

OFFICE OF THE INSPECTOR GENERAL

**EVALUATION OF THE
'PROGRAMA LATINOAMERICANO DE COOPERACION
TECNICA EN MIGRACIONES'
(PLACMI 2)**

July 2001



IOM International Organization for Migration

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EXECUTIVE SUMMARY

IOM experience in Technical Cooperation on Migration in Latin America dates back to the 70's and has been continued and reinforced during the 80's and 90's. In 1975 and 1994, the IOM Executive Committee adopted key resolutions that recognized IOM's major role in the field of technical co-operation and capacity-building in the region. IOM pursued its efforts in the region by implementing, in 1995, the 'Programa Latinoamericano de Cooperacion Tecnica en Migraciones' (PLACMI). In 1998, the programme was extended for an additional three years and is expected to end in July 2001. This evaluation focuses on the second phase of PLACMI, however, the first phase, as well as other technical cooperation activities, have been taken into account to properly assess the overall contribution of PLACMI.

More than one hundred activities have been implemented during the six-year period covering both phases. Activities mainly involve assistance for the organization of seminars, workshops, sub-regional meetings, and for the elaboration of technical studies and projects. This evaluation has found that the overall strategy of PLACMI is relevant to IOM Technical Cooperation on Migration policy and to widely recognized principles of effective technical assistance and capacity- building. Both phases of PLACMI were found to be relevant to the mandate of the Organization. Its activities are responding to the evolving needs of the 'clients' seeking IOM assistance in the complex field of migration, and to the changes of the management of migration, with an increased focus on regional processes.

Concerning the effectiveness of the programme, there are strong indications that it has been effective in improving government capacity to manage migration, and to assist them in the harmonization of legislation and migratory policies. PLACMI is also considered to be a dynamic, flexible and adaptable tool, reinforcing the achievement of its objectives.

Measurement of the detailed impact of each intervention was found to be impossible, but there are sufficient elements to conclude that PLACMI is making a positive impact on the management of migration in the region, resulting in the wide recognition of IOM's expertise in the provision of technical assistance.

At the financial level, the programme manager has set up control mechanisms giving him the possibility to provide IOM Headquarters and the donors with accurate and up-to-date financial details. Precise records on expenditures have been kept for most of the activities implemented. There are also strong indications that the programme strategy and implementation have been cost-effective.

Concerning the management of PLACMI, the evaluation considers that the programme would be negatively affected by a decision to adopt a 'broken-up' approach where its management would be fully decentralized in the four MRFs of the region. It is suggested instead that these four MRFs discuss the best strategy for optimizing existing resources for technical assistance, in collaboration and with the support of the Migration Management Services Department (MMS) at Headquarters.

The new programme proposed by IOM Buenos Aires as an extension of PLACMI – 'Technical Cooperation Programme on Migration for the Americas' (TCMA) could serve as a basis for discussion and for the elaboration of a coordinated and integrated response.

Depending on the modalities of its implementation, the recently approved 'Migration Policy and Research Programme' (MPRP) together with MMS, could play the role of a driving force between IOM Headquarters, the four MRFs and the governments of the region for a greater harmonization of the overall IOM intervention, and for effective and sustainable capacity building assistance. It is also proposed to consider PLACMI as a best-practice experience in the field of Technical Cooperation on Migration.

5. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS:

1. PLACMI is relevant to the Mandate of the Organization, and the activities conducted meet the technical requirements of technical co-operation on Migration. Both phases of PLACMI respond to the evolving needs of the client, a key condition for relevant assistance in this field.
2. PLACMI has been effective in improving the capacity of governments to manage migration, responding to client needs and providing adequate services. Governments and other beneficiaries consider PLACMI to be an efficient and adapted tool for technical assistance and co-operation.
3. IOM's history of contributions to the region — particularly PLACMI, and its recent involvement in regional processes requiring common approaches and vision — have played a key role in helping the governments to harmonize legislation and international migratory policies in Latin America.
4. This evaluation cannot clearly establish the impact of PLACMI. However, there are many indications that PLACMI has made a positive impact on the management of migration in the region. IOM's expertise in the provision of technical assistance is widely recognized, mainly because of the impact of programmes such as PLACMI.
5. The financial management of PLACMI is efficient, with appropriate financial records. It is also cost-effective, firstly because the costs of the assistance are generally kept very low and secondly, in most cases, the results and benefits of the assistance fully justify the costs incurred. The financial and/or in-kind support of other multilateral entities and beneficiaries is also a sign of success. This was a basic condition for receiving funds from the US Government.
6. A strong need to decentralize management of PLACMI in each sub-region or MRFs of the Americas has not been identified. Such a move would result in a loss of the considerable benefits and experience acquired by the programme and the Buenos Aires Office. 'Decentralization' would also mean the loss of competent experts who have been working closely with IOM Buenos Aires for many years and who contribute to IOM's positive image in the Americas through their professional contributions. A revision of the PLACMI approach that takes into account the existing regional processes and IOM role would certainly be a better solution than a 'decentralization' of the project. Such a revision has been initiated by Buenos Aires through the preparation of the 'Technical Cooperation Programme on Migration for the Americas' (TCMA), which is considered to be the continuation of PLACMI 2.
7. If properly implemented and coordinated, the existing technical assistance programmes covering the entire region are complementary and should not duplicate the work. Each programme works on a different level and their cumulative contributions can reinforce the impact of each programme. Concerning

the MPRP, PLACMI experience can be considered as a best practice exercise in the field of Technical Co-operation on Migration.

RECOMMENDATIONS:

1. In view of the potential interest to continue financing the programme, IOM Buenos Aires should encourage the organization of a meeting of the four MRFs of the Americas in collaboration and with the support of the Migration Management Services Department at Headquarters. This meeting would provide a good opportunity to discuss a partial decentralization of technical assistance and the best strategy for using all the resources available. Parameters for collaboration between the four MRFs could also be established, especially in the framework of the regional processes. Finally, the extension of PLACMI through the TCMA approach could be discussed and agreed upon for the region as a whole. This would also avoid risks of duplication or incoherence in the assistance provided, with diverging views on migration management, and would also reinforce a sustainable capacity in the management of migration in the governments. A global but harmonized approach would certainly encourage donors to continue disbursing funds for such a successful activity.
2. IOM Headquarters through the Migration Management Services Department and MPRP should consider PLACMI as a best-practice experience and study its mechanisms in more detail. This is especially true of its regional dimension, the dynamism and adaptability of the programme, as well as the quality of the technical assistance provided. They could also play a strong role in harmonizing the strategy and the content of migratory approaches in and between the different regions that benefit from IOM technical assistance, and from PLACMI in particular.

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