



IOM International Organization for Migration

DIVISION OF PROGRAMME EVALUATION

ASSESSMENT OF IOM'S OPERATIONAL AND FINANCIAL INVOLVEMENT IN THE GERMAN INTEGRATED EXPERTS PROGRAMME (GAPPO)

December, 1995

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0. SUMMARY OF MAIN CONCLUSIONS

- The lack of information on the yearly ceilings for positions to be filled in each country hampers resources planning in the IOM Missions.
- Some Missions have difficulties with the role of the German Embassy or report that they are not properly informed about the German Embassy's approval or rejection of job offers.
- There are substantial discrepancies between the number of job offers identified in accordance with CIM's priority areas and the number of job offers presented to CIM for approval, and between the final job offers approved by CIM.
- Peru, Malaysia and the Philippines report higher numbers of man/hours spent by the staff on programme implementation than other Missions.
- Peru, Malaysia and the Philippines show substantial differences between the total working hours spent by the staff on programme implementation and the total inputs in man/hours needed by the Mission to support programme implementation.
- Peru, Malaysia and the Philippines also show substantial differences between working hours spent by the staff on programme implementation and the inputs in man/hours which can be covered under the Agreement. Costa Rica also shows a negative balance, because the Mission reports on higher number of working hours on the programme than on man/hours (inputs) required to implement it.

I. FRAMEWORK OF THE ASSESSMENT

In early August 1995 a questionnaire (Annex 1) to assess IOM's operational and financial involvement in the implementation of the German Integrated Experts Programme (GAPPO) was drafted by the Evaluation Division (EVA) in close cooperation with the Regional Bureau for Latin America and the Caribbean (RLA) and the Regional Bureau for Asia and Oceania (RAO). The four main headings of this questionnaire were as follows:

- A. RESULTS OF IOM'S INVOLVEMENT IN THE CIM PROGRAMME**
- B. ADMINISTRATIVE SUPPORT PROVIDED BY IOM MISSIONS TO IMPLEMENT THE CIM PROGRAMME**
- C. STAFF SUPPORT FOR THE PROVISION OF SERVICES RELATED TO PROGRAMME IMPLEMENTATION**
- D. COMMENTS ON PROGRAMME IMPLEMENTATION AND PROPOSALS TO IMPROVE EFFICIENCY**

IOM Missions in Bolivia, Chile, Colombia, Costa Rica, Peru, Malaysia, the Philippines, Thailand, Vietnam and South Africa received the questionnaire on 24 August 1995 and were requested to submit their contributions by 15 October 1995. All Missions met the deadline.

The codification process took longer than expected in view of several Missions' difficulty in providing data. Several requests for clarification – particularly concerning question C, where in some cases inputs were very high in relation to the results achieved – delayed assessment but by 17 November EVA had received all the necessary information.

II. RESULTS OF IOM'S INVOLVEMENT IN THE CIM PROGRAMME

1. TOTAL NUMBER OF GAPPO INTEGRATED EXPERTS PLACED IN EACH COUNTRY

The questionnaires received show that there is a substantial increase (37.8%) in the numbers of Integrated Experts placed in the countries surveyed from 1994 to 1995. The increase is particularly high in Bolivia and Thailand. Please see the table below.

TABLE 1

RESULTS	Total No. of GAPPO Integrated Experts placed in the country	
	COUNTRIES	1994
Bolivia	4	11
Chile	4	6
Colombia	5	6
Costa Rica	1	2
Peru	0	2
Malaysia	5	4
Philippines	4	4
Thailand	5	10
Vietnam	0	0
South Africa	0	0
Total	28	45
Average	2.8	4.5

2. YEARLY CEILINGS

Concerning the yearly ceilings approved by CIM Frankfurt for positions to be filled in each country, only Colombia and Peru were able to provide information for 1994 (respectively 5 and 15 Integrated Experts). Practically all Missions reported (please see Annex 1) that the lack of information on the yearly ceilings for Integrated Experts hinders resources planning.

3. NUMBER OF JOB OFFERS IDENTIFIED ACCORDING TO CIM'S PRIORITY SETTINGS

The information provided by the Missions show that there is a substantial decrease (22.7%) in the numbers of job offers identified in 1994 and 1995. Only Costa Rica and Thailand show an increase in the number of job offers identified, as follows:

TABLE 2

RESULTS	No. of Job Offers identified according to CIM's priority settings	
	1994	1995
COUNTRIES		
Bolivia	19	11
Chile	10	8
Colombia	8	1
Costa Rica	3	5
Peru	13	10
Malaysia	2	1
Philippines	9	8
Thailand	5	11
Vietnam	6	2
South Africa	0	1
Total	75	58
Average	7.5	6.33

4. NUMBER OF JOB OFFERS APPROVED BY THE GERMAN EMBASSY

Concerning the number of job offers approved by the German Embassy in each country, the Missions reported as follows:

TABLE 3

RESULTS	No. of Job Offers approved by the German Embassy	
	1994	1995
COUNTRIES		
Bolivia	24	5
Chile	7	8
Colombia	-	-
Costa Rica	5	6
Peru	13	10
Malaysia	2	1
Philippines	9	5
Thailand	-	-
Vietnam	3	-
South Africa	-	-
Total	63	35
Average	9	5.83

It is clear that there are discrepancies between the number of job offers identified by the IOM Missions and the number of job offers approved by the German Embassy. Some Missions have difficulties with the role of the German Embassy or report that they are not properly informed about the approval or rejection of job offers by the German Embassy (please see Annex 1).

5. NUMBER OF JOB OFFERS PRESENTED TO CIM FOR APPROVAL AND RECRUITMENT

The information provided shows that some Missions report higher numbers of job offers submitted to CIM for approval and recruitment than the number of job offers identified by the Missions in accordance with CIM priority settings, as follows:

TABLE 4

RESULTS	No. of Job Offers identified according to CIM's priority settings		No. of Job Offers presented to CIM for approval & recruitment	
	1994	1995	1994	1995
COUNTRIES				
Bolivia	19	11	25	16
Chile	10	8	10	8
Colombia	8	1	11	3
Costa Rica	3	5	5	6
Peru	13	10	13	10
Malaysia	2	1	4	4
Philippines	9	8	9	5
Thailand	5	11	5	11
Vietnam	6	2	3	0
South Africa	0	1	0	1
Total	75	58	85	64
Average	7.5	6.33	8.5	6.4

6. NUMBER OF JOB OFFERS APPROVED BY CIM

The information provided by the Missions clearly shows that there is a substantial discrepancy between the number of job offers identified and presented to CIM and the final number of job offers approved by CIM. The table below shows this correlation:

TABLE 5

RESULTS	No. of Job Offers identified according to CIM's priority settings		No. of Job Offers presented to CIM for approval & recruitment		No. of Job Offers approved by CIM	
	1994	1995	1994	1995	1994	1995
COUNTRIES						
Bolivia	19	11	25	16	11	1
Chile	10	8	10	8	5	7
Colombia	8	1	11	3	5	7
Costa Rica	3	5	5	6	0	4
Peru	13	10	13	10	0	7
Malaysia	2	1	4	4	7	2
Philippines	9	8	9	5	2	5
Thailand	5	11	5	11	5	7
Vietnam	6	2	3	0	4	1
South Africa	0	1	0	1	0	0
Total	75	58	85	64	39	41
Average	7.5	6.33	8.5	6.4	3.9	4.1

It could be concluded that although Missions know of CIM's priority areas they still collect and submit job offers which are not in accordance with them.

The numbers of job offers finally approved by CIM represent a smaller portion of the total number of job offers identified in accordance with CIM priorities (respectively a reduction of 48.0% and 29.3% for 1994 and 1995) and a much smaller portion of the job offers presented to CIM (respectively 54.1 and 35.9% for 1994 and 1995).

The next table shows the correlation between the total number of GAPPO Integrated Experts placed in each surveyed country and the total number of job offers approved by CIM.

TABLE 6

RESULTS	Total No. of GAPPO Integrated Experts placed in the country		No. of Job Offers approved by CIM	
	1994	1995	1994	1995
COUNTRIES				
Bolivia	4	11	11	1
Chile	4	6	5	7
Colombia	5	6	5	7
Costa Rica	1	2	0	4
Peru	0	2	0	7
Malaysia	5	4	7	2
Philippines	4	4	2	5
Thailand	5	10	5	7
Vietnam	0	0	4	1
South Africa	0	0	0	0
Total	28	45	39	41
Average	2.8	4.5	3.9	4.1

For comparative purposes the sum of GAPPO experts placed in 1994 and 1995 (73 Experts) reflects more or less the number of job offers approved by CIM in 1994 and 1995 (80 job offers). It should be noted that several Experts who had been recruited in 1993 were placed in 1994, and that in 1995 some Experts had yet to be placed. The data provided by the Missions clearly shows that the job offers most likely to receive CIM approval are those which meet the priority criteria established by this Organization. It is not advisable to continue sending job offers to CIM – even if relevant from a development point of view – if they do not meet CIM's criteria.

7. NUMBER OF CONTRACT EXTENSIONS APPROVED BY CIM

The following table shows the number of contract extensions approved by CIM and negotiated by the Missions respectively for 1994 and 1995.

TABLE 7

RESULTS	No. of contract extensions approved by CIM	
	1994	1995
COUNTRIES		
Bolivia	2	7
Chile	2	2
Colombia	3	0
Costa Rica	6	0
Peru	8	3
Malaysia	2	2
Philippines	4	3
Thailand	1	1
Vietnam	0	0
South Africa	0	0
Total	28	18
Average	2.8	1.8

The following table shows the number of Integrated Experts placed and contract extensions approved by CIM.

