



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

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**DIRECTOR GENERAL'S REPORT TO THE
101ST SESSION OF THE COUNCIL**

Milestones, stumbling stones and stepping stones

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DIRECTOR GENERAL'S REPORT TO THE 101ST SESSION OF THE COUNCIL

Milestones, stumbling stones and stepping stones

I. INTRODUCTION

1. As my current mandate will be completed in 2013, I have a strong sense of obligation to report to you on: the milestones of the four years of my stewardship of our Organization, including developments this year; the persistent challenges that Member States and the Administration must still address; and our vision of the way forward in the next five-year period, 2013–2018.

Setting the scene: An era of unprecedented human mobility

2. We live in an era of unprecedented human mobility. More people are on the move than at any other time in recorded history; more importantly, the dynamics of human mobility are not only more complex, they change more rapidly. This phenomenon is a reflection of global population growth compounded by technological advances and other developments.

3. The twentieth century was the first century in which the global population quadrupled – and this, we are told, is unlikely to occur again. In 2011, the global population reached the 7 billion mark – almost 2 billion of these born since 1990. This unprecedented growth trend is expected to continue for a few more decades before the world's population reaches 9 billion around the year 2050, after which the global population growth will begin to slow down as we reach maximum capacity. Several other global demographic developments will be, and are already, occurring simultaneously:

- (a) The world's population is ageing, especially in the industrialized world;
- (b) The world's youth population, especially in the developing world, is exploding – with few job prospects;
- (c) An inexorable trend of urbanization – in 2010, for the first time in recorded history, more people were living in cities than in rural areas; in a few more decades, nearly three quarters of all people will live in urban areas.

4. Besides demography, there are a number of other drivers behind this large-scale human mobility. These include: labour market demands; growing North–South economic and social disparities; the digital revolution; distance-shrinking technology and cheap air travel; the age-old desire to follow one's dreams or to move, through necessity, as humankind's oldest poverty reduction strategy; and natural, human and slow-onset climate change disasters – catastrophes that are seemingly a longer-term trend.

5. In this new world of 7 billion, one in every seven persons has some form of migrant status, keeping in mind that migrants form a large category of people seeking better lives: immigrants; permanent and temporary workers; students; circular migrants; refugees;

internally displaced persons; stateless persons, and so on. Their potential and actual influence is considerable: were the over 200 million international migrants to form a single nation, they would be the fifth most populous country in the world. Their annual remittances sent back home comprising on average more than USD 400 billion.

6. These compelling forces of mobility – including global job scarcity and massive youth unemployment – will ensure that large-scale population movement will continue to be a “mega-trend” through much of this century. These forces are so strong and enduring that the very nature and composition of the traditional nineteenth century “nation State” are changing before our very eyes. Increasing numbers of persons are likely to arrive on our doorsteps who – while not necessarily appearing or speaking in ways to which we may be accustomed – share basic values and have important contributions to make.

7. Yet many governments, instead of preparing their respective citizenry for these changes through public education and information programmes, are adopting an approach that fosters anti-migrant sentiment; perpetuates harmful stereotypes and myths about migrants; pushes more would-be migrants into the hands of traffickers; and often imperils the lives of even regular migrants, while hiding the historically positive contribution of migrants to societies and economies.

8. With this as a backdrop to our Council deliberations, let us examine together the impact of all these elements on what we, together, have been able to accomplish over the past four years; on persistent tasks and challenges; and on the objectives that we have set for ourselves over the next five years.

II. MILESTONES (2008–2012)

Administration priorities: The “three Ps”

9. Over the past four years, IOM has pursued three management priorities (proprietaryship, partnerships, professionalism) – priorities that were the centrepiece of my campaign for this office and which have systematically guided our reforms, as will be seen later on in this report.

Proprietorship

10. Efforts to restore and strengthen Member State ownership of the Organization have taken various forms:

- (a) A series of information afternoons on aspects of IOM’s mandate; and generally greater opportunities for the Administration and Member States to engage and interact on migration issues;
- (b) Periodic regional/geographical group meetings; in this regard, the Administration will invite each of the regional groups individually to a special exchange on IOM’s role in and views on the second United Nations High-level Dialogue on International Migration and Development to be held in September 2013;
- (c) Regular Council Bureau meetings;
- (d) Increased internal control measures to ensure full disclosure and transparency such as the recent establishment of the Audit Advisory Committee;

- (e) Extensive and regular consultations and engagement by members of senior management with Member States at all levels through extensive visits to the capitals and meetings with Geneva diplomatic missions;
- (f) The number of Member States has increased from 125 to nearly 150 over these past four years. Our membership campaign continues in an effort to give migration and migrants a larger and more representative voice at the national, regional and global levels.

Partnerships

11. In these four years, IOM has concluded a number of new cooperation agreements and memorandums of understanding with United Nations agencies (e.g. UNAIDS, the United Nations Development Programme) and other international organizations, and admitted a large number of organizations, non-governmental organizations (NGOs) and academic institutions as observers.

12. Faithfully following your 2007 injunction to enhance the status quo with the United Nations, we have deepened and strengthened our ties with the United Nations in various ways during these past four years, including through the following:

- (a) IOM Country Offices and Regional Offices are members of virtually every United Nations country team in the world, including all eight missions of the “One United Nations” initiative.
- (b) IOM now has cooperation agreements or memorandums of understanding with nearly every major United Nations agency. In the past four years, IOM also has signed framework agreements and strategic partnerships with a number of key partners and has formalized annual senior management consultations with a number of these, including the Office of the United Nations High Commissioner for Refugees (UNHCR), the European Commission and, shortly, the International Labour Organization (ILO). We are eager to reach out for closer collaboration with the ILO, which has a constitutional mandate for the “protection of the interests of workers when employed in countries other than their own.”
- (c) IOM now receives funding from almost every United Nations multi-donor trust fund. In 2011, for example, IOM received 10 per cent of all Central Emergency Response Fund funding, and I was asked to deliver keynote remarks at the 10th anniversary of the Fund. Furthermore, the Peacebuilding Fund constitutes a source of significant funding, and IOM is present in every country in which there is a peacekeeping or peacebuilding mission led by the Department of Peacekeeping Operations or the Department of Political Affairs.
- (d) Active participation in the Inter-Agency Standing Committee (IASC). As IOM lacks the resources to engage in all of the different IASC bodies, we strategically engage in those IASC areas that support the Organization’s expertise in the Field. Examples include:
 - (i) Participation in the Programme Cycle Steering Group;
 - (ii) IOM’s strong participation in the IASC initiative for accountability to affected populations. This initiative is the core mandate of the Camp Coordination and Camp Management (CCCM) Cluster and is particularly relevant to CCCM actors given their close and frequent interaction with displaced individuals;

- (iii) The establishment of the Task Force on the Prevention of Sexual Exploitation and Abuse (PSEA). In this regard, at its December 2011 meeting, the IASC Principals asked me to serve as champion on PSEA and to lead an inter-agency initiative to coordinate with all United Nations Principals on PSEA. The objective is to ensure that each Principal appoints a senior focal point on PSEA and establishes an agency-specific PSEA action plan. In practical terms, this has meant holding a series of inter-agency meetings, including video conferences, and reporting back to the IASC, first in April of this year and again next month. I have agreed to continue this role until 2014, at which time an assessment will be made of progress.
 - (e) IOM has the global lead on CCCM in natural disasters, and also serves as the lead agency for the Shelter Cluster in a half dozen countries, including Haiti and Pakistan.
 - (f) IOM–UNHCR partnership in Libya, formed by the United Nations High Commissioner for Refugees and I between our two organizations, evacuated nearly a quarter of a million stranded migrant workers and repatriate them to some 54 countries at a cost of USD 125 million. Our joint cooperation is continuing in the current crisis in the Syrian Arab Republic.
 - (g) IOM and UNHCR hold an annual senior management retreat/consultation, and we have agreed in principle with the ILO and the International Committee of the Red Cross to follow the same practice. With the signing of a strategic partnership with the European Union (EU), we have committed to an annual senior-level consultation with the EU as well.
 - (h) The High-level Committee on Programmes of the Chief Executives Board has appointed IOM to serve as co-chair, together with the United Nations Population Fund (UNFPA), of a working group established to draft an outcomes and recommendations document to be submitted to the Board in January, which will become the basis of the Secretary-General's submission to the second United Nations High-level Dialogue on International Migration and Development in September 2013. IOM will also serve as Chair of the Global Migration Group (GMG) for the second half of 2013 which coincides with the period of the High-level Dialogue.
 - (i) Since 2008, IOM has been involved in disaster risk reduction at the global policy level, and as part of the Inter-Agency Group on Disaster Risk Reduction led by the United Nations International Strategy for Disaster Reduction, and as part of the Global Platform for Disaster Risk Reduction. Participants in both of these recognize the Organization's expertise on the links between disaster risk reduction and human mobility. Indeed, IOM has provided disaster risk reduction support to national authorities and local communities based on expertise acquired through its Field experience in many post-disaster recovery contexts. This is in line with IOM's mandate, and in support of the implementation of the Hyogo Framework for Action, and the preparedness priority of the IASC Transformative Agenda.
13. During the past four years, the following partnerships have also been pursued or strengthened:
- (a) Senior management has sought to ensure that IOM has a voice in every dialogue and a seat at every table at which migration is being discussed. These include: the United Nations General Assembly; the IASC; the African Union Summit; the Summit of the Americas; Heads of State and Ministerial Summits held by the Organization of Islamic

Cooperation; the Commonwealth of Independent States; the World Economic Forum; the Alliance of Civilizations; the Club of the Hague; the Club of Madrid; sessions of the Conference of the Parties to the United Nations Framework Convention on Climate Change; and other influential regional and international bodies.

