes, the Structure Reform clarified the roles and functions of the Department of Operations and Emergencies and put in place distinct Divisions for (a) Preparedness and Response and (b) Transition and Recovery. Another action arising from the Sida evaluation is the ongoing implementation of a humanitarian policy development.
 - b. An inter-agency real-time evaluation and the Libya External Evaluation also contributed as drivers to the development of IOM's MCOF. The MCOF is an important backdrop to the Organization's engagement in the Inter-Agency Standing Committee's (IASC) Transformative Agenda (TA) because both the MCOF and the TA resulted from the same lessons learned from the Libya, Haiti and Pakistan crises. In parallel, IOM has also put in place an emergency activation working group to review internal policies and procedures to maximize emergency response; and has established emergency activation protocols.
4. In relation to paragraph 26: *"IOM was not able to allocate funding in a predictable manner because 96.5% of its income was for project work. Annual budgets are drawn up by assessing future levels of income and expenditure based on current membership and projects. It did, however, have a medium to long term un-earmarked budget for capacity building in developing countries known as the IOM Development Fund."*
- a. The Administrative Part of the Budget and the Operational Support Income (OSI) Budget represent approximately 8 per cent of the total budget. The Administrative Part of the budget is funded by Member States on the basis of an assessment scale that is equated to that of the United Nations, while the level of OSI budget is based on a 3-year average formula, thereby enhancing predictability and transparency. These two budgets respond to the core structure needs, the fees for IOM's participation in the UNDSS mechanism, staff security structures and the IOM Development Fund. The remaining 92 per cent, the Operational Part of the Budget, is composed of funding earmarked for specific projects or reimbursements for services provided.
5. In relation to paragraph 33: *"Over the past four years IOM's administrative budget has experienced zero nominal growth and this is expected to continue in 2013-14."*
- a. IOM's Administrative Budget is an annual budget. The budget for 2013 is based on zero nominal growth. For 2014 onwards, the budget level is still under discussion with Member States.
6. In relation to paragraph 38 on CER recommendations:
- a. IOM is reviewing DFID's recommendations generated by its Commercial Expertise Review (CER). Moving forward, IOM would like to continue discussions with the CER team on recommendations in the CER report. IOM notes that the CER is not a formal audit nor is there the expectation that all recommendations are taken forward.
7. In relation to paragraph 41: *"Limited evidence from the field was positive about IOM's work with governments and other agencies on migration issues."*
- a. IOM is a standing invitee to the IASC and has a seat at the UN Country Team (UNCT) in all countries. As such, it is an active partner at all levels, from the Principals meetings and the Director's level Working Group to the technical inter-agency groups. IOM's participation in



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- such inter-agency fora has created a number of commitments binding IOM to common standards, practices and policies, while increasing its recognition and legitimacy in fulfilling its mandate and functions.
- b. In December 2011, the IASC Principals endorsed the recommendations of the Transformative Agenda (TA), reaffirming their commitment to work in partnership to implement these, and to strengthen capacities to respond more effectively to humanitarian emergencies. IOM has taken steps to align internal procedures in this direction and to improve emergency response, such as but not limited to: (a) formation of a multi-disciplinary task force to streamline internal procedures and provide support to country offices on TA implementation; (b) establishment of the MEFM; and (c) deployment of Emergency/Humanitarian Specialists to IOM regional offices to develop prevention, preparedness, resilience, response and recovery capacities.
8. In relation to paragraph 50: *“The MAR assessed that IOM’s project-based way of working does not allow it the flexibility to reinforce the country-led approach.”*
- a. IOM participates as a member of the UN Country Team where country-wide needs are assessed and prioritized through the inter-agency action plan, which undergoes revision twice a year and priorities revisited. As a result of this participation, IOM implements joint country programmes in several countries, such as, but not limited to Haiti, Pakistan, South Sudan and Sudan.
9. In relation to paragraph 54: *“IOM’s specific leadership and co-ordination role in humanitarian settings is to co-lead the CCCM cluster at the global level (with UNHCR), and to lead the cluster in the field in situations of natural disasters. IOM’s performance was found to be variable”.*
- In addition to IOM’s projectized efforts to implement activities as CCCM Cluster Lead¹, IOM contributes to building capacities to ensure preparedness and sustainability of actions.
- a. Despite IOM’s lean Headquarters structure, IOM has invested in two positions, Senior Humanitarian Advisor and CCCM Global Cluster Coordinator, to strengthen its IASC and Cluster engagement and leadership. IOM has also committed 50 staff to the Inter-agency Rapid Response Mechanism roster for CCCM and shelter responsibilities.
 - b. In collaboration with UNHCR, IOM organizes an annual CCCM retreat designed to share good practices and discuss common concerns. The 2012 retreat attracted participants representing 40 agencies from 12 countries.
 - c. In 2012, IOM supported CCCM capacity building for national authorities through training/technical support. IOM conducted 40 courses in nine countries for government authorities and/or government partners engaged in disaster management.

Conclusions

We hope the above points clarify IOM’s position on the 2013 Multilateral Aid Review Progress Update and stand ready to provide supporting documents for any information provided above.

¹ Currently, IOM is the CCCM cluster lead in 10 countries: Pakistan, Haiti, Columbia, The Philippines, Chad, Peru, Cote d’Ivoire (co-lead), Mali, DRC and South Sudan. IOM is the leader in CCCM preparedness (building capacity of national and regional authorities) in 9 countries: Namibia, Botswana, Mozambique, Kenya, Micronesia, Thailand, Papua New Guinea, Bolivia and Paraguay.



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Once again, we take this opportunity to thank the Government of the United Kingdom for the support provided to IOM over the years. IOM takes evaluation recommendations seriously in order to continue to better serve our beneficiaries, and to enhance IOM's accountability to our donors. IOM greatly appreciates the support of and collaboration with DFID and looks forward to further deepening the partnership with the Government of the United Kingdom so together we find solutions to migration challenges that impact the lives of vulnerable populations.