TABLE 8

RESULTS	Total No. of GAPPO Integrated Experts placed in the country		No. of contract extensions approved by CIM	
	1994	1995	1994	1995
COUNTRIES				
Bolivia	4	11	2	7
Chile	4	6	2	2
Colombia	5	6	3	0
Costa Rica	1	2	6	0
Peru	0	2	8	3
Malaysia	5	4	2	2
Philippines	4	4	4	3
Thailand	5	10	1	1
Vietnam	0	0	0	0
South Africa	0	0	0	0
Total	28	45	28	18
Average	2.8	4.5	2.8	1.8

III. ADMINISTRATIVE SUPPORT PROVIDED BY THE IOM MISSIONS TO IMPLEMENT THE CIM PROGRAMME

1. INPUTS REQUIRED TO PROCESS ONE GAPPO INTEGRATED EXPERT

The Missions provided relevant information on the inputs required to process one Integrated Expert, as follows:

TABLE 9

Activities	1	2	3	4	5	6	7	TOTAL
	Collection of one Job Offer	Submission of one Job Offer to CIM	Time required to clarify with employer if CIM raises questions on Job Offer	Submission of one approved CV to employers	Submission of one work contract to CIM	Assistance at arrival (per Integrated Experts)	Importation and clearance of equipment per Integrated Experts	
COUNTRIES	Inputs (Man/hours)							
Bolivia	3	0.5	0.45	0.2	0.35	8	3	15.5
Chile	16	2	5	16	2	6	1	48
Colombia	16	1	2	1	2	16	0	38
Costa Rica	15	2	1	4	4	12	0	38
Peru	20	5	16	16	5	6	40	108
Malaysia	15	7	7	4	4	9	0	46
Philippines	20	4	4	2	4	8	7	49
Thailand	12	3	5	4	2	1	0	27
Vietnam	15	15	15					45
South Africa	12	5	2	6	3	4	3	35
Average	14.40	4.45	5.75	5.91	2.93	7.78	6.00	44.95

The previous table shows that the inputs required to process an Integrated Expert – from the collection of one job offer until assistance at arrival – are specific to each country, particularly to those which have been operating the programme for several years. The table below provides averages (excluding Vietnam where the programme is on hold) which could be used to assess efficiency and costs. Moreover, it should be noted that the importation and clearance of equipment per Integrated Expert requires high inputs in Peru (40 man/hours).

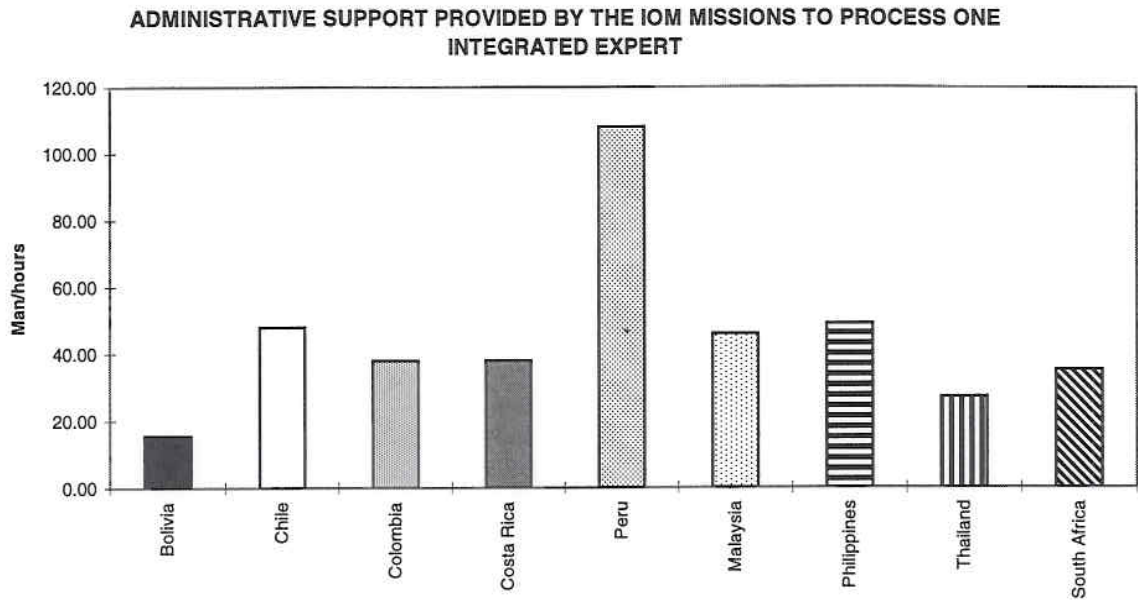
TABLE 10

Activities	1	2	3	4	5	6	7	TOTAL
	Collection of one Job Offer	Submission of one Job Offer to CIM	Time required to clarify with employer if CIM raises questions on Job Offer	Submission of one approved CV to employers	Submission of one work contract to CIM	Assistance at arrival (per Integrated Experts)	Importation and clearance of equipment per Integrated Experts	
COUNTRIES	Inputs (Man/hours)							
Bolivia	3	0.5	0.45	0.2	0.35	8	3	15.5
Chile	16	2	5	16	2	6	1	48
Colombia	16	1	2	1	2	16	0	38
Costa Rica	15	2	1	4	4	12	0	38
Peru	20	5	16	16	5	6	40	108
Malaysia	15	7	7	4	4	9	0	46
Philippines	20	4	4	2	4	8	7	49
Thailand	12	3	5	4	2	1	0	27
South Africa*	12	5	2	6	3	4	3	35
Average	14.33	3.28	4.72	5.91	2.93	7.78	6.00	44.94

* Planned figures

The following chart indicates the total inputs per Mission required on a comparative basis to implement the programme:

CHART 1



The above shows that Bolivia needs the lowest inputs and Peru the highest to process one Integrated Expert

2. COMMUNICATION COSTS

As concerns communication costs per placed and non-placed Integrated Expert, the missions answered as follows:

TABLE 11

Activities	Communication costs per Integrated Experts	
	Placed	Not Placed
COUNTRIES	\$	\$
Bolivia	25	10
Chile	40	20
Colombia	74	37
Costa Rica	200	150
Peru	150	100
Malaysia	100	60
Philippines	47	0
Thailand	50	40
South Africa	120	40
Average	90	57

It is difficult to calculate the total communication costs because no data is available for Integrated Experts for whom Missions negotiated assignments but who were not placed. However, the total costs for the placed Experts can be calculated at around US \$2,800 per year.

TABLE 12

Activities	Communication costs per Integrated Experts		Total number of Integrated Experts	Total communication costs
	Placed	Not Placed		
COUNTRIES	Inputs	Inputs	1994/1995	1994/1995
Bolivia	25	10	15	375
Chile	40	20	10	400
Colombia	74	37	3	222
Costa Rica	200	150	11	2,200
Peru	150	100	2	300
Malaysia	100	60	9	900
Philippines	47		8	376
Thailand	50	40	15	750
South Africa	120*	40*	0	0
Average	89.56	57.13	73	5,523

* Planned figures

3. EXTENSION OF CONTRACTS WHEN REQUIRED

The missions reported on the inputs required to extend contracts of Integrated Experts, as follows:

TABLE 13

Activities	Extension of contract(when required by CIM)	No. of contract extensions approved by CIM	Total inputs required to process contract extensions
COUNTRIES	Inputs	1994/1995	1994/1995
Bolivia	0.25	9	2.25
Chile	5	4	20
Colombia	1	3	3
Costa Rica	4	6	24
Peru	20	11	220
Malaysia	4	4	16
Philippines	4	7	28
Thailand	5	2	10
Total	43.25	46	323.25
Average	5.14		32.32

It could be considered that on average 162 man/hours are spent per year on contract extensions.

The Missions also reported on any other activities requested by CIM for the implementation of the programme and on any other activities provided by the Missions which were not requested by CIM or not covered by the CIM/IOM agreement. The Missions mentioned the following inputs provided:

TABLE 14

Activities	Any other activity requested by CIM	Any other type of activity or service provided by IOM and not requested or supported by CIM
COUNTRIES	Man/hours	Man/hours
Bolivia	0	9.4
Chile	16	0
Colombia	0	0
Costa Rica	0	6
Peru	16	16
Malaysia	30	0
Philippines	0	57
Thailand	10	0

The Missions reported on the type of activities which are being carried out to support programme implementation:

Activities requested by CIM:

CHILE: - follow-up on job offers not collected by IOM but CIM officials on duty travel.

PERU: - information on Peruvian legislation;
- organization of official visits of CIM officials to Peru;
- negotiations on legal matters on behalf of Integrated Experts.

MALAYSIA: - programme promotion.

THAILAND: - elaboration of information materials for employers.
- clarification of procedures among IOM, CIM and German Embassy.

Other activities or services provided by IOM not requested or supported by CIM:

- BOLIVIA:**
- visa renewal;
 - processing before Ministry of Foreign Affairs for the sale of vehicles;
 - processing before Ministry of Foreign Affairs when Experts are leaving the country;
 - updating data on Integrated Experts and Job offers list;
 - invoicing IOM services to CIM/FRA;
 - information about the programme;
 - preparation of reports for HQ/CIM;
 - miscellaneous.
- COSTA RICA:**
- occasional activities related to solving problems between employers and Integrated Experts;
- PERU:**
- in accordance with the International Cooperation Law in Peru, IOM staff have to accompany Peruvian Government officials on visits to project sites to evaluate the work of Integrated Experts.
- PHILIPPINES:**
- background check of requesting institution/visit to requesting institutions;
 - pre-screening of project requests based on guidelines provided by sending/receiving countries;
 - meeting with requesting institutions to discuss requests and entries made in request form;
 - submission of job offers to the German Embassy for approval and follow-up on approval;
 - consultation with requesting institutions on suitability of candidates;
 - pre-arrival procedures for Experts (e.g. Bureau of Immigration requirements);
 - briefing of Experts upon arrival on IOM in general and its assistance to Experts in the context of the programme;
 - visits to project site, project monitoring and recruitment of Experts;
 - monthly meetings with Experts;
 - preparation of periodic reports/statistics for IOM Headquarters.