- (b) IOM presently supports 10 of the 12 regional consultative processes (RCPs). Following the 2012 meeting of Central African States, held in the Congo, Brazzaville, the countries in this region are well on their way to forming an RCP. The Caribbean has also still to form a regional grouping for migration, but IOM is in discussion with various States in the region to ascertain how it might assist the formation of a Caribbean RCP. While the extent and nature of our assistance to an RCP varies, it generally takes the form of an informal, low-profile secretariat to ensure momentum and continuity between meetings and between rotating Chairs. IOM has continued to support the organization of biennial global meetings of RCPs following the endorsement by States of this proposal at the second global meeting of RCPs in Bangkok, Thailand, in 2009. The Government of Peru has offered to host the next global meeting of RCPs in Lima in 2013.
- (c) IOM has strengthened its partnerships with civil society organizations (CSOs), with which the Organization works on a wide variety of projects, through expanded consultations in Country Offices, Regional Offices and Headquarters. The 2012 CSO consultations in Geneva, for instance, drew 27 major partners. In addition, IOM has taken particular care to involve CSOs in strategic dialogues such as the International Dialogue on Migration (IDM). As an indication of IOM's close partnership with CSOs, I was invited to speak to introduce the "Common Space" at the recent Global Forum on Migration and Development (GFMD), held in Port Louis, Mauritius.
- (d) IOM has also strengthened its partnerships with media and institutions recognizing IOM's pivotal role in the migration space. As the digital revolution continues to transform the media landscape, media relations are undergoing a parallel transformation, requiring not just investment in cost-effective new technologies, but also new thinking. Partnerships were initiated in 2012 with the United Nations Communications Group worldwide and the Communicating with Disaster Affected Communities network of humanitarian agencies – all as a means to build IOM's media and communications capacity and remain abreast of cutting-edge developments.
- (e) IOM continues to foster strong private sector partnerships. Those with the airline industry are the oldest and provide the basis for IOM's long-standing agreements that offer reduced fares for the activities that benefit refugees and other migrants. Airlines, however, represent only one example of IOM's vast network of private sector partnerships. More recently, IOM signed its largest private sector partnership to date, a seven-year agreement with a company to provide visa assistance centres for the Government of Canada in eight of nine regions worldwide. In addition, IOM has signed a partnership with the Kühne Foundation to identify areas for gains in supply chain management. To better expand the depth and breadth of these relationships for the benefit of migrants and the Member States, and to respond to Member States' interest in the Organization pursuing private sector funding, IOM has studied the potential revenues from private sector sources. The resulting report will be shared with the Working Group on Budget Reform and made available to all Member States on request. Developing these private sector relationships will require more time at all staff levels, and I have committed my own time to this; for example, committing to use more of my time in Davos to seek support for business and foundation backing while conveying the usual messages about migration.

Professionalism: Human resource reforms, accountability and teamwork

Human resource reforms

14. In parallel with the structural reform, IOM has undertaken important human resource reforms, all designed to implement this major priority of my administration. The human resource reforms manifest themselves as follows, among others:

- (a) The implementation of the long-dormant staff rotation policy, now in its fourth year, to achieve greater Field and Headquarters interchange of staff, experience, expertise and migration expertise and migration perspectives;
- (b) The launching of the Human Resources Strategy (2012–2015);
- (c) The new Staff Evaluation System, which has shown a high rate of acceptance and completion by more than 80 per cent of staff at Headquarters and in the Field – and this in its first year;
- (d) Increased training for staff at different levels, with efforts currently under way to fulfil my commitment to reconvene the Training Advisory Committee to ensure a fair and equitable application of training opportunities;
- (e) The revised Staff Regulations and Financial Regulations, which the Council has adopted, to bring these in line with forward-looking best practices of human and financial management;
- (f) Staff participation in the United Nations Joint Staff Pension Fund has doubled from 1,600 to 3,200 over the past four years, together with a significant increase in the number of staff covered under IOM's health insurance scheme.

Accountability

15. A key feature of professionalism is accountability. Here, I have committed myself to work on three major goals: greater accountability; greater transparency; and stronger internal controls. At our 60th anniversary session of the Council last year, I provided Member States with a status report on the progress made in defining new standards and policies and establishing pertinent mechanisms. Efforts are continuing to promote and practice zero tolerance for abuse, waste, fraud and mismanagement throughout the Organization. Today, I can confirm that concrete results have been achieved, and I would like to mention in particular the following:

- (a) The Audit Advisory Committee was established with the objective of further strengthening our internal controls. Now in its second year, the Committee made an independent statement at the Standing Committee on Programmes and Finance (SCPF) session held in October this year, a practice that will continue at subsequent sessions.
- (b) A separate and independent report will be prepared by the Office of the Inspector General for submission to the governing bodies, as recommended by the IOM External Auditor.
- (c) In the interests of transparency, and following the United Nations Joint Inspection Unit approach, which is considered the best practice, I have instructed the Office of the Inspector General to submit annual internal audit summaries to the SCPF. This will enhance accountability and transparency, and strengthen the audit oversight function.

- (d) A new Inspector General will take up the post in January 2013. In view of this, I am initiating a review of the role of the Office of the Inspector General, an analysis that was not included in the review of Headquarters departments at the start of my mandate. The main goal will be to introduce a more comprehensive approach to accountability and risk management in IOM by assigning a more robust role to the Office of the Inspector General for strengthening responsibilities and initiatives among the various actors in IOM for fraud detection, ethics management, compliance, investigation, oversight, evaluation and project performance management. The implementation of these measures will, of course, be largely dependent upon the availability of commensurate financial resources.
- (e) The appointment of an Ethics Officer and the establishment of an Ethics Coordinating Committee is under way and will be announced shortly.
- (f) The current Administration has continued and strengthened the policies of its predecessors in ensuring that, as for the past 17 years, there will not be a budget deficit or excess, unassigned staff.

Teamwork

16. In September 2012, I convened the first Global Chief of Mission Meeting in nearly 20 years. It was clear that such a meeting was necessary owing to the transformations that had taken place in the Organization:

- (a) from 50 to 146 Member States;
- (b) from a budget of USD 250 million in 1995 to USD 1.3 billion;
- (c) from an IOM presence in 150 to 450 sites;
- (d) from fewer than 2,000 staff to close to 9,000.

17. The three-day Global Chief of Mission Meeting – organized on a low-cost budget – made important contributions to team-building and fostered a greater sense of professionalism and esprit de corps, with Chief of Missions taking with them a renewed sense of purpose and a stronger sense of shared goals. The results of this Chief of Mission meeting will significantly increase IOM's effectiveness in the period ahead.

18. Given the evident contribution that this global gathering made to institutional awareness and a sense of professionalism, the Administration has initiated reflections on a date for a follow-on global meeting, perhaps in two to three years and not too long after the second United Nations High-level Dialogue on International Migration and Development in order to analyse and take into account the High-level Dialogue conclusions and recommendations.

Three reforms

19. The aforementioned “three Ps” priorities (proprietaryship, partnerships, professionalism) guided the decision at the outset of my mandate to commence three fundamental reforms: namely, human resources (dealt with above); budget reform; and structural reform. As with the human resource reforms, significant progress has been made in all areas, but these are works in progress: the structural reform, for instance has largely been accomplished but needs to be regularly validated and formally evaluated in one to two years.

Human resource reform

20. As discussed earlier, we need to strengthen our human resources system along with our budget. We have the excellent Human Resources Strategy, which was shared with Member States at the last session of the SCPF. This Strategy will require funding, however, to be implemented properly.

Budget reform and current financial state of the Organization

21. IOM has grown over the past decade, and especially over the past four years, to be a highly relevant and quite large international organization with significant Field-driven operations and an expanding global footprint – suited to the Organization's position as the only international organization dedicated solely to the pressing challenges and benefits of migration.

