



International Organization for Migration (IOM)

The UN Migration Agency

**AN EVALUATION OF IOM'S ENGAGEMENT IN AND
CONTRIBUTION TO INTER-STATE CONSULTATION
MECHANISMS ON MIGRATION (ISCMs)**

OFFICE OF THE INSPECTOR GENERAL

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LIST OF ACRONYMS

ADD – Abu Dhabi Dialogue

AU-HoAI – African Union-Horn of Africa Initiative on Trafficking and Migrant Smuggling

CMC – Caribbean Migration Consultations

CO – Country Office

COCF – Country Office with Coordinating Function

CoM – Chief of Mission

COMESA – Common Market for Eastern and Southern Africa

COMMIT – Coordinated Mekong Ministerial Initiative Against Trafficking

DFAT – Department of Foreign Affairs and Trade of Australia

DHA – Department of Home Affairs of Australia

DOE – Department of Operations and Emergencies

EaP Panel – Eastern Partnership Panel on Migration, Mobility and Integrated Border Management

ECOWAS – Economic Commission of West African States

EUTF – European Union Emergency Trust Fund

GFMD – Global Forum on Migration and Development

GRCP – Global meeting of inter-State consultation mechanisms on migration

HQ – Headquarters

IBM – Integrated Border Management

ICMPD – International Centre for Migration Policy Development

ICP – Department of International Cooperation and Partnerships

IDM – International Dialogue on Migration

IGAD-RCP – Intergovernmental Authority on Development-Regional Consultative Process on Migration

ILO – International Labor Organization

INZ – Immigration New Zealand

IOM – International Organization for Migration

IPD – International Partnerships Division

IRF – Inter-regional forum on migration

ISCM – Inter-State consultative mechanism on migration

J/TIP – United States Department of State Office to Monitor and Combat Trafficking in Persons

JLMP – Joint Labor Migration Programme

M&E – Monitoring and Evaluation

MAC – Manila Administrative Centre

MIDCOM – Migration Dialogue from COMESA Member States

MIDSA – Migration Dialogue for Southern Africa

MIDWA – Migration Dialogue for West Africa

MiGOF – Migration Governance Framework

MoU – Memorandum of Understanding

OCAM – Central American Commission on Migration Directors

OECD-DAC – Organization for Economic Cooperation and Development – Development Assistance Committee

OSI – Operational Support Income

PAC – Panama Administrative Centre

PAFoM – Pan-African Forum on Migration

PIDC – Pacific Immigration Development Community

PLACMI – Technical Cooperation in the Area of Migration for Latin America Programme

RCM – Regional Conference on Migration

RCP – Regional consultative process on migration

RD – Regional Director

RIAM – Ibero-American Network of Migration Authorities

RO – Regional Office

ROAP – Regional Office for Asia and the Pacific

RSO – Regional Support Office

RTS – Regional Thematic Specialist

SACM – South American Conference on Migration

SDGs – Sustainable Development Goals

SRA – Senior Regional Advisor

TFFP – Bali Process Task Force on Planning and Preparedness

ToR – Terms of Reference

UN REC – United Nations Regional Economic Commission

UNECA – United Nations Economic Commission for Africa

UNHCR – Office of the United Nations High Commissioner for Refugees

USA – United States of America

EXECUTIVE SUMMARY

The inter-State consultation mechanisms on migration (ISCMs) evaluation assesses the International Organization for Migration's (IOM) overall performance and achievements in its engagement in and contributions to ISCMs. Specifically, the evaluation assesses IOM's various roles and participation in ISCMs and whether these are in line with the Organization's mandate and supportive of it as a reference organization on migration at the political and operational levels. The evaluation then discusses the effectiveness of IOM in mobilizing and providing the required resources (human and financial), as well as in collaborating internally at various levels and externally with partners for engaging in ISCMs. Following, the evaluation explores IOM's effectiveness and efficiency in monitoring and reporting on its participation and contribution to ISCMs and the outcomes of such efforts. Lastly, the evaluation looks at the outcome and strategic impact of IOM's engagement in and contribution to ISCMs and whether these reinforce IOM's role and expertise internationally. The evaluation analyses IOM's efforts through the Organization for Economic Cooperation and Development – Development Assistance Committee (OECD-DAC) criteria of relevance, effectiveness, efficiency, outcome, impact and sustainability.

Relevance: IOM's engagement in and contributions to ISCMs, including its various roles and responsibilities, which vary from one process to another, are suited to the Organization's mandate, institutional frameworks and operational work. For instance, through its engagement in ISCMs, IOM can support a better understanding of and partnerships among States for managing migration. Moreover, the continued requests on the part of ISCM Member States for IOM's continued support to these processes reveal that its contributions are also in line with their expectations. ISCMs also provide IOM with a setting to promote its strategic interests by ensuring that, for instance, the Organization's strategies in a given area are reflected in the agenda. However, to maintain and build upon these successes, this evaluation recommends several actions, including the following:

- Given the lack of capacity and knowledge about ISCMs at certain IOM Field Offices, and the novelty of migration governance for certain Member States, it is recommended that Headquarters (HQ) carry out a needs assessment with Regional Offices (ROs) and Country offices (COs) to determine and provide the support required for effectively engaging with ISCMs and their Member States;
- While ISCMs are State-led processes, with IOM's engagement and contributions being dependent upon its status (e.g. member versus observer organization, secretariat versus the provision of technical support) and Member States' invitation, IOM should continue to the best of its ability to fulfill its varying roles and responsibilities;
- IOM should carefully consider the development of an organization-wide strategy to inform its engagement in and contribution to ISCMs to avoid undermining the legitimacy and position that it has carved out for itself in and through these processes.