IV. ASSESSMENT OF INPUTS (MAN/HOURS) IN RELATION TO PROGRAMME RESULTS AND PROGRAMME EFFECTIVENESS

1. TOTAL INPUTS (MAN/HOURS) REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS

The next table provides the total inputs in man/hours required to process Integrated Experts and negotiate contract extensions in the countries where IOM is implementing the programme (communication costs are not included).

TABLE 15

COUNTRIES	Inputs required to process one Integrated Expert	Total No. of Gappo Integrated Experts placed in the country	Average Integrated Experts placed in the country	Total inputs needed to process all Integrated Experts	Inputs required to extend a contract	No. of contract extensions	Average contract extensions	Total inputs required to extend contracts	TOTAL INPUTS REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS (rounded-up)
	(Man/hours)	1994/1995	1994/1995	(Man/hours)	(Man/hours)	1994/1995	1994/1995	(Man/hours)	(Man/hours)
Bolivia	15.5	15	8	124	0.25	9	5	1.25	125
Chile	48	10	5	240	5	4	2	10	250
Colombia	38	11	6	228	1	3	2	2	230
Costa Rica	38	3	2	76	4	6	3	12	88
Peru	108	2	1	108	20	11	6	120	228
Malaysia	46	9	5	230	4	4	2	8	238
Philippines	49	8	4	196	4	7	4	16	212
Thailand	27	15	8	216	5	2	1	5	221

2. TOTAL INPUTS PROVIDED BY IOM TO SUPPORT IMPLEMENTATION OF THE CIM PROGRAMME

The following table and charts show the total inputs provided by IOM to implement the programme (Communication costs are not included, because they are calculated in US dollars, please see Table 11)

TABLE 16

	Total inputs required to process Integrated Experts and negotiate contract extensions (rounded-up)	Inputs required to implement any other activity requested by CIM	Inputs required to carry out any other type of activity or service provided by IOM and not requested or supported by CIM (rounded-up)	TOTAL INPUTS PROVIDED BY IOM TO SUPPORT PROGRAMME IMPLEMENTATION
COUNTRIES	Man/hours			
Bolivia	125	0	9	134
Chile	250	16	0	266
Colombia	230	0	0	230
Costa Rica	88	0	6	94
Peru	228	16	16	260
Malaysia	238	30	0	268
Philippines	212	0	57	269
Thailand	221	10	0	231

CHART 2

INPUTS REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS

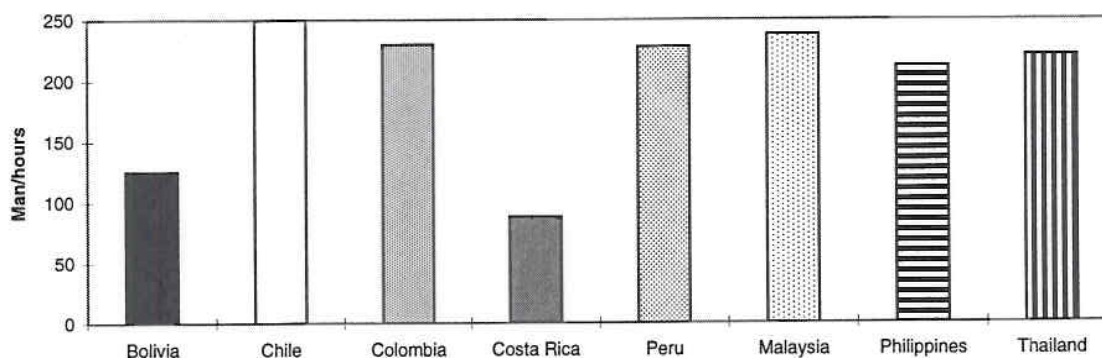
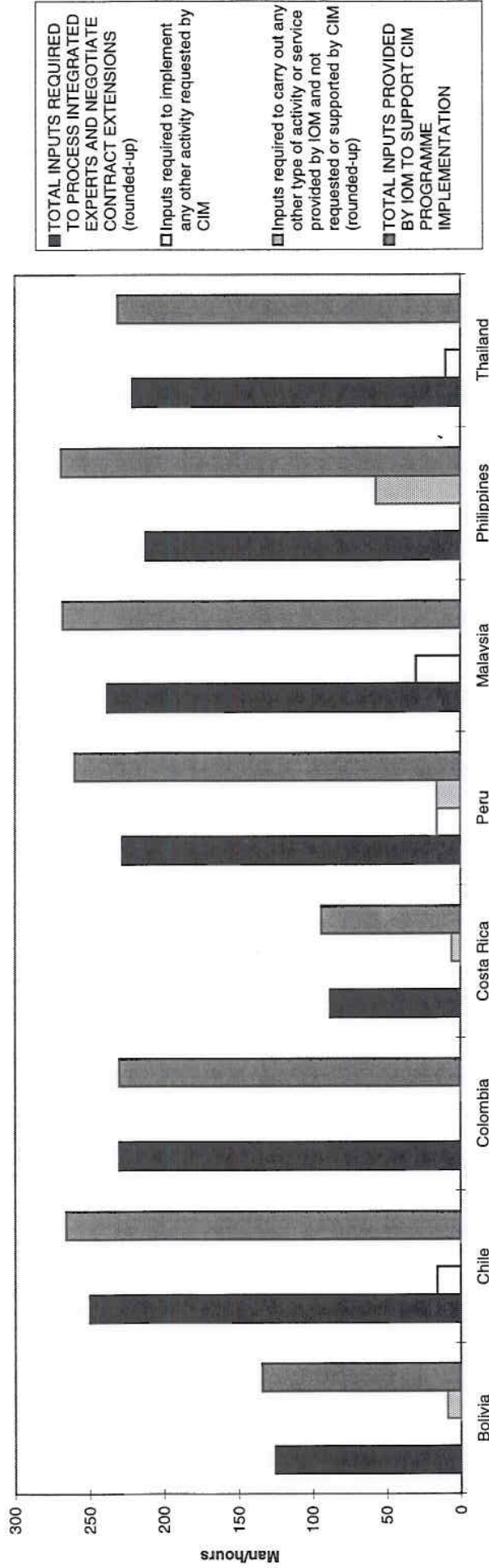


CHART 3

INPUTS REQUIRED TO SUPPORT PROGRAMME IMPLEMENTATION



V. STAFF SUPPORT FOR THE PROVISION OF SERVICES RELATED TO PROGRAMME IMPLEMENTATION

1. TOTAL MAN/HOURS SPENT ON PROGRAMME IMPLEMENTATION

The Missions were requested to provide the names, service category and total man/hours spent per year on the programme. The table below provides data on the number of man/hours per country, the average number of Integrated Experts and contract extensions processed, and average man/hours (excluding communication costs and extra-activities) needed to process Integrated Experts and negotiate contract extensions.

TABLE 17

	Service category	No. of man/hours on the programme	Average Integrated Experts placed per country	Average contract extensions	Total average placements and contract extensions	Average man/hours per total placements and contract extensions and per country
COUNTRIES		1995	1994/1995	1994/1995	1994/1995	1994/1995
Bolivia	VII	183				
	II	30				
	Sub-total	213	8	5	13	16.38
Chile	P3	88				
	IV	186				
	Sub-total	274	5	2	7	39.14
Costa Rica	VII	260				
	VI	40				
	Sub-total	300	2	2	4	75.00
Colombia	P4	72				
	VI	93				
	Sub-total	165	6	3	9	18.33
Peru	UG	510				
	III	390				
	Sub-total	900	2	6	8	112.50
Malaysia	P4	176				
	VIII	352				
	Sub-total	528	5	2	7	75.43
Philippines	P5	384				
	V	710				
	V	442				
	Sub-total	1536	4	4	8	192.00
Thailand	P2	141				
	UG	149				
	Sub-total	290	8	1	9	32.22
Vietnam		90				
	Sub-total	90				
South Africa		32				
		14				
	Sub-total	136				
	TOTAL	3970	40	25	65	61.08

Chart 4 shows the total man/hours required to implement the CIM programme per country.