22. With three successive years of annual budgets exceeding USD 1 billion, compared with USD 800 million in 2008, and a staff strength approaching 9,000 in 450 sites around the globe, IOM is as large as many United Nations agencies and larger than most international NGOs. Besides pure growth, there has also been a trend towards work in the more troubled parts of the world, as illustrated by the substantial increase in emergency and post-conflict work, undertaken at the request of Member States, in some of the globe's most challenging locations (e.g. Somalia, Afghanistan, Iraq).

23. These two trends – namely rapid growth and the change in the nature of our work towards more humanitarian and emergency projects – have had a profound effect on the Organization's structure and budgetary needs. In order to work on this scale and in these challenging locations, it is necessary to have a larger, more robust core structure as well as greater financial reserves than previously or currently available: a static core administrative budget is effectively one in decline when taken in the context of increased need for IOM's services.

24. Another trend has been the significant increase in donor demands for accountability. This generally takes the form of greatly increased project financial monitoring requirements, audits, evaluations and other procedures, all of which require a further significant allocation of staff and resources. All of these trends have contributed to the currently overstretched budget situation. Going forward, IOM will need to develop measures and tools to address these trends successfully.

25. One tool that will help in negotiating for better terms and agreements with you, the Member States, as well as the current donor pool, will be the Working Group on Budget Reform. This will need to be buttressed by exploring other options, including an expansion of the membership, diversification of the funding base (private sector, foundations, etc.) and prioritization of fund-raising in its various forms.

26. The Working Group on Budget Reform has had a successful year with:

- (a) The adoption at the 109th Session of the Executive Committee, held in July 2012, of the new consolidated budget resolution (Resolution No. 134) which, among other things, resolved the outstanding issue of the definition of the core structure;

- (b) The revision of the Operational Support Income reserve mechanism, a tool that grants the Administration more flexibility by decreasing the minimum required reserve level from USD 10 million to USD 5 million, thereby freeing balances above the minimum level to be used to address core structure needs;
- (c) The ongoing review of additional measures to assist the Administration in addressing the overstretched core structure and funding limitations resulting from the policy of zero nominal growth, which has been in place during four consecutive years.

27. The Working Group on Budget Reform has now been in existence for more than two years, and its current and past Chairpersons should be congratulated for their leadership in carrying forward this important initiative. There is a compelling need for the Working Group to continue its work and to support the Organization in addressing the structural underfunding: the Working Group has proven its value, as shown by the important budgetary improvements adopted since its formation in 2010. The Working Group has also served as a useful forum to discuss new ideas in an informal setting, providing a channel of communication with the Member States and the Administration on complex and difficult budgetary matters.

Structural reform

28. Soon after taking up office, I sought to take the pulse of the Organization through extensive consultations and visits to the Field, including half a dozen regional office conferences. Based on my findings, I commissioned a thorough review of the organizational structure in the Field and at Headquarters. With the conclusions and recommendations of my Structural Review Team in hand, I directed a major structural reform of the Organization through the consolidation of structures in the Field and greater coherence at Headquarters.

29. The revised structure has been successfully implemented under the guidance of the Deputy Director General, whom I charged with this task. It was completed on schedule and within available resources, that is, at no additional cost to Member States. All eight Regional Offices are fully staffed and functioning. Country Offices served by the Regional Offices report a qualitative and quantitative improvement over the earlier Missions with Regional Functions, which lacked sufficient resources to accomplish their tasks and, more often than not, found themselves in competition with the very Country Offices they served. The reform programme has resulted in clearer lines of authority, and improved support for Country Offices through strengthened capacity of the Regional Offices to assist them.

30. The goal of structural reform has been and remains to ensure the Organization's relevance and capacity to address the challenges and seize the opportunities that this era of the greatest and most complex human mobility presents. In this context, in order to address the persistent and increasing migration challenges in the Horn of Africa, I proposed at the recent SCPF that the Country Office in Nairobi be designated as a Regional Office, with its functions being funded within the available resources.

31. Within available means, my pledge is to provide our Regional Offices with both the financial and human resources they need to support the Country Offices in their jurisdiction. I will also keep the new structure under regular review and validation, to help ensure the proper functioning and economic efficiency of offices, including minimal bureaucracy and "layering", with a formal evaluation to be undertaken no later than 2014.

Increased global roles and responsibilities

Operations and emergencies

32. IOM's programming portfolio in humanitarian response, post-crisis transition and recovery, and resettlement and movements has grown substantially over the past decade, and in particular over the last four years. Much of this has been in response to a sharp increase in major natural, human and political disasters and slow-onset climate change or environmental degradation, with recent examples including the Haiti earthquake, Pakistan flooding and the Libyan crisis. This is a trend that seems likely to continue.

33. In the last seven years alone, yearly operational expenditures in these areas have more than doubled (from USD 283.2 million to some USD 774.1 million in 2011). IOM requires a greater investment in its human and material resources to continue to excel in its operational strengths in emergency and post-crisis response. Such an investment in IOM would benefit crisis-affected populations, communities and States.

34. IOM's growth in these areas corresponds to the evolution of IOM's global responsibilities within the international humanitarian system. As the global lead for CCCM in natural disasters, and as a key actor in other clusters, most notably the Shelter Cluster, we have new commitments and expectations made of us within the international community. IOM's active participation in the IASC Transformative Agenda and the development of standard operating procedures for Level 3 emergencies further commits the Organization to a high level of preparedness and the ability to provide a rapid response in the event of an emergency. During crises, governments and the international community expect IOM to maintain a strong role based on its operational capacity and expertise. These international and national partners rely upon IOM to provide training and guidance.

35. IOM has also played a leading role in supporting States to fulfil their obligations to protect and assist international migrants stranded in crises. IOM's responsibility in this area has also grown, given that international migration is on the rise. States are increasingly reaching out to IOM to be more prepared to help their nationals during crises, and to fill operational gaps in assisting their nations when a crisis occurs.

36. IOM's key achievements in the area of operations and emergencies are as follows:

- (a) The Migration Emergency Funding Mechanism was established by the 100th Session of the Council in 2011 as a result of mounting concern for international migrants caught in crises. The urgent need for such a mechanism became apparent during the Libyan crisis. With a target balance of USD 30 million, the aim of this new replenishable rollover facility is to address unforeseen emergencies that involve the large-scale population displacement of labour migrants and require urgent action. The Migration Emergency Funding Mechanism enables IOM to be the first responder to such emergencies.
- (b) The Migration Crisis Operational Framework, a draft interdepartmental initiative currently before the Council, is designed to build on lessons learned from recent crises to ensure a more comprehensive, sustainable response to future disasters. The Operational Framework has allowed IOM to consolidate its different areas of activity into one coherent approach to all the migration-related dimensions of a crisis and throughout the crisis cycle (during a crisis, but also in the before and after stages). IOM

sees this as an instrumental step in improving its overall humanitarian response capacity – an objective that IOM adopted under the IASC Transformative Agenda. IOM anticipates that the Operational Framework will have value for the international humanitarian system both as: (i) an analytical tool for understanding the migration dimensions of crises; and (ii) a practical tool for thoroughly integrating migrant-centric and migration-related concerns and issues into all humanitarian responses.

- (c) IOM has been involved in disaster risk reduction at a global policy and implementation level since 2008, as mentioned earlier. IOM's disaster risk reduction and resilience-building projects support national authorities and local communities, mainly in South-East Asia and the Pacific, with a smaller number of projects in Africa and Latin America.
- (d) IOM Emergency Activation Procedures (L-3) have been created; we are now working on L-2 and L-1 protocols. In addition, six emergency/humanitarian specialists have been deployed to Regional Offices and emergency response training has been held in a number of regions.
- (e) An interdepartmental technical working group on emergency activation procedures was established to streamline policy and procedures – in line with the IASC Transformative Agenda – to increase the Organization's capacity for emergency response.
- (f) For the first time, IOM staff were committed to inter-agency humanitarian coordination rosters. The Director of the IOM Department of Operations and Emergencies sits on the Humanitarian Coordinator selection panel. To the inter-agency rapid response mechanism roster alone, IOM has committed 50 staff who will assume a variety of CCCM and shelter responsibilities.
- (g) CCCM capacity-building programmes for national authorities in disaster-prone countries were expanded, with seven training sessions facilitated throughout 2011–2012, and CCCM operations were also expanded in the Field. Recent large-scale emergencies have highlighted that camp managers are often the only link to displaced populations in the Field. IOM refers to them as the “humanitarian last resort”, stepping in when no other services are available.
- (h) Operational capacity and performance were strengthened in the Shelter Cluster, where IOM is currently accountable for approximately 50 per cent of the countries in which humanitarian shelter operations are ongoing.
- (i) IOM participated with United Nations and other partners in conducting joint assessments and initiatives, such as the joint assessment mission in the Sahel led by the United Nations Department of Political Affairs, and deepened cooperation with the Peacebuilding Fund.
- (j) IOM–UNHCR collaboration was strengthened. This included jointly hosting the global CCCM Cluster retreat in October; joint voluntary repatriation operations in Côte d'Ivoire, Democratic Republic of the Congo, Ghana, Guinea, Liberia, Namibia, United Republic of Tanzania and Zambia; and support to UNHCR for relocating drought-affected populations in the Horn of Africa, as well as Syrians fleeing violence into Jordan, in safe camps.
- (k) Evacuation and repatriation operations were continued for third-country nationals and stranded migrants from Libya, the Syrian Arab Republic and Yemen; and an extensive inter-agency operation took place to transfer South Sudanese from Sudan to South Sudan.