Effectiveness and Sustainability: With IOM's engagement in and contributions to ISCMs being dependent upon Member States' invitation, the Organization is at times proactive and at other times reactive. Its participation, which is most of the time self-paid, is supported through Operational Support Income (OSI). However, in the absence of a strategic plan or agenda to establish what IOM intends to achieve through its efforts, it was not possible to determine in a rigorous manner whether the Organization's contribution have been effective in producing or achieving the desired or intended results. Despite this shortcoming, IOM staff at HQ and in the field are of the view that IOM has been effective in achieving the desired results, for instance, by promoting dialogue and cooperation among

Member States of ISCMs in addressing migration issues, particularly through the development of legislation, policies, agreements and initiatives. Efforts to sustain its engagement in ISCMs include the continued and regular engagement with ISCMs and the provision of support, as per the requests of Member States, as well as engagement in resource mobilization.

In order to ensure an effective and sustainable engagement with ISCMs, the following are several of the recommendations presented in this evaluation:

- IOM should bring together the relevant staff to review prevailing challenges to achieving the intended or desired results of ISCMs and identifying solutions to ensure that its engagement in and contributions are effective to the greatest extent possible;
- Given the importance of working with external partners, as also stressed under Principle 3 of the Migration Governance Framework (MiGOF) and the Global Compact on Migration (the criteria of inclusiveness), it is recommended that IOM, in addition to its engagement with Member States of ISCMs, engage more, as mandated by ISCM Member States, with other external actors, especially the private sector and civil society, which play important roles in addressing migration challenges within countries and across borders;
- To understand IOM's contribution towards migration governance through its engagement with ISCMs, IOM may consider reviewing the questions currently covered in the institutional questionnaire and including a question exploring the quality of the results attained;
- IOM should review its engagement in and contribution to the various ISCMs and determine whether continued support is warranted, especially when some of these processes have achieved their intended purpose and have changed their focus, as these may no longer be in line with the Organization's priorities.

Efficiency: A review of the human and financial resources allocated towards a select number of ISCMs (2014–2019) revealed that many activities under these processes are funded through existing projects or programmes that combine at times ISCM-related costs with other project or programme implementation costs and only a handful receive OSI. Given these factors, it was not possible to provide a precise monetary figure of IOM's total investment in these processes for the period under review. The evaluation also revealed that a large part of IOM's contributions to ISCMs is through the dedication of staff time, which is largely ad hoc according to the type of ISCM meeting or event, this too was not possible to quantify in terms of monetary costs. Given these shortcomings, the following are some of the key recommendations regarding IOM's management of and reporting on its human and financial contributions towards ISCMs:

- IOM should continue raising awareness about and support Member States in setting up their own self-financing mechanism to ensure the sustainability of these processes independently of OSI or project support;
- IOM should strengthen its systematic and institutionalized tracking and assessment of IOM's engagement in and contributions to ISCMs; this should include identifying lessons learned and good practice such as through improved Knowledge Management.

Outcome and Impact: Given the identified weaknesses in monitoring and evaluating IOM's engagement in and contributions to ISCMs, the outcome and/or strategic impact were determined using primarily the perceptions of IOM staff interviewed and surveyed, along with insights obtained through the selected ISCMs. Data collected revealed that engagement with ISCMs has helped IOM in a number of ways, particularly by increasing the Organization's standing and visibility for its mandate,

work and expertise. ISCMs have also helped IOM build and strengthen its bilateral and multilateral relations with Member States, as well as partnerships with other external partners, including intergovernmental organizations and private sector actors. In order to maintain and strengthen the alleged outcomes and impact, it is recommended that IOM:

- Ensure that it is strategic in the agenda items it proposes for various ISCMs and to put forward only those issues that are of a priority for the Organization and for which it has the resources and capacity to support;
- Explore further the areas and related recommendations drawn based on the International Centre for Migration Policy Development (ICMPD) experiences with ISCMs, for example by setting up a working group to deliberate on these matters to strengthen the quality of IOM's engagement in and contributions to ISCMs.

Looking ahead, given the growing complexity and diversity of migration, along with the recognition that States cannot address migration issues alone, ISCMs will remain important fora in the years to come for promoting inter-State dialogue and cooperation at the regional, inter-regional and global levels. While IOM's engagement in and contribution to these processes will remain relevant and necessary, the Organization will need to be strategic and ensure that its efforts support its priorities as the United Nations related organization on migration.

1. INTRODUCTION

The growing complexity and diversity of international migration, along with the persistent differences in attitudes towards this matter and the recognition that States cannot address migration issues alone has given way to the emergence of various ISCMs to address such challenges at the regional, inter-regional and global levels. At the regional level, these ISCMs are referred to as regional consultative processes on migration (RCPs). Those ISCMs connecting two or more regions are referred to as inter-regional forums on migration (IRFs). At the global level, these mechanisms are referred to as global processes on migration. These processes are generally State-led, informal, non-binding dialogues that address various migration issues of concern to the States engaged in these discussions. Since the mid-1980s, these processes have continued to expand, attesting to the importance that governments attach to taking regional, inter-regional and/or global approaches to migration governance¹.

The informal, non-binding nature of the discussions underpinning ISCMs supports cooperative dialogue on migration, information-sharing and confidence-building, which are essential pillars for developing links between States and influencing the likelihood of bilateral and multilateral agreements and initiatives that address migration issues. According to a recent assessment carried out by IOM, “ISCMs continue to shape approaches to migration governance among Member States without jeopardizing State sovereignty. ISCMs encourage convergent policy through review of legislation on migration, strengthening of migration management and border control, fostering cooperation among their Members and sharing of best practices.”² For example, several RCPs such as the South American Conference on Migration (SACM) and the Migration Dialogue for West Africa (MIDWA) and IRFs such as the Budapest Process drafted positions and recommendations on the Global Compact on Migration (Global Compact) during its development. The main global processes on migration – the Global Forum on Migration and Development (GFMD) and the International Dialogue on Migration (IDM)³– also provided inputs to various global initiatives addressing migration, including the Global Compact. Many of the recommendations made by the different ISCMs were incorporated into the final text of the Global Compact.⁴