CHART 4

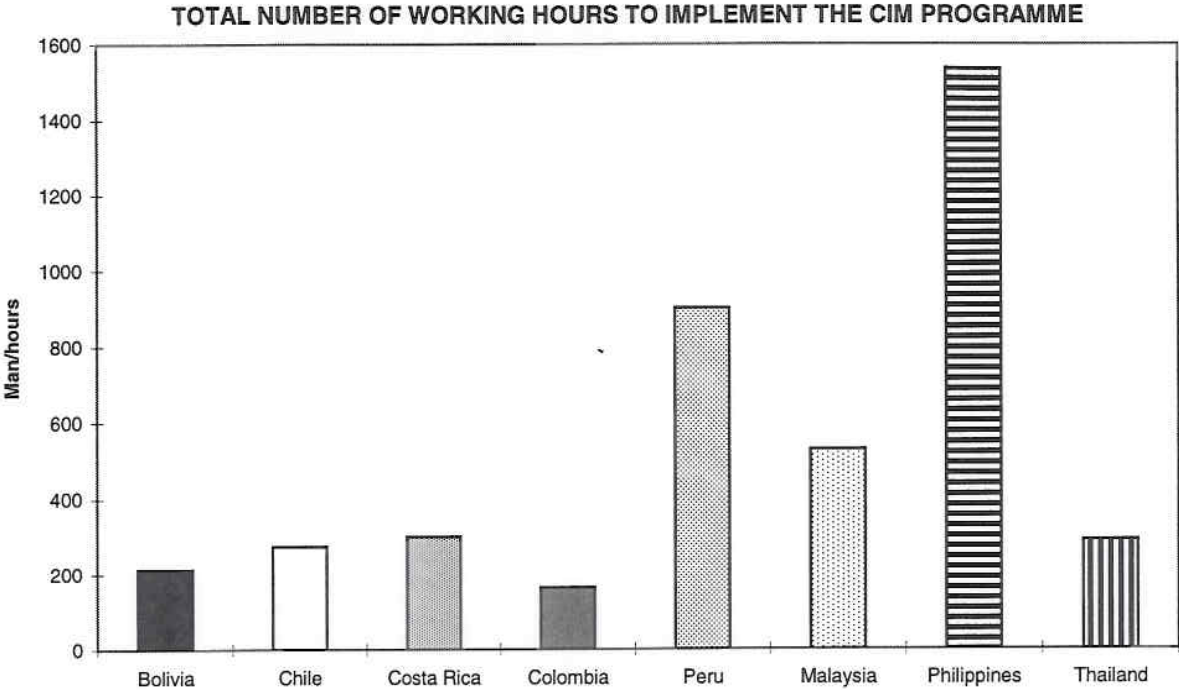
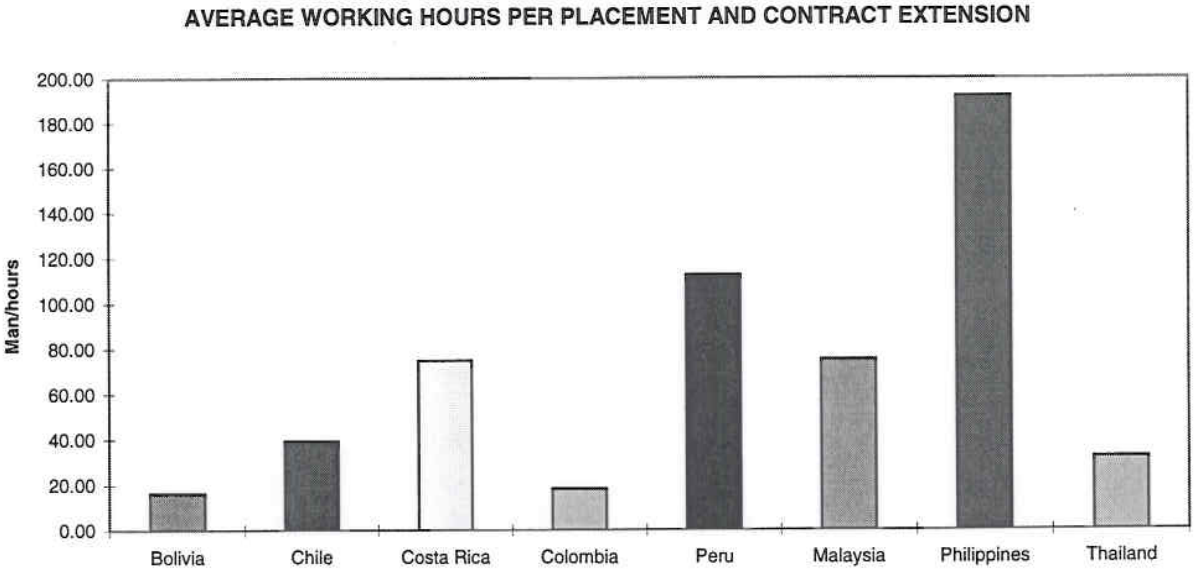


Chart 5 shows the average man/hours per Placement and contract extension (does not include extra-activities).

CHART 5



2. CORRELATION BETWEEN TOTAL MAN/HOURS AND TOTAL INPUTS (IN MAN/HOURS) TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS

Tables 15 and 16 showed the total inputs required to process Integrated Experts and negotiate contract extensions. Table 18 and Chart 6 show the difference between the total man/hours which are spent by IOM staff in each Mission on the programme and the total inputs (in man/hours) required to process Integrated Experts and negotiate contract extensions.

TABLE 18

	TOTAL MAN/HOURS SPENT ON THE PROGRAMME	TOTAL INPUTS REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS (rounded-up)	Difference between "total man/hours" and "total inputs"
COUNTRIES			
Bolivia	213	125	88
Chile	274	250	24
Colombia	300	230	70
Costa Rica	165	88	77
Peru	900	228	672
Malaysia	528	238	290
Philippines	1536	212	1324
Thailand	290	221	69

CHART 6

CORRELATION BETWEEN TOTAL WORKING HOURS AND INPUTS REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS

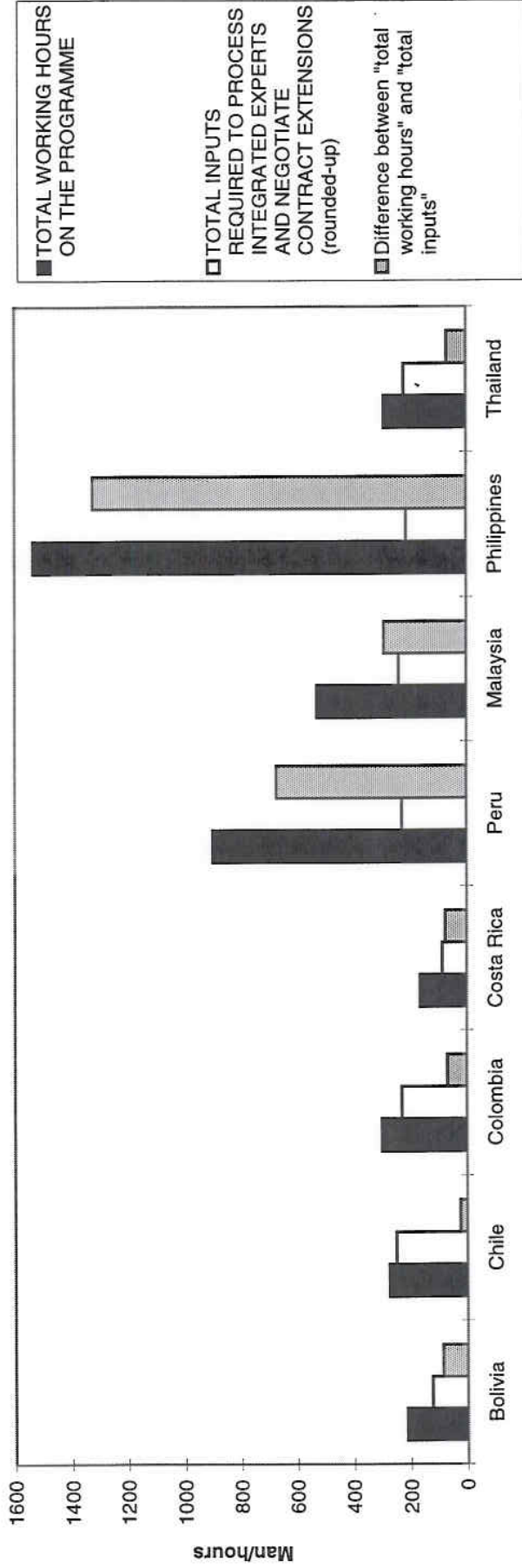


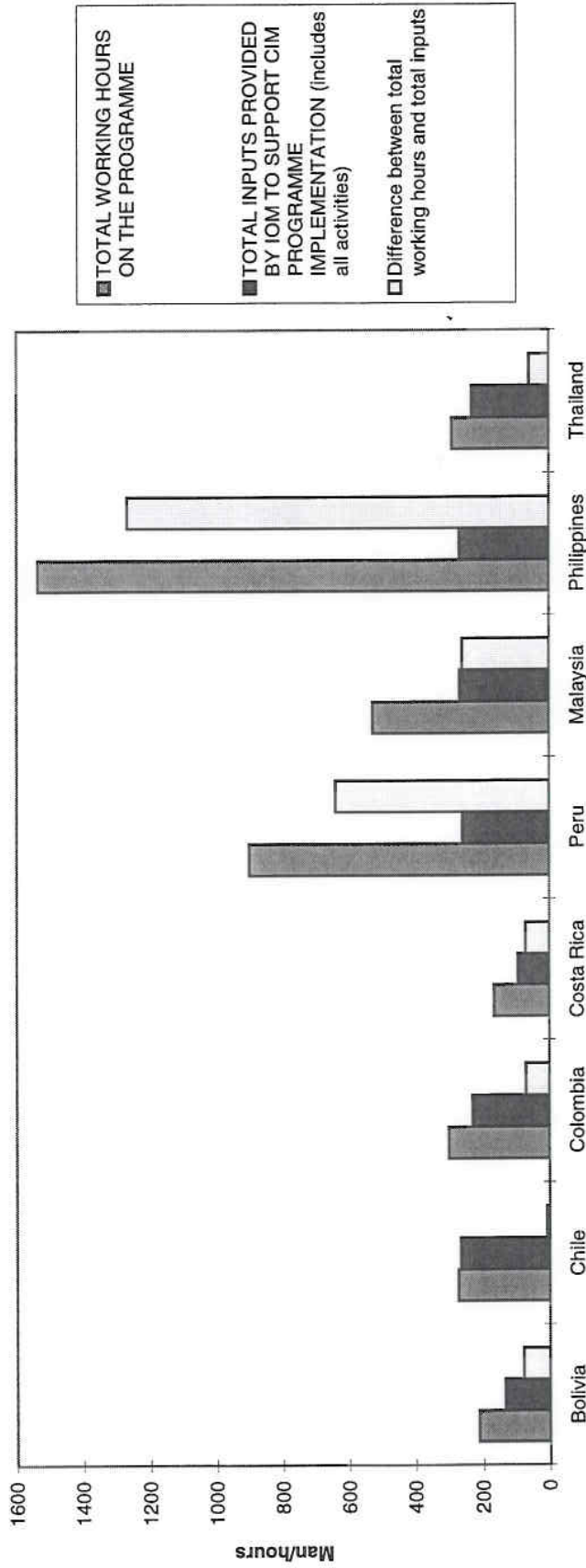
Table 16 and Chart 3 provided data on the total inputs provided by IOM to implement of the CIM programme. Table 19 and Chart 7 show the difference between the total man/hours spent by IOM staff to implement the programme and the total inputs provided by IOM (including all activities) to implement the programme.