- (l) IOM implemented a range of initiatives to provide durable solutions and sustainable recovery in post-crisis environments, as well as ongoing support to transitions in several post-conflict countries, which remains a large area of work in response to the wide-ranging effects of forced migration pressures, including efforts in peacebuilding, democratic elections, rule of law, security sector reform, livelihood promotion and development. Current examples include:
 - (i) Support to the new Libyan authorities to organize and implement an out-of-country voting process as part of the first democratic elections in Libya in 60 years;
 - (ii) Assistance to the Government of Sierra Leone and civil society to complete reparations for the eligible victims of conflict;
 - (iii) Support to the transitional authorities in Somalia to build trust and confidence in communities and to bring critical diaspora expertise into the transition process;
 - (iv) Assistance to the Government of Côte d'Ivoire and society to overcome the fallout of the election crisis through confidence-building and community stabilization projects in Abidjan;
 - (v) Continued support to the Government of Colombia through an integrated approach in the domains of disarmament, demobilization and reintegration/security sector reform and transitional justice/land restitution;
- (m) The Displacement Tracking Matrix (DTM) was strengthened with greater harmonization of data collection and management to improve the delivery of services to displaced persons. The most recent use of the DTM is in Mali.
- (n) There has been growth in the scope and complexity of humanitarian movement operations, particularly in resettlement, where IOM has played a key role in movements occurring from more than 100 countries. Major IOM operations were conducted in Cuba, Egypt, Ethiopia, Iraq, Jordan, Lebanon, Malaysia, Nepal, the Syrian Arab Republic, Thailand, Turkey and Uganda. More States also undertook resettlement programmes during 2012, including Belgium, Czech Republic, Germany and Spain. Planning is under way for multi-year resettlement programmes for Afghans from Iran and Pakistan and for nationals from the Democratic Republic of the Congo from a number of countries in East Africa.
- (o) IOM played an integral role in making the link between relief and recovery in Haiti, in terms of resolving displacement issues, addressing protection matters and finding sustainable recovery solutions through an innovative approach on shelter and housing. This process is currently at a critical juncture and will require donor investment to ensure a successful outcome.

Migration management: Immigration and border management

37. In the same manner, IOM continues to expand migration management support to Member States to reduce impediments to the movement of people across borders in order to take full advantage of the opportunities that globalization presents.

38. IOM works with States to harmonize, streamline and simplify migration management processes and to harness modern technology to facilitate migration and border management.

39. IOM's key achievements in the area of immigration and border management are as follows:

- (a) Development of IOM's own border management information system – the Personal Identification and Registration System – to facilitate international passenger processing. This system has been installed in over 14 countries.
- (b) Opening of the African Capacity Building Centre in Moshi, United Republic of Tanzania, in 2009 which has since provided training in migration management disciplines to more than 2,000 government staff in 34 African countries.
- (c) Signing of cooperation agreements with the United Nations Office on Drugs and Crime, the International Anti-Corruption Academy and others in the area of migration management.
- (d) Signing of IOM's largest ever public-private partnership, a seven-year agreement to provide visa application centre services for the Government of Canada in 50 countries. Partnering with the global leader in visa application centre services for governments, IOM will provide safe, economical and informed migrant-friendly assistance to over 108,000 applicants a year. IOM will offer application services in the local language and eliminate the requirement for applicants to travel abroad to submit a visa application. Visa processing times will also be reduced.
- (e) Increasing the breadth of assisted voluntary returns and reintegration as well as post-arrival and reintegration assistance, with added emphasis on the important aspect of livelihood and reintegration assistance to promote the sustainability of returns. Projects in these two areas are implemented in 40 countries of destination and approximately 166 countries of origin, and in 2011 assisted a total of 55,124 migrants to voluntarily return and/or reintegrate. Half of these projects' beneficiaries received some form of reception and reintegration assistance in their countries of origin. The level of assistance varied from small amounts of money to help with immediate needs, to more sustainable reintegration approaches that include assistance in the areas of self-employment, work placements, health, education and training. IOM encourages donors to fund these sustainable reintegration approaches. While the majority of assisted voluntary returns and reintegration programmes took place from EU Member States, an increasing number of projects are being implemented by IOM outside the EU such as in Eastern Europe and Central Asia, Africa and the Middle East, the Americas, and the Asia and Pacific region. A major new three-year assisted voluntary return and reintegration programme with Canada illustrates IOM's strength in this area.

Labour migration and human development

40. The migration world is increasingly focused on labour migration, a product of migration push and pull factors. Today, millions of people worldwide are leaving their home countries every year for work purposes. By doing so, they are able to make valuable contributions to their host countries by filling labour market shortages as well as to their home countries through the transfer of financial, social and human capital. IOM works to facilitate labour migration and to prepare migrants for this movement through its comprehensive pre-departure orientation services and the implementation of projects designed to mobilize diaspora communities to maximize development gains. This is an important IOM contribution to the free and orderly movement of capital, goods and services in an increasingly globalized environment.

41. IOM continues to encourage governments to increasingly think of migration as an issue of human mobility, creating more options for people to engage in legitimate economic activity. To this end, IOM works with these governments to fashion a “high road” migration scenario – one in which facilitating, not restricting, human movement is the mandate and the priority.

42. In addition to its recruitment facilitation activities and advocacy of ethical labour recruitment practices, IOM continues to engage private sector interests in informed dialogue about the means for increasing labour mobility while maintaining the protection of migrants during the processes at the core of companies’ activities.

43. IOM’s key achievements in the area of labour migration and human development are as follows:

- (a) Facilitated technical and ministerial government workshops on labour migration management and labour market integration, such as a project to improve labour migration administration in Central America and the Dominican Republic, and the Migration Dialogue for Southern African.
- (b) Contributed to private and public discourse on labour migration policy through participation in the Global Economic Symposium, the World Economic Forum and the Atlantic Dialogues.
- (c) Conducted, in the first half of 2012, migrant training courses in 43 countries for 20,663 individuals representing 41 different nationalities, with significant activity in Asia and the Middle East, particularly in Nepal and the Philippines, and in Kenya.
- (d) Conducted, in the first half of 2012, pre-departure orientation to over 20,600 migrants representing 41 nationalities in 43 countries, including refugees, labour migrants, asylum-seekers and unaccompanied minor migrants. These training programmes reduce overall the social and financial costs of migration for all stakeholders, by reducing migrants’ dependence on post-arrival services and better preparing them to work and adapt to living in a new society.

Vulnerable migrant populations

44. IOM continued to provide assistance and practical protection to significant numbers of migrants in need. This includes migrants who have been trafficked, exploited or abused. This meant overseeing a range of policy and project initiatives to provide direct assistance to these migrants, as well as capacity-building for governments and civil society partners.

45. IOM’s key achievements in the area of vulnerable migrant populations are as follows:

- (a) Implemented some 220 active counter-trafficking projects in 94 countries in 2011 at a cost of USD 27 million.
- (b) Assisted more than 2,700 victims of trafficking in 2011, of which 35 per cent were children.
- (c) Launched a new five-year strategic plan to strengthen our response to migrants in need and to improve our ability to prevent the abuse and exploitation of migrants.

- (d) Launched a new Inter-Agency Coordination Group against Trafficking in Persons programme of action in New York, in May 2012, with five joint key policy papers produced over an 18-month period focusing on challenges in the global fight against trafficking over the next decade.
- (e) Extended IOM's Global Human Trafficking Database to all IOM offices through the upgrade of the new web-based MIMOSA tool.
- (f) Further strengthened cooperation with UNHCR to improve protection and assistance in regard to victims of trafficking through development of joint tools and country-level standard operating procedures.
- (g) Developed a three-year plan with UNICEF to address the challenges of unaccompanied migrant children.
- (h) Developed and began implementation of the three-year Institutional Strengthening to Support Conflict Victims in Colombia programme, for which USAID is providing USD 50 million of funding. The project will prepare the Government of Colombia to provide comprehensive assistance to the victims of the conflict, as required by the Victims' Law of 2011. This assistance, which includes tailored approaches for women and ethnic groups, ranges from capacity-building for improving strategic management and government policies, to systems and service delivery in priority rehabilitation areas, to the implementation of financial and collective reparations, truth and historical memory projects.
- (i) For the last three years, IOM has also been conducting a training course on land, property and conflict in partnership with the United States Institute for Peace, and the course has been recently expanded to include the World Bank and USAID. The course provides practitioners from different backgrounds with shared analytical tools for conducting assessments and addressing an array of complex land and property disputes.