These fora bring together representatives of States, different types of permanent or ad hoc observers such as international organizations, civil society and in some cases the private sector, for instance the Government and Business Forum of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime (Bali Process). IOM participates in several ISCMs as an observer or member organization and has taken up a number of roles, ranging from providing technical expertise and guidance on migration issues to acting as the technical and/or administrative secretariat. Since 2005, IOM has been facilitating the Global Meeting of ISCMs (known as GRCP) to foster synergies and mutual exchanges among ISCMs on various migration topics.⁵

Despite the significant human and financial resources invested by IOM into ISCMs, an evaluation exploring its engagement in and contributions to these processes, particularly its different roles, their relevance to the Organization’s mandate and the returns to IOM has yet to be undertaken. Such an

¹ IOM defines migration governance as the combined frameworks of legal norms, laws and regulations, policies and traditions, as well as organizational structures (sub-national, national, regional and international) and the relevant processes that shape and regulate States’ approaches with regard to migration in all its forms, addressing rights and responsibilities and promoting international regional cooperation. IOM. *IOM Glossary on Migration*. 3rd Edition. Geneva: IOM, 2018.

² IOM. *IOM Assessment of ISCMs*. Geneva: IOM, 2019.

³ Note: Within IOM at the time of the evaluation there is yet to be an agreement as to whether IDM is an ISCM.

⁴ IOM. *The Role of Inter-State consultation mechanisms on migration in the Global Compact for Safe, Orderly and Regular Migration*. Geneva: IOM, 2019: p. 1.

⁵ The GRCP meetings are thus not State-led nor an ISCM.

assessment is especially important as IOM prepares its strategic vision and framework for its internal governance system. Related to this is an interest on the part of the International Partnerships Division (IPD) at IOM HQ to potentially develop a strategy to inform IOM's engagement in and contribution to ISCMs. It is against this background that the present evaluation was planned and carried out.

2. EVALUATION BACKGROUND

2.1. Evaluation Objective

Following a proposal from the International Partnerships Division (IPD) of the Department of International Cooperation and Partnerships (ICP), the thematic and strategic evaluation of IOM's contribution to ISCMs was included in OIG's biennial evaluation plan for 2017–2018.

The main objective of this evaluation is to *assess IOM's overall performance and achievements in its engagement in and contribution to ISCMs, examining its technical expertise and support provided to these processes, their relevance to IOM's mandate and other institutional frameworks, and the internal synergies and institutional steps taken for an effective and sustained contribution to ISCMs* (see Annex 1 for a copy of the Terms of Reference (ToR)).

The evaluation focuses on:

1. A categorization of the different types of engagement in and contributions to ISCMs and their commonalities;
2. An assessment of the relevance of IOM's engagement with ISCMs to its mandate and to other frameworks and initiatives such as the MiGOF, IOM strategies and positions on various areas on migration, as well as IOM's work on treaties, policies or global initiatives addressing migration;
3. An assessment of the effectiveness and global performance of IOM in organizing and providing support to ISCMs, both technical and administrative;
4. An assessment of resource mobilization and financing of IOM's support to ISCMs;
5. An analysis of the outcome, sustainability and impact of IOM's support to ISCMs, including through the organization of GRCPs.

It also provides recommendations on:

1. IOM's engagement in and contributions to ISCM;
2. Reporting on and the promotion of its role in these processes;
3. How to address challenges;
4. The performance criteria for monitoring its engagement and contributions.

2.2. Evaluation Scope

The evaluation analyses IOM's efforts through the Organization for Economic Cooperation and Development–Development Assistance Committee (OECD-DAC) criteria of relevance, effectiveness, efficiency, outcome, impact and sustainability. In line with the objective and focus detailed in the previous section, the evaluation provides answers the following questions:

Relevance:

- How are IOM's roles and participation in ISCMs determined? Are IOM's roles and participation in ISCMs relevant to IOM's mandate?
- What do the roles assigned to IOM consist of? Is there an institutional approach and criteria for IOM's engagement with ISCMs?
- How are internal functions related to IOM's roles and participation in ISCMs assigned?
- Are IOM's contributions and engagements in ISCMs supportive of IOM as a reference organization on migration at the political, strategic and operational levels?

- Are the services provided by IOM to ISCMs in line with its mandate and the expectations of Member States?

Effectiveness and sustainability:

- Is IOM effective in prioritizing its participation in ISCMs and in mobilizing and providing the resources necessary? Is IOM proactively participating in ISCMs?
- Is IOM effective in monitoring and reporting on its participation and the outcome(s) of its participation in ISCMs? How does IOM sustain its participation?
- How effective is IOM's collaboration with governments in implementing and managing its roles in ISCMs?
- To what extent does IOM work with external partners in the framework of its technical and administrative engagement in and contributions to ISCMs?
- Are collaboration and information-sharing efforts between HQ, ROs and COs effective for assessing policy and financial needs, and for coordinating IOM's strategic participation in ISCMs?
- Is IOM effective in providing the requested level of expertise and technical support to ISCMs?
- Is IOM's organization of GRCPs effective?

Efficiency:

- Is IOM's financial management and reporting efficient regarding its engagement in and contribution to ISCMs?
- Is IOM's communication with governments and donors on accountability and resource mobilization transparent and comprehensive?
- Is IOM effective in preparing staffing plans for short, medium and long-term support, and in securing financial resources for staff recruitment and office set-up?
- Is IOM's management of human resources efficient in developing clear ToRs and recruiting qualified staff?