TABLE 19

	TOTAL MAN/HOURS ON THE PROGRAMME	TOTAL INPUTS PROVIDED BY IOM TO SUPPORT CIM PROGRAMME IMPLEMENTATION (includes all activities)	Difference between total man/hours and total inputs
COUNTRIES			
Bolivia	213	134	79
Chile	274	266	8
Colombia	300	230	70
Costa Rica	165	94	71
Peru	900	260	640
Malaysia	528	268	260
Philippines	1,536	269	1,267
Thailand	290	231	59

CHART 7

CORRELATION BETWEEN TOTAL WORKING HOURS AND TOTAL INPUTS REQUIRED TO IMPLEMENT ALL ACTIVITIES



It is clear from the above table and chart that there are substantial differences between the total man/hours as reported by the Missions and the total inputs in man/hours required to implement the programme, particularly in Peru and the Philippines.

VI. PROGRAMME EFFECTIVENESS AND SUPPORT BY CIM TO IMPLEMENT THE PROGRAMME

1. PROGRAMME EFFECTIVENESS AND SUPPORT BY CIM

The assessment of the total inputs provided by IOM to implement the CIM programme, the total man/hours provided by IOM staff is providing to implement the CIM programme (as reported by the Missions) and the total inputs (man/hours) which can be charged to CIM in accordance with the agreement signed between both organizations could reflect how effective is IOM in running the programme and how IOM costs are offset by CIM. The following table shows this assessment.

TABLE 20

COUNTRIES	TOTAL INPUTS REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS	TOTAL MAN/HOURS SPENT ON PROGRAMME	Difference between "total man/hours" and "total inputs"	TOTAL MAN/HOURS ENVISAGED UNDER THE AGREEMENT WITH CIM PER PLACEMENT (Acquisition J.O. and placement assistance)	Average placed Integrated Experts	TOTAL MAN/HOURS COVERED UNDER THE AGREEMENT FOR PROCESSING INTEGRATED EXPERTS	TOTAL MAN/HOURS ENVISAGED UNDER THE AGREEMENT WITH CIM FOR CONTRACT EXTENSIONS	Average contract prolongations	TOTAL MAN/HOURS COVERED UNDER THE AGREEMENT FOR CONTRACT EXTENSIONS	TOTAL INPUTS COVERED UNDER THE AGREEMENT	Difference between "total inputs covered under the agreement" and "total man/hours on the programme"
Bolivia	125	213	88	64	8	512	6	5	30	542	329
Chile	250	274	24	64	5	320	6	2	12	332	58
Colombia	230	300	70	64	6	384	6	2	12	396	96
Costa Rica	88	165	77	48	2	96	8	3	24	120	-45
Peru	228	900	672	64	1	64	32	6	192	256	-644
Malaysia	238	528	290	50	5	250	10	2	20	270	-258
Philippines	212	1536	1324	54	4	216	10	4	40	256	-1280
Thailand	221	290	69	54	8	432	10	1	10	442	152

Chart 6 showed the difference between the total man/hours of the staff on the programme and the total inputs required to process Integrated Experts and negotiate contract extensions. Chart 7 showed the difference between the total man/hours of the staff on the programme and the total inputs required by the programme (includes all activities (see also Table 16 and Chart 3). Chart 8 shows the correlation between total man/hours and the total man/hours required to implement the CIM programme.

CHART 8

CORRELATION BETWEEN TOTAL WORKING HOURS AND TOTAL MAN/HOURS NEEDED TO IMPLEMENT THE CIM PROGRAMME

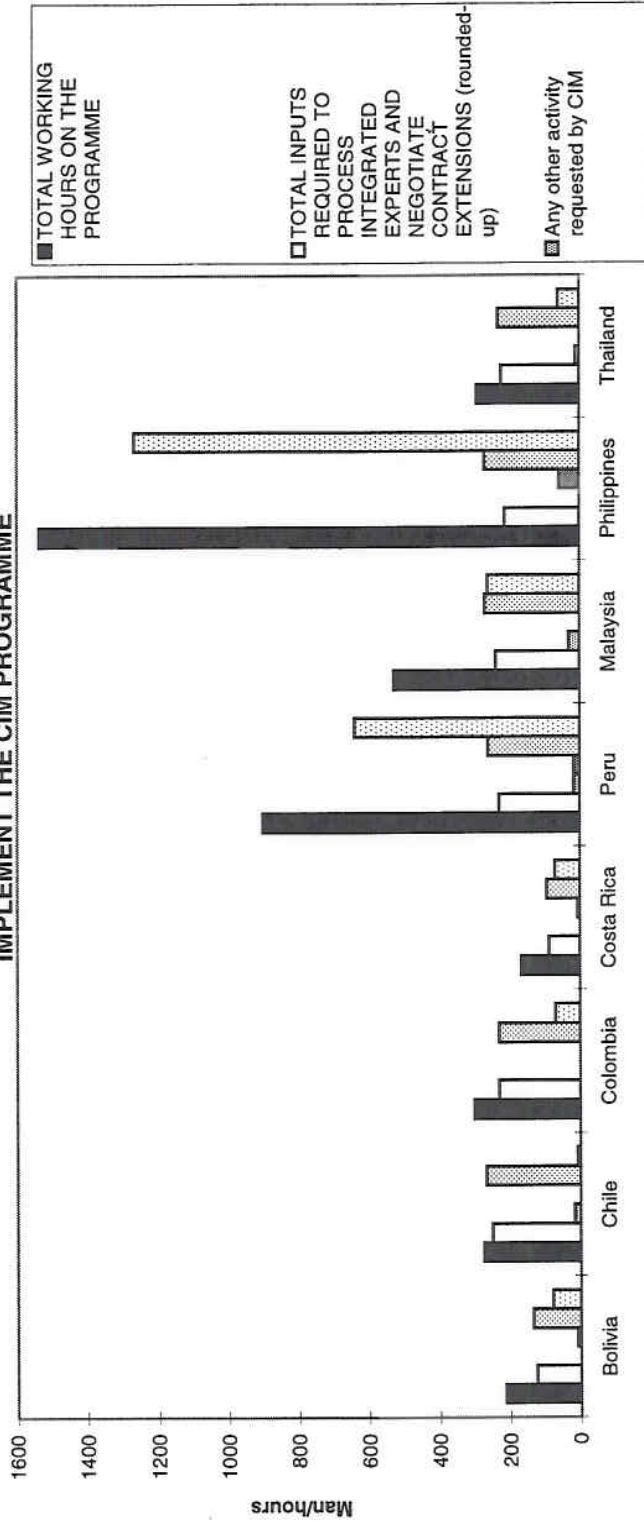


Table 21 shows the correlation between total inputs provided by IOM to implement the CIM programme and total inputs which can be charged to the agreement signed with CIM, as well as the correlation between total man/hours and total inputs covered under the agreement with CIM.