Migrant health

46. The 2008 World Health Assembly resolution on health of migrants (WHA61.17) serves as the framework for IOM to advance its evidence-based advocacy and to ensure that migration is not only part of the global health debate, but also part of the migration and development debate. This is based on the premise that migrants' equal access to health is beneficial to migrants and host communities alike, from a human rights, public health and development perspective. Active engagement with Member States and partners is a priority for the inclusion of migrant health in the United Nations High-level Dialogue on International Migration and Development and discussions on the United Nations development agenda beyond 2015.

47. Although there has been significant progress in advancing interest in and understanding of the migrant health agenda, persistent challenges remain, which stem from limitations imposed by the global economic downturn and growing anti-migrant sentiments that undermine the promotion of the principles of migrants' equality in access to health. Yet the vulnerability of migrants associated with the context of migration and the close link between mobility and public health interests are widely recognized and increasingly addressed through the work of IOM. The IOM Migration Crisis Operational Framework, for example, includes health and psychosocial support, as well as the concept of "continuity of care", as integrated components of assistance in all phases of emergencies. Concurrently, pre-departure medical

examinations of prospective migrants are increasingly seen as a tool to promote migrants' and society's well-being, and make up the early phase of an integration process.

48. In light of the above, I will mention a few key achievements:

- (a) In 2010, the World Health Organization, IOM and the Government of Spain organized the Global Consultation on Health of Migrants, which led to the establishment of an operational framework to implement the aforementioned resolution WHA61.17, which today largely applies to the development of migrant health programmes at the country level.
- (b) With the aim of managing the potential public health impact of human mobility on migrants, refugees, receiving countries and communities, IOM is preparing to support the extension of the United Kingdom Tuberculosis Detection Programme to more than 80 countries, an increase from the current 15 countries. The Programme involves the pre-departure screening of migrants from countries with a high incidence of pulmonary tuberculosis. IOM has also signed an agreement with the Government of Canada to establish an immigration medical centre in Manila to process approximately 20,000 immigration medical examinations per year.
- (c) In order to build capacity and promote the health of migrants and their surrounding communities through migrant-inclusive policies, research and health services, in partnership with Member States, NGOs and migrant communities, IOM has collaborated with regional governmental and non-governmental frameworks and networks, such as the South African Development Community Declaration on Tuberculosis in the Mining Sector (August 2012), the Dhaka Declaration of Colombo Process Member Countries (April 2011) and the Regional Dialogue on the Health Challenges for Asian Migrant Workers (July 2010).
- (d) There has been a growing recognition of the value of mental health and psychosocial support, demonstrated by a 300 per cent increase in IOM's work in this area, particularly in emergency and displacement situations. Mental health and psychosocial support programming was most recently implemented extensively during the Libyan crisis and for the migrant workers returning to sub-Saharan Africa from Libya.
- (e) Pre-departure fitness checks and health referrals for all migrant workers affected by the Libyan crisis, as well as for those departing the Syrian Arab Republic, were integrated into IOM's humanitarian transportation assistance. Provision of primary health-care services, including tuberculosis prevention and treatment among Syrian refugees in Jordan, is an integral component of IOM's response to the Syrian crisis, where nearly 60,000 persons have benefited from this and related services.

The IOM Development Fund (formerly known as the 1035 Facility)

49. From 2008 to 2012, the IOM Development Fund continued to support joint Member State–IOM projects to enhance government capacities to manage migration in specific areas. The total budget available for 2012 is USD 8.4 million, representing a USD 4 million increase in the last four years. A total of 214 projects have been implemented over this period, benefitting 99 countries and covering the following thematic areas: counter-trafficking; enhancement of intergovernmental dialogue and cooperation; labour migration; migration and development; migration and health; migration management systems; policy and legal

framework development; research and assessment; training activities and training system improvements; and capacity-building in migration management.

50. The growth in the number of Member States of the Organization has increased demands on the Fund. A fund-raising campaign to broaden the donor base and to explore fund-raising possibilities beyond the Member States has been launched and work continues with an advertising company to explore possibilities with the public sector.

51. The ongoing goal is to increase the budget of this important funding mechanism to USD 10 million so that the Organization can better respond to requests from Member States – especially new Member States – which face serious migration challenges that otherwise cannot be met by the donor community. The Government of Australia has approved the secondment of a staff member to assist with the management of the Fund as it continues to grow in terms of total funding and number of projects and beneficiaries.

Media and communications

52. IOM is constantly working to strengthen its partnerships with media and institutions able to validate IOM's pivotal role in the migration sphere. As the digital revolution continues to transform the media landscape, media relations are undergoing a parallel transformation – one that requires not only investment in cost-effective new technologies, but also new thinking.

53. A number of partnerships were initiated in 2012, such as active membership in the United Nations Communications Group worldwide and the Communicating with Disaster Affected Communities network of humanitarian agencies. These partnerships, and earlier ones, serve as a means to build IOM's media and communications capacity and to remain abreast of cutting-edge developments. IOM is also reaching out to media through participation in migration training offered to journalists by the Panos Institute. We are also actively exploring ways to promote media secondments to IOM.

54. On a practical level, IOM completed upgrades of the IOM website and image library to improve accessibility and boost usage both internally and by external partners. In a similar vein, IOM continued to develop its social media capacity with a view to broadening the productive and responsible use of online multimedia by IOM staff worldwide.

Research and publications

55. Over the past four years, IOM has promoted a robust and vibrant research and publications culture, through which an ever-wider series of migration publications on an increasing range of topics is undertaken and disseminated. Upon my arrival at IOM, I expressed my wish that our flagship publication, the *World Migration Report* – a much-used global reference document – be published annually rather than every two years. The 2011 special IOM 60th anniversary edition, *Communicating Effectively about Migration*, has received widespread attention and acclaim, largely because of its effort to dispel myths and stereotypes concerning migrants. In this regard, IOM has begun a new partnership with the Gallup polling organization which will again be evident in the 2013 edition of the *World Migration Report* on the theme of migration and development, with a focus on the well-being of migrants.

56. During the past four years, IOM, in cooperation with host governments, has produced some 40 Migration Profiles in English, French, Portuguese and Spanish – a much sought-after service by Member States. IOM is grateful to the EU, which has been our main partner in this enterprise and has financed more than one third of the volumes. We expect the number to reach 50 by the end of the year and 60 by the end of 2013.

57. In addition, the Migration Research and Training Centre (MRTC) in Seoul was opened as a joint venture with the Government of the Republic of Korea in 2010. A three-person IOM Headquarters team, two of whom are MRTC board members, returned earlier this month from Seoul where they held discussions with MRTC and officials from the Government of the Republic of Korea to refine the modalities of our cooperation agreement, and begin the search for a new Director.

58. This year, IOM also launched a ground-breaking reference work, *Foundations of International Migration Law*, whose co-editors included IOM's former Legal Adviser and a former IOM Legal Officer. A range of practical handbooks has also been published and made available to the membership; for example, one produced jointly with the GMG, *Mainstreaming Migration into Development Planning*, and a further one, *Developing a Road Map for Engaging Diasporas in Development*, undertaken with the Migration Policy Institute.

International Dialogue on Migration

59. The Organization has consistently sought to promote dynamic and relevant issues for discussion in the annual IDM series. For the IDM in 2012 the IOM membership selected the theme “Managing migration in crisis situations”. In two workshops in Geneva and one seminar held in New York in collaboration with the International Peace Institute, the membership explored the connection between humanitarian crises and human mobility, in particular the impact of crises on international migrants. The two workshops in Geneva attracted around 300 participants each, including ministerial-level representation from Bangladesh, Chad, Costa Rica and South Sudan.

60th anniversary commemoration – The globalization of IOM

60. In 2011, Headquarters, Regional Offices and Country Offices throughout the world held ceremonies and activities, often jointly with the host governments, to commemorate IOM's 60th year since its establishment in 1951. Highlights of last year's 100th Session of the Council, which coincided with IOM's 60th anniversary, included major keynote speeches by the then-President of the United Nations General Assembly and the Secretary-General's Special Representative for Migration and Development; a panel on “Migrants' Voices”; a record number of 14 new States joining IOM; and, for the first time, more than 40 ministers in attendance. This milestone showcased IOM's strength and relevance as an international organization dealing with one of the most important and emerging issues of the century.

III. PERSISTENT CHALLENGES (stumbling stones)

Structural issues: Core structure funding

61. As mentioned earlier, secure funding is urgently needed to ensure a larger, more robust core structure, as well as adequate financial reserves. The Administration is acutely aware of

the difficulties that this poses for Member States who find themselves in the midst of a global financial and economic crisis. In the meantime, any flexibility that they might be able to provide the Organization by means of voluntary contributions would help ease our budgetary situation.

Outstanding goals

62. There remain a number of key areas in which the Administration has not yet fully achieved its goals and undertakings to Member States. These remain challenges for the five-year period ahead.