Outcome and impact:

- What is the outcome (medium-term) and/or strategic impact (long-term) of IOM's engagement in and contributions to ISCMs as the United Nations related agency in charge of migration? Does the outcome and/or strategic impact reinforce IOM's role and expertise internationally, for instance as the secretariat of the United Nations Network on Migration or as a policy contributor to the ISCMs, to global initiatives such as the 2030 Agenda for Sustainable Development or the Global Compact on Migration?
- How do IOM Member States, donors and governments perceive IOM's role and impact in ISCMs?

2.3. Evaluation Methodology

Sampling and data collection tools: Purposive and snowball sampling techniques were used to identify the survey respondents and interview participants for this evaluation. A combination of qualitative and quantitative data collection tools was employed to gather the necessary information. Specifically, following an extensive documentation review (see Annex 2 for a list of documents reviewed), structured surveys (comprising of both closed and open-questions) were sent to IOM staff at COs, including those with coordinating functions, ROs, and the Administrative Centres in Panama (PAC) and Manilla (MAC). In parallel, semi-structured interviews were conducted with IOM staff at HQ (see

Annex 3 for a list of interviewees).⁶ Table 1 below provides an overview of the data collected by type of respondent/participant.

<u>Location of IOM Staff</u>	<u>Number of Surveys</u>	<u>Number of Interviews</u>
COs	31	0
ROs	1	0
Administrative Centres	1	0
COs with coordinating functions	1	0
HQ	0	24
Total	34	24

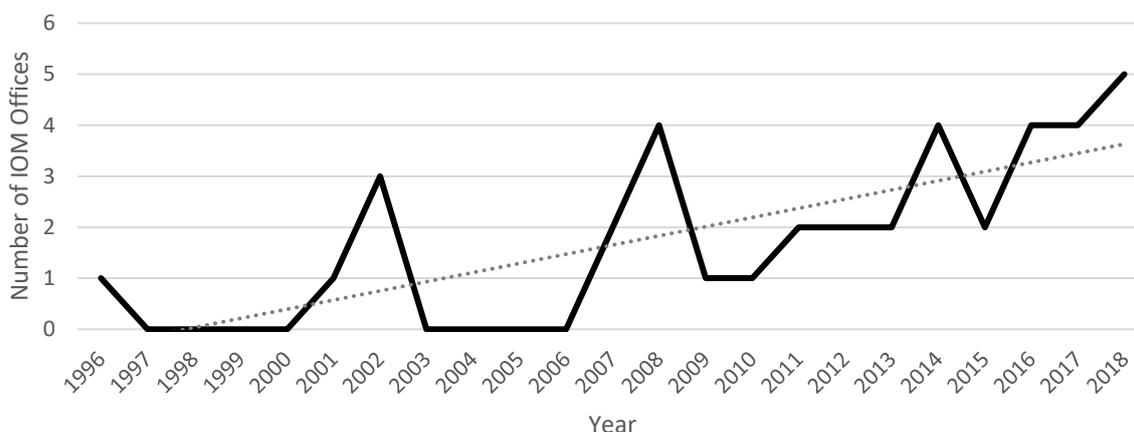
Of the 34 IOM offices that responded to the global survey, 22 reported being engaged in one or more ISCMs (see Table 2 below).

<u>ISCM</u>	<u>Number of Field Offices</u>
Bali Process	7
Regional Consultative Process on Overseas Employment and Contractual Labor for Countries of Origin in Asia (Colombo Process)	5
Intergovernmental Authority on Development-Regional Consultative Process on Migration (IGAD-RCP)	4
European Union-Horn of Africa Migration Route Initiative (Khartoum Process)	4
GFMD	4
Pan-African Forum on Migration (PAFoM)	4
African Union-Horn of Africa Initiative on Trafficking and Migrant Smuggling (AU-HoAI)	3
Abu Dhabi Dialogue (ADD)	2
Almaty Process on Refugee Protection and International Migration (Almaty Process)	2
Migration Dialogue for Southern African (MIDSA)	2
Euro-African Dialogue on Migration and Development (Rabat Process)	2
Budapest Process	1
Caribbean Migration Consultations (CMC)	1
Coordinated Mekong Ministerial Initiative Against Trafficking (COMMIT)	1
Eastern Partnership Panel on Migration, Mobility and Integrated Border Management (EaP Panel)	1
IDM	1
Migration Dialogue from COMESA Member States (MIDCOM)	1
MIDWA	1
Central American Commission on Migration Directors (OCAM)	1
Pacific Immigration Development Community (PIDC)	1
Regional Conference on Migration (RCM)	1

⁶ The survey was sent in three formats (Qualtrics, Microsoft Forms and Microsoft Word) to ensure accessibility by staff at missions worldwide.

Twenty of 22 IOM Field Offices reported engaging with ISCMs at various points in time, the earliest being in 1996 (see Figure 1 below). Figure 1 indicates a slight but steady increase in IOM participation and support to ISCMs between 1996 and 2018 among 20 of the 22 aforementioned IOM Field Offices.

Figure 1. IOM Engagement in and Contribution to ISCMs, 1996-2018
(n=20)



Given the purpose of this evaluation, the discussion of the results will focus on the 22 IOM Field Offices (1 CO with coordinating functions, 1 RO and 20 COs) and the 24 IOM staff interviewed at HQ.

In addition to the data above, seven ISCMs were identified, in consultation with the IPD team, to complement the documentation review, surveys and interviews. Group and individual interviews were conducted via telephone and Skype with as many relevant staff possible during the data collection period for RCM, SACM, MIDWA, the Bali Process, PAFoM and the GFMD (see Table 3 below for an overview of interviews conducted for each ISCM and Annex 3 for a list of interviewees). The interviews provided additional information about IOM’s engagement in and contribution to the respective processes, the results obtained through the other data collection tools, and the value-added or returns to the Organization. For the GRCP 8 Meeting, although no interviews were conducted, the evaluator attended the meeting, during which observations were conducted on both the administration and logistics of the event and the content of the discussions.