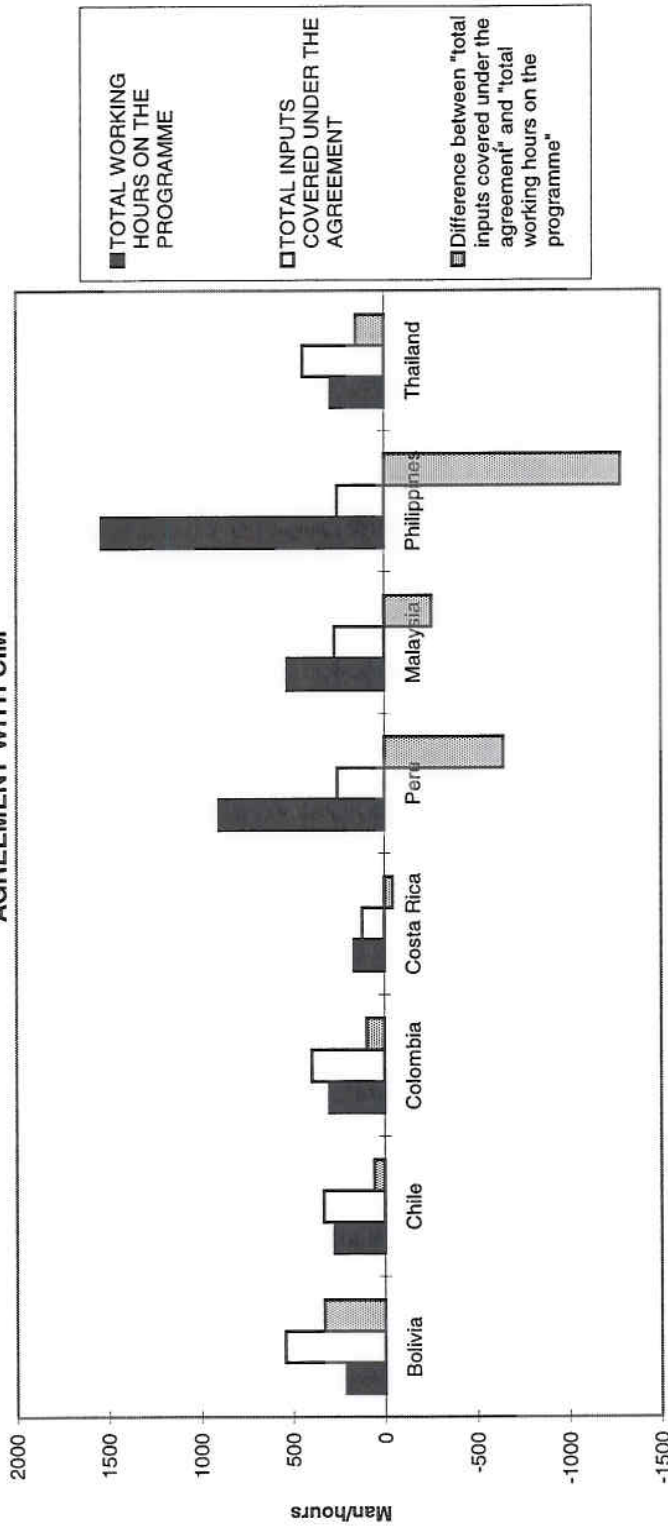
TABLE 21

COUNTRIES	TOTAL INPUTS REQUIRED TO PROCESS INTEGRATED EXPERTS AND NEGOTIATE CONTRACT EXTENSIONS	Inputs required to implement any other activity requested by CIM	Inputs required to carry out any other type of activity or service provided by IOM and not requested or supported by CIM (rounded-up)	TOTAL INPUTS PROVIDED BY IOM TO SUPPORT CIM PROGRAMME IMPLEMENTATION	TOTAL INPUTS COVERED UNDER THE AGREEMENT WITH CIM	Difference between "total inputs covered under the agreement" and "total inputs provided by IOM to support programme implementation"	TOTAL MAN/HOURS SPENT ON THE PROGRAMME	Difference between "total inputs covered under the agreement" and "total man/hours on the programme"
Bolivia	125		9	134	542	408	213	329
Chile	250	16		266	332	66	274	58
Colombia	230			230	396	166	300	96
Costa Rica	88		6	94	120	26	165	-45
Peru	228	16	16	260	256	-4	900	-644
Malaysia	238	30		268	270	2	528	-258
Philippines	212		57	269	256	-13	1,536	-1,280
Thailand	221	10		231	442	211	290	152

The chart below shows the difference between total man/hours provided by the IOM staff on the programme and the total inputs covered under the Agreement.

CHART 9

CORRELATION BETWEEN TOTAL WORKING HOURS AND TOTAL INPUTS COVERED UNDER THE AGREEMENT WITH CIM

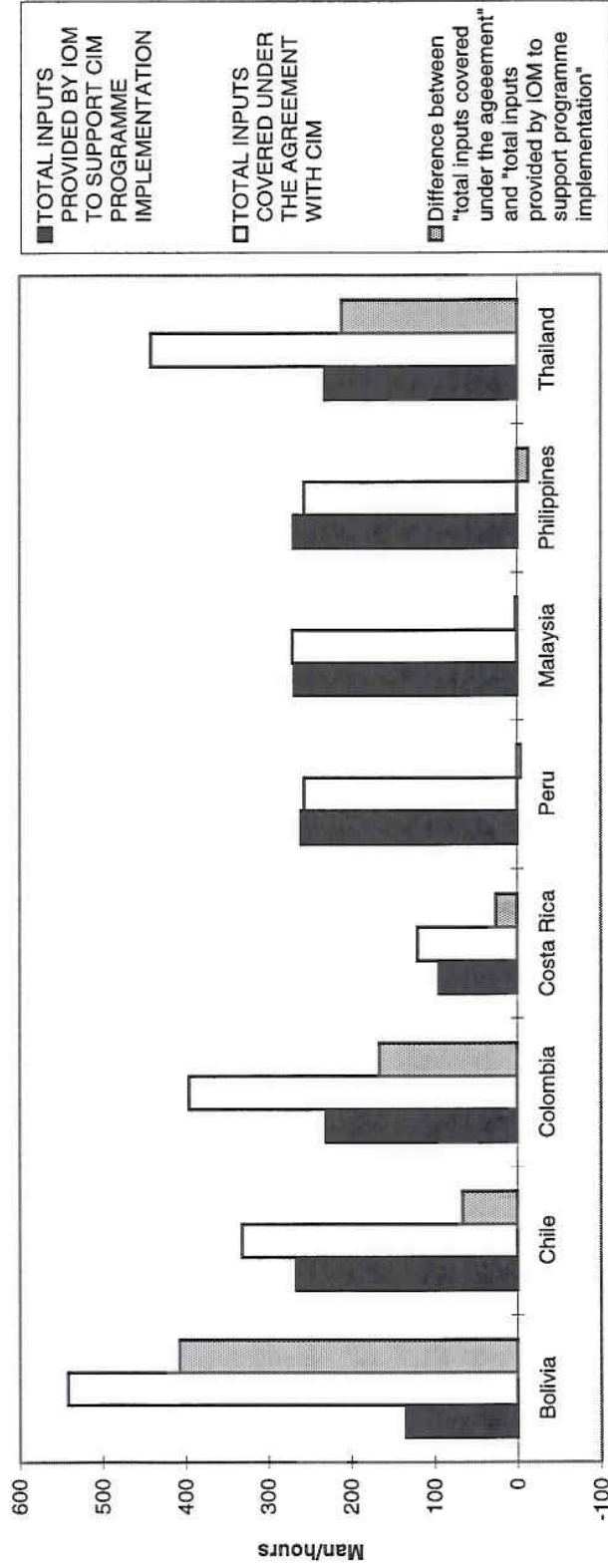


It is clear from the above that Peru, Malaysia and the Philippines report higher man/hours than foreseen in the Agreement.

The chart below shows the difference between total inputs covered under the Agreement and total inputs provided by IOM to implement the CIM programme.

CHART 10

CORRELATION BETWEEN TOTAL INPUTS PROVIDED BY IOM AND TOTAL INPUTS WHICH CAN BE COVERED UNDER THE AGREEMENT WITH CIM



The above chart shows that CIM is paying for higher inputs than IOM requires in Bolivia, Chile, Columbia and Thailand.

2. FINANCIAL ANALYSIS

Analysis of the financial status of the programme and of the amounts received clearly indicates the countries where IOM is facing deficits.

Malaysia and the Philippines show substantial deficits: not only do they report higher man/hours in order to implement the programme than other Missions, but they also devote a higher percentage of P staff man/hours (respectively P4 and P5 in Malaysia and the Philippines). Vietnam also shows a deficit, but the programme is on hold.

TABLE 21

COUNTRIES	COSTS	FEE Adq.Job	FEE Plac assis	FEE Contr`ext.	TOTAL FEE	SURPLUS (DEFICIT)	BUDGET 1995
765-CDE							
Bolivia	12,275	17,091	6,589	545	24,225	11,950	19,470
Chile	6	4,650	2,372	244	7,266	7,260	
Costa Rica	10,598	6,169	657	0	6,826	-3,772	
Colombia	9,005	8,861	1,647	0	10,507	1,502	14,400
Peru	4,901	5,046	0	2,142	7,188	2,287	
HQ	-30,736				0	30,736	
TOTAL	6,049					49,963	33,870
765-CD1							
Malaysia	27,921	2,379	1,070	252	3,700	-24,221	25,978
Philippines	25,393	3,173	2,043	426	5,642	-19,751	24,920
Thailand	6,454	4,741	4,719	246	9,706	3,252	13,000
Vietnam	11,858	0	0	0	0	-11,858	17,695
HQ	-1,697				0	1,697	
TOTAL	69,929					-50,881	81,593
765-CD2							
South Africa	726	0	0	0	0	-726	
HQ	24					-24	
TOTAL	750					-750	

VII. CONCLUSIONS

- The lack of information on the yearly ceilings for positions to be filled in each country hampers resources planning in the IOM Missions.