Gender, geographical and linguistic equity

63. Ongoing and strengthened efforts will be required if the Administration is to succeed in making the Organization fully representative in terms of gender, geographical and linguistic equity. During my mandate, there has been only marginal improvement in this area. The projectized nature of the Organization partly explains this lower than desirable performance, but ultimately this is a question of leadership, and here I have not yet been able to fulfil entirely my commitment to the principle of workplace equity.

Project evaluation

64. A second area is that of project evaluation to ensure value for investment. We have made progress but cannot yet confirm that we are able to provide assessments on a scale that Member States desire. Consideration is being given to building into each project a percentage of the funding to undertake impact assessments for each project completed.

The “three As”: Arrears, amendments and accessions

65. Despite best efforts, I have not been able to fulfil the commitments I made at last year’s 60th anniversary session of the Council to:

- (a) Clear all arrears, although the number of Member States subject to Article 4 of the Constitution is somewhat lower than a year ago;
- (b) Achieve the necessary number of ratifications – two thirds of Member States – for the long-pending constitutional amendments to enter into effect: some 10 Member States are still needed at the present date;
- (c) Increase the number of Member States to a total of 160, a goal that the Administration set for itself at its annual senior management retreat in 2010.

66. Any support that Member States might give us in attaining these management goals would be greatly appreciated.

Special funds

67. In addition, we have not yet succeeded in reaching our goal of USD 10 million for the Development Fund, or that of USD 30 million for the Migration Emergency Funding Mechanism, established at the 60th anniversary session of the Council in December 2011. Both funds offer Member States excellent avenues to support both developmental needs and urgent emergency requirements through voluntary contributions.

Data and knowledge management

68. A generic issue confronting migration actors across the board is that of insufficiently accurate or disaggregated migration statistics. Keeping our knowledge current in a fast-moving migration and technological environment will challenge us, both organizationally and financially. We need to move ahead with IOM-centric knowledge management tools to support our work in the Field and at Headquarters. Some areas, such as migrant remittances, are well-covered, whereas others, such as overall statistics on the number of migrants in various categories, lack breadth or detail. Here, we must do better, in close partnership with others dealing with migration.

Maintaining IOM as the leading international migration agency: Securing a key role in the global governance of migration debate

69. As more actors appear on the migration stage – many of them with a somewhat limited interest in migration and often lacking a global footprint – IOM is increasingly challenged to ensure that its own universal mandate and global reach are recognized and that equitable partnerships are formed with these new actors for the benefit of Member States and migrants. As the profile and importance of migration grows in the international community, so too does the number of agencies, increasingly crowding the capacity-building space, often with overlapping mandates and programmes. In this area, IOM must continue to seek partnerships, to be open and inclusive in our engagement and to strengthen relations both within and outside the United Nations. Some steps being taken to secure a key role for IOM in this debate include those outlined below.

Second United Nations High-level Dialogue on International Migration and Development

70. Here, IOM is positioned as follows:

- (a) IOM is Co-Chair, with UNFPA, of the working group established by the Chief Executives Board to provide its High-level Committee on Programmes, by January 2013, with a draft of possible outcomes and recommendations for the second High-level Dialogue. The draft document is based on submissions from 21 agencies outlining their migration and development activities. Before its submission to the High-level Committee on Programmes, the draft document will be sent to the relevant agencies for review and a series of discussions, according to a very tight agreed timeline. When preparing the draft seven-page document, which is a synthesis of the broad themes and ideas contained in the contributions made by the various agencies, we have sought to prepare a document that is forward-looking but realistic.
- (b) IOM will chair the GMG in the second half of 2013, that is, during the period of the High-level Dialogue.
- (c) IOM plans to hold a diaspora ministerial forum in early 2013 whose proceedings and conclusions will be a further contribution to the High-level Dialogue.
- (d) I have discussed with the current President of the United Nations General Assembly the strong interest of IOM, as *the* migration agency, in playing a key role in the second High-level Dialogue.

- (e) In October of this year, IOM, with UNFPA and the United Nations Department of Economic and Social Affairs (UNDESA), inaugurated the first in a series of five formal briefings on the High-level Dialogue for New York-based diplomatic missions.
- (f) The *World Migration Report 2013* will be devoted to migration and development, with a focus on the well-being of migrants. This mirrors and contributes to the upcoming High-level Dialogue and the IDM 2013 on the same theme.

Global Migration Group

71. IOM has made a number of formal recommendations on means of improving and strengthening the GMG, whose performance to date has not met the expectations of governments in general or those of its founders. These recommendations include:

- (a) An offer for IOM to serve as a no-cost, low-key “firewalled” secretariat to ensure strong momentum and continuity between sessions and Chairs;
- (b) A one-year Chair or Co-Chairs of the GMG for the sake of continuity and sustained momentum;
- (c) In the same spirit, an annual agenda rather than the current six-monthly arrangement.

Global Forum on Migration and Development

72. IOM continues actively to support the GFMD, including through:

- (a) Hosting and technically assisting the GFMD Support Unit secretariat at IOM Headquarters;
- (b) Continuing to provide a migration expert and other substantive and technical services (such as travel and visa assistance to delegations) to the annual Chair-in-Office of the GFMD;
- (c) Assisting Member States, as appropriate, in preparations for and participation in the GFMD meetings.

United Nations development agenda beyond 2015

73. IOM is actively participating in discussions and preparations for this successor agenda to the Millennium Development Goals to ensure that migration and population displacement are included this time. Since the launch of the Millennium Development Goals in 2000, there is a much greater awareness of the developmental impact of migration. Our roles include:

- (a) Being a member of the United Nations High-level Panel of Eminent Persons on the Post-2015 Development Agenda;
- (b) Collaboration with UNFPA, UNDESA and UN-Habitat in organizing a global thematic consultation on population dynamics, in which migration and human mobility will feature prominently;
- (c) Within a new global partnership on migration for the post-2015 period, IOM will be seeking stronger modalities on: securing the well-being of migrants; facilitating labour mobility for States that so desire; leveraging remittances for developmental funding; and disaster risk reduction in, among other contexts, that of climate change.

- (d) To underscore IOM's concern to ensure that migration and population displacement are included in the United Nations development agenda beyond 2015, I have met with both the United Nations Secretary-General's Special Adviser on post-2015 Development Planning, as well as with the United Nations Deputy Secretary-General, and I will continue to press this point at every appropriate opportunity.

Durable solutions for forced migration victims

74. As also experienced in the context of resettlement, identifying durable solutions for forced migration is becoming increasingly complex due to challenges such as urban displacement, lack of opportunities and risk of secondary displacement.

75. While the migration crisis in Libya highlighted IOM's operational ability, including the ability to deploy large numbers of skilled staff quickly, it also demonstrated clearly the need for more and better trained staff, more current policies and procedures, and improved tools to manage movements in the emergencies to come.

Marketing IOM and branding migration

76. Marketing IOM and branding migration are integral aspects of the challenge of securing IOM's place as *the* migration agency. Unlike more circumscribed population groups such as refugees or children, for both of which an international agency already exists, migrants are a more all-encompassing category of people on the move. Migration comes in so many forms that it is very difficult to create a clear and simple brand with which to reach out to the general public, or make appeals for migrants stranded in crises. In this respect, IOM has had limited success in arriving at partnerships with foundations and the private sector. Added to this is the current anti-migrant sentiment that characterizes much of today's public discourse. For these reasons, we will need to create a more targeted and effective marketing strategy for our work.

Budget

77. A major constraint on the Administration's ability to provide adequate services to Member States and maintain our Organization as the leading international migration agency is that of the straight-lined budget brought about by the global economic recession. A growing organization with a static administrative budget is one with declining resources in real terms. This is IOM's present budgetary dilemma.

78. In recognition of the challenges that the global economic and financial crisis pose for Member States, the Administration has upheld the zero nominal growth policy in the Administrative Part of the Budget for four consecutive years, that is, not proposing any increase in this budget over this period despite the significant growth of the Organization and increasing service demands and expectations on it, internally and externally.

79. In this respect, I have listed in the annex to this report the following:

- (a) Concrete examples of savings that the Administration has been able to realize and economies it has been able to make with its limited resources in this period of austerity;
- (b) Examples of expenses deferred to stretch our core budget further;

- (c) Illustrations of increased risks incurred and opportunities potentially lost as a direct result of a static administrative budget.

80. With these considerations as a background, Member States need to carefully examine all options for overcoming these budget challenges. Ongoing discussions have focused on a number of measures, including diversifying the funding base, increasing the project overhead from its current policy of 5 per cent and encouraging Member States to provide unearmarked voluntary contributions, or such funds earmarked for the core structure. We are committed to working closely with you on these essential budgetary issues, examining the fundamental question of how best to address the issue of the underfunded core structure.