Table 3: Overview of the Interviews and Observations Conducted for the Selected ISCMs and the GRCP 8 Meeting

<u>ISCM</u>	<u>Number of Group Interviews</u>	<u>Number of Individual Interviews</u>	<u>Observation (Yes/No)</u>
RCM	0	3	No
SACM	1	0	No
MIDWA	0	2	No
Bali Process	2	3	No
PAFoM	0	1	No
GFMD	0	1	No
GRCP 8 Meeting	0	0	Yes
Total	3	10	1

Data analysis: The qualitative data was analysed thematically to understand the trends in the different issue areas covered through the surveys and interviews. A qualitative data analysis software was used to code the responses of the participants, which made it possible to explore the saliency of the various issues covered under each of the evaluation criteria. The saliency was determined by the number of

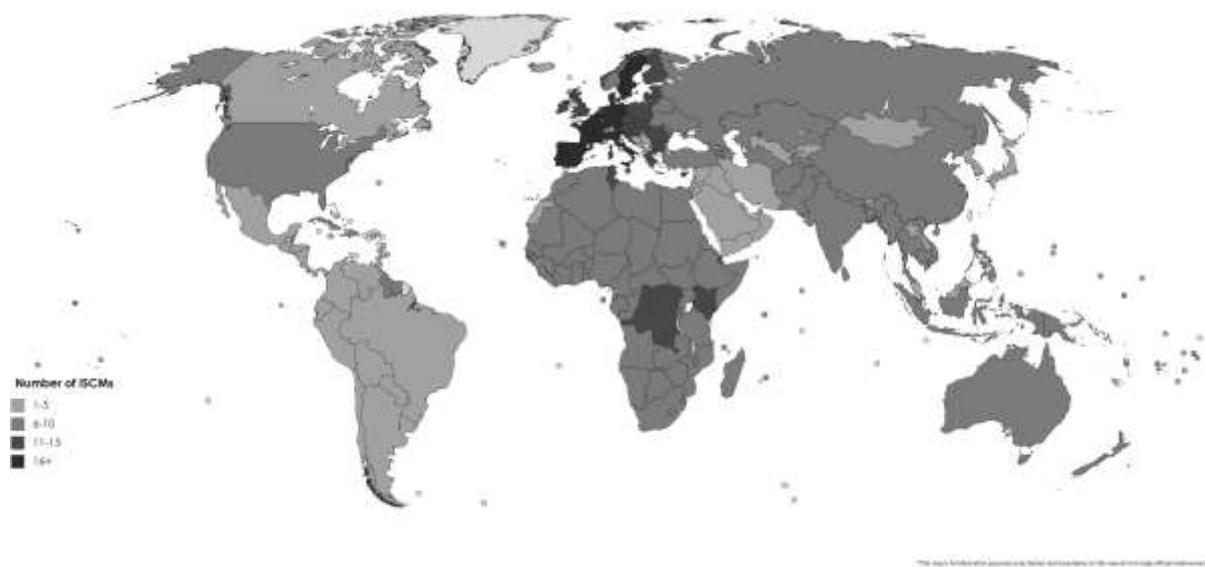
times respondents or participants made references to a given issue. Summary statistics, tables and graphs were used to provide an overview of the results obtained from the quantitative data collected.

Limitations: Given that purposive and snowball sampling techniques were used to identify the participants for this evaluation, the findings are not generalizable to the larger populations in question (i.e. all the existing Chiefs of Mission (CoMs), CO programme staff, Regional Directors (RDs), Regional Thematic Specialists (RTSs), HQ staff, and the ISCMs that IOM engages in and contributes to). Nevertheless, the results from this evaluation provide important insights regarding the evaluation criteria and questions explored that can guide further reflections on and future directions regarding IOM engagement in and contribution to ISCMs.

3. ISCMs BACKGROUND

With migration being increasingly seen as a high-priority policy issue by many governments, politicians and the broader public throughout the world⁷, ISCMs have continued to grow over the past two decades. As of 2019, there are 16 RCPs, 12 IRFs and two global processes on migration that are active (see Figure 2 below for an overview of country participation in ISCMs). IOM is a member organization of four ISCMs and a permanent observer organization of another 16. Annex 4 provides an overview of the active RCPs, IRFs and global processes, including the year established, membership, secretariat and IOM's roles in these processes.

Figure 2. *Country participation in ISCMs 2018*



Source: IOM, 2019.

The growth in ISCMs has been facilitated by several factors. The first one is the recognition among States that migration cannot be addressed by one State alone, as “the challenges created by migration do not begin or end at any one nation’s borders.”⁸ Another important factor is the informality and openness of the discussions that occur in these consultative fora. Apart from participating States not being required to reach an agreement on the issues discussed, options can be explored openly, thereby increasing the number of possible solutions to the issues at hand. The openness of these processes is facilitated by the exchange of information and the confidence-building that occurs as a result. These factors and characteristics, in turn, support the development of links between States and influence the likelihood of future bilateral and multilateral agreements.⁹ For instance, ISCMs provide the opportunity for participating States to create a common understanding, which “must be cultivated and nurtured and, in some cases, actively developed and advocated by the participating governments and the facilitating organization.”¹⁰ Furthermore, any decisions that ISCMs take unanimously are always non-binding with the outcomes being jointly agreed-upon recommendations for actions. Nevertheless, ISCMs do have admission requirements, necessitating that participating States share information and participate in activities such as technical cooperation on the various migration issues

⁷ IOM. *World Migration Report 2018*. Geneva: IOM, 2017.

⁸ von Koppenfels, Amanda Klekowski. *The Role of Regional Consultative Processes in Managing International Migration*. Geneva: IOM, 2001: p. 7.

⁹ *Ibid.* p. 5.

¹⁰ *Ibid.* p. 23.

addressed that vary from one region to another (see Annex 4 for an overview of the thematic issues addressed by all active ISCMs).