- Some Missions have difficulties with the role of the German Embassy or report that they are not properly informed about the German Embassy's approval or rejection of job offers.
- There are substantial discrepancies between the number of job offers identified in accordance with CIM's priority areas and the number of job offers presented to CIM for approval, and between the final job offers approved by CIM.
- The numbers of job offers finally approved by CIM represent a smaller portion of the total number of job offers identified in accordance with CIM priorities (respectively a reduction of 48.0% and 29.3% for 1994 and 1995) and a much smaller portion of the job offers presented to CIM (respectively 54.1 and 35.9% for 1994 and 1995).
- The data provided by the Missions clearly shows that the job offers most likely to receive CIM approval are those which meet the priority criteria established by this Organization. It is not advisable to continue sending job offers to CIM – even if relevant from a development point of view – if they do not meet CIM's criteria.
- As concerns inputs in man/hours to process one Integrated Expert – from the collection of one job offer until assistance at arrival – the assessment shows that the inputs are specific to each country. From a statistical point of view the averages are as follows:

ACTIVITIES	Average inputs (Man/hours)
Collection of one Job Offer	14.33
Submission of one Job Offer to CIM	3.28
Time required to clarify with employer if CIM raises questions on Job Offer	4.72
Submission of one approved CV to employers	5.91
Submission of one work contract to CIM	2.93
Assistance at arrival (per integrated expert)	7.78
Importation and clearance of equipment per integrated expert	6.00 *
TOTAL	44.94

** It should be noted that importation and clearance of equipment per Integrated Expert requires high inputs in Peru (20 man/hours per case). Other Missions do not provide inputs for this category or report lower man/hours (varying from 1 to 7 man/hours per case)*

- It is difficult to calculate the total communication costs because no data is available on numbers of Integrated Experts for whom Missions negotiated assignments but who were not placed. Total communication costs for the placed Experts can be calculated at US \$2,800 per year.

- The average man/hours required to extend contracts is 5.14 Man/hours per case. However, Peru needs higher inputs to negotiate contract extensions, namely 20 man/hours per case.
- Several Missions (Chile, Peru, Malaysia and Thailand) report on the inputs provided to implement activities requested by CIM which do not fall under the acquisition of job offers, placement assistance or contract extensions.
- Other Missions (Bolivia, Costa Rica, Peru and the Philippines) report on the inputs provided to carry out activities not requested by CIM and not covered by the Agreement.
- Peru, Malaysia and the Philippines report higher numbers of man/hours spent by the staff on programme implementation than other Missions.
- Peru, Malaysia and the Philippines show substantial differences between the total working hours spent by the staff on programme implementation and the total inputs in man/hours needed by the Mission to support programme implementation.
- Peru, Malaysia and the Philippines also show substantial differences between working hours spent by the staff on programme implementation and the inputs in man/hours which can be covered under the Agreement. Costa Rica also shows a negative balance, because the Mission reports on higher number of working hours on the programme than on man/hours (inputs) required to implement it.
- From an efficiency point of view (in terms of benefits for IOM) Bolivia, Chile, Colombia, Costa Rica and Thailand show a positive balance in terms of man/hours spent on the programme (inputs provided by IOM) and man/hours (inputs to be charged) which can be covered by the Agreement.
- The correlation between total inputs covered under the Agreement and the total inputs provided by IOM, shows that in principle the man/hours covered under the Agreement would be sufficient to guarantee efficient programme implementation. Only Peru and the Philippines show negative figures in man/hours (respectively -4 and -13 man/hours). These negative figures are due to the man/hours provided by the Missions to carry out extra-activities requested by CIM, or activities which are not requested or supported by CIM. Nevertheless, the general total balance in terms of man/hours spent on the programme and man/hours covered by the Agreement is in IOM's favour.
- From the assessment of the financial status of the project (budget figures for the period 1.1.95-30.9.95) Costa Rica, Malaysia and the Philippines show deficits. The highest surpluses are to be found in Bolivia and Chile. Surpluses are also reported in Colombia, Peru and Thailand. The biggest deficits are found in Malaysia and the Philippines, whose Missions charge substantial percentages of international staff to the programme. It should also be noted that in Thailand the official responsible for programme implementation is not charged to the programme in view of his status of Associate Expert.
- It is difficult to translate inputs calculated on a man/hours basis into dollars. The man/hours to be provided by IOM and to be covered under the Agreement were calculated in terms of fixed percentages of international and local staff categories. In countries where finally only local staff are charged to the programme – or small percentages of international staff as per the Agreement – this calculation is to IOM's advantage, because the volume of the total inputs covered under the Agreement is higher in practically all countries (exception Peru and the Philippines) than the volume of inputs provided by

IOM. On the other hand, in countries where large percentages of international staff are charged to the programme IOM is facing deficits.

- The financial status of the programme is directly related to number of approved job offers, placed Integrated Experts and contract extensions covered under the Agreement. Moreover, the deficits or surpluses will increase or decrease proportionally in accordance with the volume of the inputs provided by IOM and which can be covered by CIM. The percentages of international and local staff directly charged to the programme will also have a bearing on the programme's final financial status. The total volume of staff's working hours (international or local) charged to the programme should reflect the total man/hours (inputs) charged to CIM. Accordingly, deficits will be found in countries where the percentages of staff (international or local) charged to the programme are higher than the man/hours covered by CIM in terms of inputs required to collect job offers, place Integrated Experts and negotiate contract extensions.
- The results of the comparative input/output assessment are validated by the financial analysis of the programme. Deficits are found in Malaysia and the Philippines; surpluses are found in Bolivia and Chile. The other Missions which report a more or less balanced input/output ratio are also fairly sound financially. The programme is showing an over all deficit because the deficit IOM is facing in Asia is not offset by profits in Latin America. Moreover, communication costs should be added to the total costs of programme implementation, thereby increasing the deficit. If monitoring and assessment costs were also taken into consideration there would be a further increase in the deficit.

Comments on programme implementation and proposals to improve service efficiency

	1. Analysis of matching procedures and possible delays	2. Obstacles found which hinder provision of services in line with CIM/IOM Agreement	3. Suggestions to improve efficiency of service provision to overcome obstacles
IOM MISSION	Questionnaire is not correctly filled in or is unsigned. It therefore has to be returned to the sender and considerable time elapses before it is received back.	CIM's direct intervention, on the basis of the CIM/IOM Agreement, hinders Mission in carrying out follow-up. There is no uniform pattern; sometimes CIM asks IOM to inform employer that approval has been given, sometimes CIM informs employer directly. In some cases the employer knows the expert's name before the Mission does, and this does not give a good image of IOM's role in the programme. CIM sometimes sends approved c.v.'s or information about arrivals directly to employers, thus bypassing IOM. The Mission would like to receive all information relating to approved experts' arrival, specially when it concerns accreditation with the Ministry of Foreign Affairs. It is easy for IOM to pass the information immediately to employers; moreover it facilitates follow-up. Despite the fact that IOM forwards reports on experts to CIM, and at the same time contract extensions are requested, CIM's decision is communicated directly to the expert. This leaves Mission with no information on invoices.	CIM Frankfurt should follow the same procedure as IOM Bonn has used in the past to achieve satisfactory coordination between CIM and the IOM Missions. IOM could offer CIM its facilitated passage service for the return travel of experts and their families, enabling IOM to draw the corresponding service fee. This service would be of mutual benefit. Employers should request contract renewals. Approval should still be sought from the German Embassy but information supplied by the employer or a third party on the expert's performance should always be given. There have been cases where the expert was not working but was still receiving benefits from CIM.
BOLIVIA			
CHILE	CIM does not give prompt feedback on job offers and the German Embassy takes two months to give decision. IOM cannot guarantee that offer will be accepted, even when it complies with and is in line with the priority sectors established by CIM. Neither can the Mission indicate approximate time when candidate will be available. These drawbacks hinder promotion of the programme as the potential employer views the steps they have to take as 'wasted effort'.	See response to question 1. The Integrated Expert promotional booklet does not mention IOM or its services to CIM for this programme. In fact, it advises the potential employer to contact CIM directly if questions arise. Therefore, not only does it result in the exclusion of our promotional activities when billing CIM but it also hinders the professional relationship between IOM and the employer. In the past CIM has sent letters directly to the employer with copy to IOM and it is the employer who informs the Mission of communications. The fixed service fee for the acquisition of job offers rarely covers the actual cost of the programme's promotion (which includes personnel and, transportation costs for interviews with employers. It is therefore difficult to 'projecticize'	Job offers submitted during the quarter should be accepted or rejected within six months. A list of potential candidates – if not with actual c.v. – could be supplied to potential employers so that they can choose candidates that meet their requirements immediately. It would also help to streamline promotion of the programme in areas where candidates are readily available. All discussions with the employer concerning the programme, the offer and the candidates should be handled by IOM. If questions arise the employer should contact IOM not CIM; the Mission should be the channel for questions from CIM/the employer. A special annual fee should be included to cover

Comments on programme implementation and proposals to improve service efficiency			
IOM MISSION	1. Analysis of matching procedures and possible delays	2. Obstacles found which hinder provision of services in line with CIM/IOM Agreement	3. Suggestions to improve efficiency of service provision to overcome obstacles
CHILE (Cont.)		<p>costs without incurring a deficit.</p> <p>The current Agreement does not include any follow-up activities once the candidate has arrived and the visa registration requirements have been met. Apart from when CIM requests a contract extension, there is little or no contact between IOM and the expert.</p> <p>Regarding residence status of the Experts in Chile, CIM has informed the Mission that during its recent discussions with AGCI officials they guaranteed accreditation of all experts, as long as all the information is channeled through AGCI. CIM will inform Mission of procedures to be established.</p>	<p>promotional expenses of the programme (e.g. travel, publications).</p> <p>A special fee should be included for follow-up activities that would be covered in an annual report for submission to the Government on the experts' contribution to the employment sector. This would serve as a means for the Government to assess the role of the integrated expert in the country's development process.</p>
COLOMBIA	<p>It would be appreciated if CIM could better match the expert's professional profile with the employer's needs to avoid rejections and delays in decision-making.</p>	<p>No information is available on annual ceiling of experts to be approved by country.</p> <p>CIM can take up to one year to take a decision (whether acceptance or rejection) on a job offer.</p> <p>The fact that state entities can only offer 'de servicio' work contracts causes delays, and lengthy negotiations are required to overcome this. CIM is fully acquainted with visa/work permit procedures and the time needed to complete formalities, yet it frequently raises questions as if unaware of them.</p> <p>CIM often presses the Mission at the last minute to obtain visa approval for an expert.</p>	<p>To enable Mission to promote the Integrated Experts Programme it would be of considerable importance for CIM to inform us of the annual ceiling approved for experts for Colombia.</p> <p>CIM should establish an efficient communication system between itself, the Mission and the German Embassy. For example, there are cases where CIM informs the German Embassy but the Mission receives no information.</p> <p>The Mission would appreciate prompt replies to communications; it frequently has to remind CIM to respond to queries. CIM Frankfurt should initiate a faster decision-making process for job offers.</p>
COSTA RICA	<p>Mission has coordination/communication problems with CIM</p>	<p>CIM contacts employers directly. In some cases Mission only learns of expert's designation through copies of correspondence, or when experts arrive at Mission to settle permit questions. Sometimes the German Embassy is not even informed.</p>	<p>The Mission should coordinate or receive a copy of all CIM correspondence.</p>