Human resources

81. Along with strengthening our budget, we need to strengthen our human resources system. We now have the excellent Human Resources Strategy. As already mentioned, however, there is an acute need for funding, and the lack of funding creates risks and lead to lost opportunities described in the annex to this report.

Countering public anti-migrant sentiment

82. Our success as an organization in the field of migration will depend, ultimately, on the ability to promote migration as a phenomenon that has, historically, been overwhelmingly positive in terms of economic and social development. IOM's proposal to conduct a global multimedia awareness campaign on the contribution of migrants to societies was presented to Member States earlier this year, but remains unfunded.

IV. THE HIGH ROAD TO 2018

The future is now

83. It will be important over the coming five-year period to continue pursuing those goals established at the outset of this administration, namely the "three Ps" (proprietorship, partnerships and professionalism), as organizational priorities, as discussed below.

Member State proprietorship of the Organization

84. With regard to this area, efforts must continue to:

- (a) Ensure transparency and regular exchanges to keep the membership fully informed and engaged in the activities and policies of the Organization, especially with the upcoming United Nations High-level Dialogue on International Migration and Development and the United Nations development agenda beyond 2015;
- (b) Increase the number of Member States, to support the pursuit of several objectives, including:
 - (i) Bringing more countries/governments into the formal dialogue on migration and development, both regionally through the RCPs and internationally through the GFMD;
 - (ii) Ensuring that IOM, which presently does not have the universality of membership that the United Nations enjoys, retains its position as *the* migration agency, that is, as the leading international migration organization with more than 60 years of experience and an unmatched global presence.

Staff development

85. In the area of staff development, the following should be done:

- (a) Implement the Human Resources Strategy;
- (b) Build further on IOM's human resource capital to retain talent and promote diversity, gender balance and greater geographical and linguistic representation.

Partnerships

86. The Organization should, in the five years ahead, persist in reaching out in search of additional partnerships, while strengthening relations with its current partners. Besides seeking additional partnerships with United Nations agencies, civil society and the academic world, IOM should broaden its relationships by concluding further public-private partnerships – such as the recently concluded partnership concerning the provision of visa assistance centres – and protocols in those areas in which private sector entities are also clients, such as in recruitment facilitation work, as well as with foundations, while giving greater priority to non-traditional partners.

87. IOM should also seek closer collaboration with those organizations with which common interests might be developed such as the ILO, as mentioned earlier, or the World Trade Organization in regard to discussions on Mode 4 and how that organization views the relationship between human mobility and its mandate in regard to the free movement of capital, goods and services.

Diaspora ministers conference: Beyond remittances

88. With increasing interest in better harnessing diaspora contributions more closely to development, IOM has initiated a diaspora ministerial forum to be held at Geneva in April 2013. At present, based on our current information, some 26 countries have appointed special ministers for the diaspora or ministers for citizens living abroad. The idea behind our initiative is to enable these ministers – as well as others who have a specific department for citizens living abroad in their ministry – to come together, share ideas, best practices and lessons learned, and form a community of interest designed to ensure that the diaspora potential to contribute to both host and home countries is recognized and developed. It is important for IOM to support and encourage these new ministries, to offer them a platform for exchanges on their experiences and, in general, to build strong relations with them. This will help them and IOM to understand the migration challenges better and be ready to play a role through advocacy and sharing experiences and perspectives – that will take them and us beyond remittances to a larger diaspora contribution to migration and development.

Core budget stability

89. To maintain our global migration leadership role, IOM must achieve core structure budgetary stability. This involves secure funding that would keep the Organization in step with inexorable organizational expansion to meet the growing scope and complexity of migration and allow it to increase its migration services in line with the growing requirements of Member States and others.

90. In this context, formulas need to be developed to address generic issues such as that of the designation of middle-income countries. A number of these so-designated countries have large wage and income disparities and face major migration challenges but cannot receive assistance owing to their designation as a middle-income country. Formulas must be found; for example, whereby such countries can designate IOM as their implementing partner for public sector migration projects.

91. In this period, we will need to expand our donor base by reaching out to non-traditional donors and the private sector, civil society organizations and foundations to forge new partnerships.

Building a more representative IOM

92. While there has been marginal progress in the important areas of equitable gender and geographical representation, this administration has not achieved all that it set out to do initially. As a result, there is still a long way to go to accomplish these key objectives.

Migration leadership

93. Our aim in this area is to maintain IOM's pre-eminence in the field of migration, as the leading international migration agency, while achieving the most harmonious and effective coordination possible with partners and competitors. We must ensure that IOM's senior managers have a seat at every table, and a voice in every discussion that concerns migration or migrants.

A "high road" migration scenario as the model for governments

94. Our goal will be to engage in regular dialogue with Member States and other governments with a view to encouraging governments to abandon the concept of a "low road" scenario – one which manifests itself in a variety of negative ways that can include: tightening of visa regimes; construction of walls at borders as well as non-physical barriers to human mobility; and laws criminalizing irregular migrants.

95. A "high road" scenario, on the other hand, would offer a government a range of options from which to choose those which best meet its national interests. Given the unpromising demographic outlook in most industrialized societies, a "high road" scenario would be more likely to serve the national interest by facilitating migrants' entry into workplaces that might otherwise remain empty. Some of these measures might include, but are not limited to:

- (a) Multiple-entry visas (the best protection against visa "over-stayers").
- (b) Dual nationality laws (to facilitate mobility and skills transfer).
- (c) Portable social security and welfare benefits.
- (d) Decriminalization of irregular migrants.
- (e) Assisted voluntary return and reintegration or similar arrangements instead of deportation, enabling a migrant without proper travel and residency documents to return with dignity and restart life at home.
- (f) A multi-skill migration policy (e.g. not limited to highly skilled migrants).
- (g) Integration as an integral element in national migration policy.

- (h) A pathway to legal status for those irregular migrants meeting certain criteria, as defined by host States.
- (i) Government participation in regional dialogues (RCPs) and global dialogues (GFMD) between countries of origin, transit and destination.
- (j) Circular migration arrangements (e.g. in agriculture or industries that depend on seasonal workers, whereby regular income is assured while maintaining a foothold at home).
- (k) Reducing transfer costs for migrant remittances to a reasonable level. As part of IOM's private sector partnership drive, I propose that remittance companies be encouraged not only to contribute funds to migration emergency response, but also to offer zero-cost remittances to allow the diaspora to send money to their relatives in need so that they may take part in reconstruction.
- (l) An institutionalized government programme of public education and information designed to: (i) highlight migrant contributions to society and the economy; and (ii) to counter destructive migrant stereotypes, all in a concerted effort to stem the current tide of anti-migrant public sentiment. In this regard – in a period of global economic crisis, characterized by high unemployment and turgid job creation – governments will find it in the national interest in their public discourse to dispel the myths about migrants in order to quell public fear of loss of personal and national identity, and to make the best of migrants' contributions.
- (m) National immigration laws and policies that strike a balance between the control of migration and its facilitation – that is, laws and policies that, on the one hand respect national sovereignty in migration matters; and, on the other, respect individual freedom of movement and migrant rights.

The United Nations development agenda beyond 2015: Securing a place for migration

96. Along our path to the year 2018, we must ensure that migration is an integral part of the United Nations development agenda beyond 2015, and that IOM is a major participant in this aspect of the agenda. As highlighted earlier in the report, IOM has already begun discussions and taken steps with a view to ensuring that – unlike the Millennium Development Goals of 2000, which made no reference to migration – the United Nations development agenda beyond 2015 includes migration as a major cross-cutting issue. These overtures include my recent individual meetings with: the current President of the United Nations General Assembly (11 October); the new United Nations Deputy Secretary-General (12 October); and the United Nations Secretary-General's Special Adviser on post-2015 Development Planning (25 October).

Enriching the migration narrative with the concept of human mobility

97. In this era of unprecedented human mobility and human connectivity, IOM needs increasingly to suggest that governments use the lens of mobility to look at their migration concerns. Given world population growth, and the evident disparity between the ageing North and the youthful South, it would be important to actively support the need for intensive public information and public education efforts on the part of all industrialized countries to prepare their populations for the substantial implications that a growing mobile population holds for destination countries.

98. For this and other policy initiatives, such as the Migration Crisis Operational Framework – and to help us prepare for the United Nations High-level Dialogue on International Migration and Development – I am, as I announced last year at this time, appointing a Migration Policy Advisory Council, composed of world-class academic, research, private sector and other specialists from various fields to offer IOM and its Member States the best thinking on the issues of the day and trends in migration. We expect to hold the first meeting early next year. This new body will help IOM to remain at the cutting edge of migration policy and dialogue to the benefit of a wide spectrum of our membership.

A review by Member States of the IOM–United Nations relationship

99. During the five-year period ahead, Member States may find it in their interest once again to consider conducting a formal review of IOM’s relations with the United Nations, given that:

- (a) It has now been five years since their review of IOM–United Nations relations in 2007;
- (b) Since the last formal review, more than 20 new Member States have joined IOM;
- (c) The results of the following will be available:
 - (i) an evaluation of the first six years of the GFMD;
 - (ii) the outcome and recommendations of the second United Nations High-level Dialogue on International Migration and Development in September 2013.