Structure-wise, ISCMs are processes without any legal personality that is provided by the secretariats of these processes. The secretariats are often managed by an intergovernmental organization like IOM, the Office of the United Nations High Commissioner for Refugee (UNHCR), ICMPD or the African Union that help with planning, facilitating meetings and discussing priority issues. As of March 2019, IOM is the technical (co-)secretariat of 12 ISCMs (AU-HoAI, Almaty Process, CMC, OCAM, Colombo Process, EaP Panel, MIDSA, SACM, Bali Process (*de facto*), the Ibero-American Network of Migration Authorities (RIAM), PAFoM and IDM) and the administrative secretariat or host to three others (IGC, GFMD and RCM).

Where an international organization does not act as the secretariat of an ISCM, this function is still supported in some way by such an organization.¹¹ For instance, while IOM is not the technical or administrative secretariat for the Abu Dhabi Dialogue (ADD), which has a State-led secretariat, it still provides technical guidance to this process. Furthermore, international organizations “sometimes alone, more often in close discussion with participating States, determine the topics to be discussed at the next meeting, and help with the successful achievement of the meeting’s goals.”¹² Financially, Member States and international organizations have no obligations such as membership fees; instead, ISCMs rely on one or several financially strong participants to support the processes. However, increasingly ISCMs are considering instituting self-funding mechanisms. In certain cases, ISCMs such as the Colombo Process and PAFoM are financially supported by the international organization(s) facilitating these processes, including IOM.¹³

¹¹ von Koppenfels, Amanda Klekowski. *The Role of Regional Consultative Processes in Managing International Migration*. Geneva: IOM, 2001: p. 23.

¹² *Ibid.*

¹³ Financial support to ISCMs is provided through: (i) support to the secretariat and (ii) thematic projects. If IOM is the secretariat, there is a project for the funds to run the secretariat. However, it is not always the case that IOM is the one to allocate the funds, as this can also be done by the recipient of such funds from ISCM Member States. Thematic projects usually have staff and office costs that partially cover the staff engaged with ISCMs (with overhead costs also being charged).

4. RESULTS AGAINST THE OECD-DAC EVALUATION CRITERIA

The following section explores the evaluation criteria and questions outlined in the evaluation ToR. The first sub-section will look at the criterion of relevance, which explores the extent to which IOM's engagement in and contributions to ISCMs, including its various roles and responsibilities, are suited to the Organization's mandate, institutional frameworks and operational work. Following, the sub-section on effectiveness and sustainability explores IOM's contributions in greater detail, whether the Organization has achieved its intended or desired results, and the steps taken to sustain its engagement in these processes. Next, the criterion on efficiency assesses IOM's management of and reporting on its human and financial contributions towards ISCMs, as well as its fundraising efforts undertaken and their success rate. The last criterion looks at the outcomes and impact of IOM's participation in and support provided to ISCMs, as the United Nations related organization in charge of migration, and whether these have reinforced the Organization's roles and expertise internationally such as with regards to the Global Compact on Migration (Global Compact).

4.1. Relevance

Making the link between ISCMs and IOM's mandate and operational work

IOM's overarching objective is to promote humane and orderly migration for the benefit of all. One of the ways to achieve this is through the promotion of cooperation and inter-State dialogue. According to IOM's Constitution Article 1 (e), the Organization shall "provide a forum to States, as well as international and other organizations for the exchange of views and experiences, and the promotion of cooperation and coordination of efforts on international migration issues, including studies on such issues in order to develop practical solutions."¹⁴ This clause in the Constitution spells out how IOM's engagement in and contributions to ISCMs are aligned to its mandate. These informal, non-binding fora facilitate inter-State dialogue on prevailing migration issues and promote cooperation in finding suitable solutions at the regional, inter-regional and global levels. IOM staff interviewed at HQ view ISCMs as very relevant to the work of the Organization,

"Right now, as you know, we don't really have a very formal global process on migration. We rely on regional processes to keep the momentum and to keep issues high on agendas, so it is important to ensure these processes continue and thrive. IOM's job is to help Member States manage migration and raise awareness about the importance of migration issues, so these processes are very relevant to our work."¹⁵

ISCMs also provide IOM with a setting to promote its strategic interests by ensuring that, for instance, the Organization's strategies in a given area are reflected in the agenda. "When we did the IDM in 2012 on migration in crises, we coordinated with colleagues in DOE [Department of Operations and Emergencies] and the field to make sure that the way we identified speakers and that a given concept served IOM's interest and promoted our policy in that area."¹⁶

IOM staff surveyed in the field shared similar views regarding the relevance of ISCMs to IOM's mandate and work. For example, the Bali Process provides IOM with a unique opportunity to improve migration governance and human mobility by helping strengthen inter-State co-operation and policy

¹⁴ IOM. *IOM Constitution and Basic Texts*. Geneva: IOM, 2017: p. 7.

¹⁵ HQ interview notes (3 May 2019).

¹⁶ HQ interview notes (8 May 2019).

dialogue for tackling the main consequences of people smuggling, trafficking in persons and related transnational crime.

Other reasons for which ISCMs are reportedly important for IOM, according to the interviewed IOM staff at HQ and Field Offices include:

- Raising awareness about IOM's mandate, work and expertise,
- Networking and developing or strengthening partnerships and bilateral relations,
- Learning about priority issue areas and needs of Member States of ISCMs,
- Contributing to and influencing discussions and agendas,
- Supporting the exchange of ideas and best practices,
- Supporting the capacity of Member States and providing them with the necessary technical assistance,
- Accessing funding and project opportunities,
- Supporting the development of new or improving existing policies and initiatives, and
- Increasing IOM membership.