Comments on programme implementation and proposals to improve service efficiency

IOM MISSION	1. Analysis of matching procedures and possible delays	2. Obstacles found which hinder provision of services in line with CIM/IOM Agreement	3. Suggestions to improve efficiency of service provision to overcome obstacles
PERU	<p>CIM Frankfurt needs to inform the German Embassy in Lima and the Integrated Experts that IOM Lima is responsible for the administration of the GAPPO Programme, and IOM therefore assumes responsibility for the service categories established by CIM Frankfurt: acquisition of job offers; placement assistance; contract renewal/extension.</p>	<p>In some instances: CIM writes directly to the employers, presents candidates to employers and informs directly the expert/employer about contract extension without copying correspondence to IOM Lima.</p> <p>CIM Frankfurt sends experts to Peru without requesting IOM Lima to provide information about formalities to be undertaken to regularize their status.</p>	<p>Provision of timely and adequate information by CIM will permit experts/employers to initiate their requests through IOM with minimal time-loss and duplication of effort.</p> <p>For newly accepted experts it is necessary for CIM Frankfurt to await Lima's advice on entry formalities (whether official visa and work permit are in order). Contract extensions should be communicated to the expert and employer through IOM, because if expert/employer are advised directly by CIM they do not contact IOM Lima to complete the necessary legal requirements for Government authorization to extend contract/visa. Consequently, they could run into legal problems regarding their stay in Peru and regularization could become difficult.</p> <p>In summary: due to the current lack of intervention of IOM Bonn in these matters it is very important to establish fluid communication between CIM Frankfurt and the Mission concerned.</p>
MALAYSIA		<p>Lack of funds available for domestic travel to promote the programme in major development areas outside Kuala Lumpur (such as Penang and Johore).</p>	<p>Programme is operating to entire satisfaction of CIM/Mission (Malaysia is considered a priority country).</p>

Comments on programme implementation and proposals to improve service efficiency

<p>IOM MISSION</p>	<p>1. Analysis of matching procedures and possible delays</p>	<p>2. Obstacles found which hinder provision of services in line with CIM/IOM Agreement</p>	<p>3. Suggestions to improve efficiency of service provision to overcome obstacles</p>
<p>PHILIPPINES</p>	<p>So far the Mission has not experienced any 'mismatches' of experts with projects. This is clear from the number of experts whose contracts are extended.</p> <p>Some delays have been observed in obtaining the German Embassy or CIM's approval for the selection or placement of experts. These delays in the approval process may be for internal reasons unknown to us. Delays in the selection and placement of experts may occur because the requesting institutions provide insufficient information on the application forms and the Mission is unable to correct this prior to submission.</p>	<p>The Mission encounters difficulties with domestic services, such as visa, entry and customs formalities. These difficulties may be caused by changing policies in the government agencies involved (i.e. Dept. of Foreign Affairs, Bureau of Immigration and Bureau of Customs) due to frequent changes in management and personnel.</p> <p>The German Embassy's role in programme implementation/non-compliance with established procedures: there are no specific guidelines on the roles and responsibilities assigned to the German Embassy and the Mission. Both institutions have similar functions for programme implementation. For example, the requesting institutions often submit applications directly to the German Embassy (or even CIM), which practically eliminates IOM's role as the focal point for submission of requests. The Embassy does not inform the Mission about requests it receives for proper documentation, yet IOM prepares periodic statistical reports for submission to CIM and IOM HQs.</p> <p>Previously, the Mission solicited the Embassy's comments on requests and submitted them to CIM. To the Mission's knowledge, these comments <i>per se</i> are not the sole basis for CIM's approval or rejection of a request. The practice now is for the Embassy to approve every request before submission to CIM; it is not known what influence the Embassy's recommendation has on CIM's final decision.</p>	<p>Centralization of CIM recruitment and placement through IOM Manila. The Mission should submit a Manual of Programme Procedures for CIM's comments. These comments should focus on timeframes for the activities in which CIM is directly involved, and on whether or not some flexibility can be exercised in these procedures. The Manual should also include a list of all the national institutions directly involved in the programme and their specific roles and responsibilities. It should also highlight overlapping functions.</p> <p>Programme-related correspondence emanating from CIM and/or the German Embassy should be in English, or if in German should be accompanied by English translations.</p> <p>CIM should promptly inform the Mission of any programme changes. Transparency in CIM internal procedures with their corresponding timeframes and SOPs (?) would help to explain delays. CIM should inform the Mission of its reasons for rejecting job offers, which would serve as an initial pre-screening criterion and would provide the Mission with valid reasons for rejecting institutions' requests.</p> <p>CIM should carry out an internal review of its programme-related policies and procedures to find out why there are delays in programme implementation and reporting.</p> <p>The IOM/CIM Agreement should be reviewed periodically so that it reflects the realities and conditions in both sending and receiving countries.</p> <p>Current service categories should be revised to determine actual man-hours devoted to programme by Mission staff.</p>

Comments on programme implementation and proposals to improve service efficiency

IOM MISSION	1. Analysis of matching procedures and possible delays	2. Obstacles found which hinder provision of services in line with CIM/IOM Agreement	3. Suggestions to improve efficiency of service provision to overcome obstacles
PHILIPPINES (cont.)		<p>There have been numerous incidences where CIM informs the Mission about experts' assignment only after their arrival in the country. The Mission therefore misses the opportunity to brief the expert about IOM's assistance for visas, customs formalities, etc.</p> <p>These incidences obviously affect the Mission's ability to provide full statistical reports for CIM and HQs. As a result, CIM reverts to the Mission with queries about why certain requests are not included in the figures-</p>	
THAILAND			<p>Overall the programme is running rather smoothly. Problems, if any, arise on a case-to-case basis and cannot be ascribed to the programme as such. The procedures, although rather complicated, seem to be as effective as they can be for a programme of this nature; hence we have no suggestions to improve implementation.</p>
VIETNAM	<p>IOM's role has been limited to the collection of job offers and cannot therefore make constructive suggestions on matching procedures or efficiency of services. What has bothered the Mission most has been the lack of direct communication with CIM on the status of the programme; perhaps if more were known about the underlying reasons for the ongoing delay the Mission could provide suggestions and lobby SRV officials. We suspect that SRV has been dropped from CIM's list of priority countries.</p>		<p>The only obstacle to moving forward with this programme in Vietnam has been the lack of a framework agreement between the Government and Germany concerning the status of experts and not having identified a counterpart agency in the country. The German Embassy and CIM Frankfurt must resolve this issue. IOM quickly developed a dozen good job offers and there has been enthusiastic response in Vietnam. CIM told IOM earlier this year to stop promoting the programme because CIM was not yet able to recruit and place experts. The prospective employers have become frustrated at the lack of response to their requests and IOM's reputation is suffering through no fault of its own. IOM has asked CIM to inform employers directly of this impasse but it has declined to do so. There has not been any communication from CIM for months and IOM has learned that the German Embassy is reluctant to push for the conclusion of the agreement with SRV. IOM was once told that the impasse was linked to stalled discussions between FRG and SRV on the return of rejected asylum seekers. That issue has been solved for some time now but there is still no progress on the integrated expert programme.</p>

Comments on programme implementation and proposals to improve service efficiency

IOM MISSION	1. Analysis of matching procedures and possible delays	2. Obstacles found which hinder provision of services in line with CIM/IOM Agreement	3. Suggestions to improve efficiency of service provision to overcome obstacles
SOUTH AFRICA		<p>The programme has not taken off in the country for several reasons:</p> <p>The country is at a cross-roads in terms of its priorities. There is reluctance to employ foreigners/ expatriates in both public and private sectors. Hiring of them in the public sector has been frozen. Many organizations/firms in the private sector are halting expansion – which could allow absorption of experts – due to pessimism about economic prospects.</p> <p>The issue of Affirmative Action has been very much at the forefront of labour relations. The majority of unemployed workers are unskilled, semi- or skilled workers and not many of them have the necessary experience and training required for technical and administrative jobs. Many employers are heeding the call of Affirmative Action by recruiting lower cadres of workers to try and meet their needs.</p> <p>The Regional governments have not had time to map-out their own human resources needs, despite the obvious shortages as seen in the implementation of the Reconstruction and Development Programme.</p> <p>There is a serious need for capacity-building in the Provincial Structures, as well as in the informal and formal sectors of private enterprises. Perhaps once the power structures have been clearly defined at the various levels - national, regional and local – then one can expect to have a more definite priority listing and outreach for capacity-building efforts. Thus, with time, the programme should sail smoothly and meet its target objective.</p>	