100. My own role and responsibility is to act as a neutral arbiter. In other words, this has been, is and will remain a Member State matter for consideration and decision. Should Member States decide to undertake such a review, and, if instructed, the Administration could provide Member States with a composite of the Administration’s views on the options, together with the pros and cons of each of these.

V. CONCLUSION

101. This report is a reflection of IOM key milestones over the last four years, a brief analysis of the stumbling stones that lie in our collective path, and a view ahead of the stepping stones that we can use to move forward together. As you will have noticed in this report, the Organization has overcome many challenges, which gives me the confidence to assure you that IOM remains well-placed to continue to provide the Member States and migrants with the services required to address the unprecedented, varied and complex migration dynamics of our times.

102. In concluding this report, I ask for your guidance on how best to use IOM’s capacities and expertise to commemorate the milestone of IOM’s 65th anniversary in the year 2016 with concrete results based on your answers to questions such as:

- (a) What do you and we think the future global migration trends will be? How should we prepare to respond to these in a humane, responsible way?
- (b) How can we use this period to achieve greater global understanding of the historically positive nature of migration and as a phenomenon that is:
 - (i) inevitable given current demographic trends and other driving forces;

- (ii) necessary if global job scarcity and large-scale youth unemployment are to be overcome;
 - (iii) desirable if responsibly and humanely managed.
- (c) What further measures does our Organization need to take to maintain its prime position as *the* migration agency in service of its Member States and migrants?

Annex

**COST EFFICIENCIES, EXPENSE DEFERRALS, INCREASED RISKS
AND LOST OPPORTUNITIES**

Cost efficiencies

1. A number of steps have been taken in recent years to generate cost efficiencies that would allow the Organization to do more with less, and respond to Member State needs and requests. Some of the more significant initiatives follow:

- (a) **Delocalization:** Since 2002, IOM has prioritized the delocalization of important back-office and transaction-intensive functions from its Headquarters in Geneva to cost-efficient locations in Manila and Panama. The Manila Administrative Centre began its operations in 2002 and has gradually grown to its present capacity of over 200 staff. The Panama Administrative Centre began operations in 2007 and has since grown to over 25 staff. The savings made through transferring these functions is significant, as staff and office expenditures at these locations can sometimes be drastically below prevailing prices and costs in Geneva. These cost advantages far offset the modest additional expenditures for travel and communications associated with the distance between the Administrative Centres and Headquarters. Maintaining these functions in Manila and Panama saves more than USD 5 million annually compared with the cost of funding them at Headquarters.
- (b) **IT systems:** Since 2007, IOM has invested a significant portion of its limited IT resources in an enterprise computer system (PRISM) which has greatly assisted the Organization in performing its work efficiently and accountably. The system is based on SAP software, which is an industry standard used in many international agencies. This was a major undertaking involving the total replacement and upgrading of IOM's financial, budget, procurement and human resource systems. Other international agencies have engaged in similar initiatives allocating upwards of USD 75 million of additional funds to develop and implement such systems. From the start, IOM focused on cost savings and efficiencies, performing much of the work in-house rather than through excessive use of consultants, and by carrying out much of the development work in cost-effective locations such as Manila, leveraging the existing advantages of delocalization already mentioned above. The total cost of implementation over a multi-year period was less than USD 25 million as a result of these efficiencies.
- (c) **Staff travel:** IOM has implemented a rigorous policy of economic travel for all staff. The centrepiece of this policy has been to require that all staff air travel be in economy class. In addition, a central staff travel unit monitors travel arrangements to ensure that the most economic routes are taken, and the management reviews all travel requests to ensure that staff travel only when necessary. IOM spends more than USD 7 million on staff travel annually, and given that higher airfare classes can be double or more the base economy fare, IOM has been able to save millions of US dollars through the implementation of this policy.
- (d) **Local recruitment:** IOM has pursued a policy of recruiting and assigning duties to locally hired staff, wherever practical. Locally hired staff are considerably more cost-effective in countries where there is a sufficient supply of skilled labour. As these staff

reside in their home countries, there is no need to provide expatriate salary allowances such as housing allowances, home leave and educational grants and, as a result, significant savings can be made. IOM's ratio of international staff to local staff is 1 to 10, considerably lower than in many other international organizations. Moreover, these locally hired staff provide greater knowledge of the local environment.

Expense deferrals

2. Recognizing that there would be a need to minimize costs during the current period of zero nominal growth, IOM has taken measures to defer costs, as outlined below:

- (a) IT systems and software: A large number of system upgrades, enhancements and improvements have been deferred. Some of the most urgently needed, yet deferred, systems include projects on: (i) information systems (PIMS); (ii) e-recruitment; (iii) medical claims; (iv) migrant registration; (v) emergency information management; (vi) migration management tools; (vii) document management; and (viii) inventory management.
- (b) IT hardware and infrastructure: A robust backbone of IT hardware and related infrastructure is the necessary platform on which IOM runs its systems and communications. This platform has been ageing under the zero nominal growth regime, as elements of the IT hardware and infrastructure have, through necessity, been retained long past the standard life indicated by the equipment manufacturer. It is not possible to provide an exact figure of the amount of the deferred costs, but the total is in the millions of US dollars.
- (c) Building maintenance and infrastructure: Under the zero nominal growth regime, efforts have been made throughout the Organization to defer necessary building maintenance, wherever possible. At Headquarters, substantial costs have been saved through the non-replacement of fixtures and equipment such as carpeting, vehicles and office equipment and furniture.
- (d) Postponement of staff reclassification and upgrading: With the significant growth of the Organization, many existing staff positions have grown in terms of responsibility, complexity and oversight, and the incumbents are now responsible for and supervise larger budgets and staff resources. In many cases, the category and grade of such positions, and the staff occupying them, have not changed to recognize this increased responsibility. If the classification of these posts were to be reviewed based on current responsibility levels, many would be graded at a higher level, resulting in substantial additional costs for the Organization.

Increased risks and lost opportunities

3. The current budget situation has resulted in increased risks and in some cases lost opportunities. Below are some illustrations:

- (a) Overstretched support functions: Owing to the static Administrative Part of the Budget, the core structure has lagged behind the Organization's growth, constraining the structure at a time when it needed to be strengthened to support the Member State-

driven demands relating to the expanding programme base. Unable to draw on more resources, support units were challenged by the increased operations, often suffering lapses in service. For example, the Office of Legal Affairs was overwhelmed with a backlog of contracts, delaying project implementation. The alternative is to limit the contracts subject to legal review, but this increases financial risk. Similarly, the Field Procurement Unit, supporting millions of US dollars of purchases globally, became overstretched, resulting in serious compliance issues in this sensitive area. Similar challenges exist in other units and affect various aspects of programme management.

- (b) Diminished oversight capacities: The Organization's key oversight functions have not significantly expanded in recent years, undermining the reach and extent of the oversight and monitoring activities being undertaken by these key units. For example, auditing, evaluation and budgeting functions have not substantially grown, yet there is a constantly expanding number of offices and projects to monitor. As a result, these units have been obliged to scale back on their level of oversight, which could result in a growing number of undetected fraud, project deficits, budget overruns, misused donor funds and similar improprieties. This comes at a time when IOM's activities are heavily weighted towards emergency operations under challenging conditions – lifesaving operations where IOM's speed, agility and expertise is appreciated and much in demand by Member States, as well as by the United Nations and other partners.
- (c) Effects on staff well-being, morale and retention: The greatest asset of the Organization is its staff, and sufficient resources should be devoted to maintaining a skilled, trained and competent workforce if IOM is to carry out its mandate. One of the effects of the current budget regime has been a severe limitation on the resources allocated to human resources. Initiatives that would have greatly enhanced the Organization's capacity to train, recruit and develop the careers of its staff have been deferred and not implemented because of the overstretched budget. Limited resources have prevented IT and staffing facilities from being expanded in proportion to the growing number of staff. While limiting the funding allocated to human resources may save money in the short term, it can have profound long-term effects in the form of higher staff turnover, gender and geographical imbalances and low morale.
- (d) Challenges to fulfilling responsibilities vis-à-vis stakeholders: IOM has various institutional responsibilities vis-à-vis its stakeholders and these include activities such as: (i) serving as a repository and communicator of knowledge and information on migration matters; and (ii) serving as the global lead agency for camp management following natural disasters, as designated by the Office for the Coordination of Humanitarian Affairs. The overstretched budget has led to a situation where sufficient funds cannot be allocated to these services, seriously undermining the value and benefit to be derived from these functions. To illustrate with a straightforward example, IOM has the basic responsibility to provide its Member States with documents in three official languages, but its present translation capacity is not sufficient to meet this requirement, particularly at peak periods.