ISCMs are also in concordance with the Organization's 12-Point Strategy, particularly Point 7, according to which IOM is,

“to promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understanding of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation.”¹⁷

Furthermore, ISCMs are relevant to Points 3, 4, and 6 of the 12-Point Strategy¹⁸ – something which is acknowledged each year, to different degrees, in IOM's Programme and Budget document. For example, in 2016 and 2017, IOM allocated funding under the migration policy and research activities for enhancing international dialogue on migration issues, which is in line with IOM strategy Points 3, 4, 6 and 7. ISCMs also are in keeping with Principle 3 of the MiGOF.¹⁹ This link is explicitly established in IOM's institutional questionnaire in which specific questions are asked under Principle 3 of the MiGOF about IOM's engagement in and contributions to RCPs, IRFs and global processes on migration. Therefore, through its engagement in and contribution to ISCMs, IOM can contribute towards a better understanding of migration issues among States, a positive discourse around migration and partnerships to achieve well-managed migration policies at various levels and a comprehensive, global approach to migration.

¹⁷ IOM. “IOM Strategy.” *94th Session MC/INF/287*, (9 November 2007): p. 3.

¹⁸ Point 3: To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.

Point 4: To contribute to the economic and social development of States through research, dialogue, design and implementation of migration-related programmes aimed at maximizing migration's benefits.

Point 6: To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing. IOM 12-point Strategy. IOM. “IOM Strategy.” *94th Session MC/INF/287*, (9 November 2007): p. 3.

¹⁹ Principle 3: Good migration governance relies on strong partnerships. By their very nature, migration and mobility implicate multiple actors: States and their neighbours, subnational authorities, local communities, migrants and their families, diasporas, employers and unions. In addition, there are dozens of intergovernmental and non-governmental organizations whose mandates touch on migration and humanitarian action. Governing migration well requires partnerships to broaden the understanding of migration, and to develop comprehensive and effective approaches. IOM. “Migration Governance Framework: The essential elements for facilitating orderly, safe, regular and responsible migration and mobility of people through planned and well-managed migration policies.” *106th Session, C/106/40*, (4 November 2015): p. 3.

Determinants of IOM's participation in ISCMs

As the leading international organization on migration, IOM is perceived by States engaged in ISCMs as a knowledge partner and a provider of technical guidance. Since ISCMs are State-led processes, the decision as to whether IOM participates in them (as a Member or observer organization, or secretariat) and which roles and responsibilities it undertakes is always dependent upon an invitation from the Member States. "If we have membership or observership status, we are always invited to participate. If we are neither a member nor an observer, we can also be invited, depending on the topic being addressed... Participation is always upon invitation; always very formal."²⁰ If and when IOM is approached for advice, it is up to the ISCM Member States in question to decide what they will do with that information. Finally, while IOM may initiate an ISCM or provide support in establishing one, such engagement remains dependent upon the approval of the Member States of such a process.

Internally, participation in ISCM meetings is always decided based on the invitation received which usually indicates whether IOM is a speaker, the level of the delegation required for the event or the importance of the event, the topic(s) to be discussed and the location. If, for example, the meeting will focus on labour migration, HQ or the relevant RO will send a participant with specific expertise. As required, IPD coordinates IOM's participation in ISCM meetings such as those of the Rabat Process for which it is the focal point; it may also represent the Organization at such events. The Division also shares annual plans, newsletters, information about ISCM meetings and any internal evaluations undertaken with ROs and COs. In turn, it also collects information from Field Offices having participated in ISCM meetings.²¹ While IPD is the formal liaison with IGC and the Rabat Process, most ISCMs are directly liaised with at the Field Office level. However, a lack of capacity and knowledge about these processes, as well as instances where migration governance is a new area of intervention for the Government, have been identified by certain IOM Field Offices as hindering factors to engaging in and contributing to ISCMs.

Recommendation: Given the lack of capacity and knowledge about ISCMs at certain IOM Field Offices, and the novelty of migration governance for certain Member States, it is recommended that HQ carry out a needs assessment with ROs and COs to determine and provide the support required for effectively engaging with ISCMs and their Member States.

IOM's roles and responsibilities in ISCMs

IOM has several roles and responsibilities that vary from one ISCM to another (see Annex 4 for a complete list). As mentioned earlier, IOM is a member organization of four ISCMs, a permanent observer organization of 16, the technical (co-)secretariat of 12²² and the administrative secretariat or host of another three²³. As a **member or observer organization** such as for the Bali Process and RCM, respectively, IOM is always invited to participate in ISCM meetings. Moreover, as a member, IOM can also take the initiative to request permission from Member States to present on a given issue on the agenda. Member States of these ISCMs may also call upon IOM to provide technical advice and support. When IOM is **neither a member nor an observer organization** of an ISCM, IOM can still be invited by the respective Member States to participate in meetings.

²⁰ HQ interview notes (2 February 2019).

²¹ IPD also provides guidance to colleagues engaged with ISCMs, helps prepare interventions and presentations at ISCM events, makes such presentations and interventions if so required, conducts research and analysis on ISCMs, maintains a webpage on ISCMs, and an ISCM repository and database.

²² AU-HoAI, Almaty Process, CMC, OCAM, Colombo Process, EaP Panel, MIDSAs, SACM, Bali Process, RIAM, PAFoM (until September 2019) and IDM.

²³ IGC, GFMD and RCM.

Being the **technical secretariat** of an ISCM entails tasks such as acting as the legal person for the given ISCM, providing logistical support for organizing meetings, helping to prepare agendas, identifying potential speakers and drafting background documents, position papers and presentations on thematic issues to be addressed. For those ISCMs where IOM is the **administrative secretariat or host of the external secretariat**, responsibilities consist of ensuring that the technical secretariat operates in accordance with IOM rules and regulations, namely those pertaining to budget, human resources and procurement, and providing logistical support, as needed, such as on travel arrangements for government officials. For example, IOM hosts the GFMD Support Unit in Geneva, which provides multi-pronged services to the GFMD rotating Chairs-in-Office. “By virtue of a Memorandum of Understanding signed by the GFMD 2008 Troika, and amended in 2015, IOM’s scope of services to the GFMD Support Unit covers personnel management, financial management, legal advice and contracts, insurance coverage, information technology, procurement services, travel services and security.”²⁴

For the other ISCMs, IOM provides extensive **administrative and logistical support**, as well as **capacity building and technical expertise**. According to IOM Staff interviewed at HQ, the majority (96 per cent) reported administrative, technical, liaison and logistical support as the main forms of engagement in and contributions that IOM makes to ISCMs. Other important types of engagement and support reported include preparing and giving briefings and presentations (38 per cent), fundraising and providing financial support (as appropriate and feasible, 38 per cent), capacity-building (21 per cent) and raising awareness about migration-related issues (8 per cent). In the field, most of the IOM offices that participate and support ISCMs (91 per cent) also reported that administrative, technical and logistical support are the main forms of engagement in and contributions to these processes.

Fulfilling these different roles and responsibilities often entails a considerable financial and human resource investment. For instance, many RTSs at ROs, such as in Bangkok for the Bali Process or San Jose for RCM, contribute regularly to these RCPs through their expertise – a task that is carried out in addition to their daily roles and responsibilities and which is not explicit in their ToRs. For the Bali Process, four RTSs from Migrant Assistance, Integrated Border Management (IBM), Labour Migration and Emergency Response participate in the working groups on Trafficking in Persons and the Disruption of People Smuggling and Trafficking in Persons Networks, the Government and Business Forum and the Task Force on Planning and Preparedness (TFPP), providing advice and guidance, as needed.

IOM also engages in project support to some ISCMs. Currently, IOM has 27 active projects in support of various ISCMs, ranging from projects on migration policy to those on counter-trafficking or immigration and border management. For the Bali Process, IOM Canberra and IOM Fiji, in close coordination with the Regional Support Office (RSO)²⁵ of the Process, implemented a project in the Pacific in 2018-2019 entitled, “Building immigration border management capacity through the establishment of a pool of trainers in the Pacific Member States.” The project is a response to the PIDC request – an RCP – to support the development of the border management training capacities of the

²⁴ GFMD. “The GFMD’s relationship with IOM,” accessible at: <https://gfmd.org/process/gfmd-and-iom>.

²⁵ The Bali Process has a technical secretariat and the RSO. While the technical secretariat in Canberra liaises directly with the Australian Co-Chair (with support of one IOM staff in IOM Indonesia who liaises with the Indonesian Co-Chair), the RSO facilitates the operationalization of the Bali Process Regional Cooperation Framework and is the regional focal point for coordination, engagement, capacity building and sharing best practices for countering people smuggling, trafficking in persons and related transnational crime. The RSO also organizes the work of the Bali Process working groups, the TFPP and the Government and Business Forum, as well as implements Bali Process projects, prepares publications, and manages the website, among others. The RSO is independent of IOM, operating under the oversight of the Bali Process Co-Chairs in consultation with UNHCR and IOM (which is the reason for which IOM has staff seconded to the RSO). Day-to-day operations of the RSO are overseen by the Australian and Indonesian Co-Managers of the RSO.

Pacific Member States. The project support provided is also an illustration of the synergies that can be created between two ISCMs, the Bali Process and the PIDC, using the Bali Process Curriculum on Standardized Induction Training for Frontline Border Officials. Another example, is the pilot project on skills development, certification, upgrading and recognition implemented through the Colombo Process in cooperation with the ADD.²⁶

These different roles and responsibilities fall in line with IOM's mandate and expertise. Moreover, the continued requests on the part of Member States of ISCMs for IOM to continue supporting these processes reveal that its contributions are also in line with their expectations. "We do what they [Member States] expect us to do so it does meet their expectations. They ask us to provide a presentation because we have the expertise. If we continue providing secretariat support, it means that Member States are satisfied. Our participation is always tailored according to the requests and needs of Member States."²⁷

Recommendation: While ISCMs are State-led processes, with IOM's engagement and contributions being dependent upon its status (e.g. member versus observer organization, secretariat versus the provision of technical support) and Member States' invitation, IOM should continue to the best of its ability to fulfill its varying roles and responsibilities. Doing so will help maintain and increase the Organization's visibility in terms of its mandate and work, access to funding, programmatic and/or learning opportunities, as well as help it position itself as the United Nations related organization in charge of migration.

IOM's strategic engagement and institutional approach to ISCMs

While IPD at HQ coordinates, in consultation with the Senior Regional Advisors (SRAs), Regional Liaison and Policy Officers, ROs and COs, as appropriate, IOM's engagement with ISCMs, the Organization does not have a formal strategy in place to guide its engagement in and contribution to these processes.²⁸ At HQ, 63 per cent of the IOM staff interviewed mentioned that IOM does not have a such a strategy. "Wouldn't say we have a strategy. I think we have more a piece meal approach but that could also be because IOM acts upon the requests of Member States. All ISCMs are State-led processes."²⁹ However, having a more strategic approach to its engagement with ISCMs is something many IOM staff interviewed at HQ (71 per cent) viewed as important. The following are a few questions for reflection that IOM staff raised for HQ to consider moving forward:

- How can IOM engage with ISCMs beyond secretariat support, notably policy work, to contribute towards higher-level outcomes that have more impact on the Organization's overall strategy?
- What does the broad organizational strategy and direction mean for IOM's work with ISCMs?
- How can current engagements in and contributions to ISCMs be aligned to IOM's strategic vision?

Recommendation: IOM should reflect on how it can engage more in policy work with ISCMs, what the broad organizational strategy and direction mean for the Organization's work with these

²⁶ Statement by Mr. G.S. Withanage Secretary of Ministry of Foreign Employment, Sri Lanka and Chair in Office of the Colombo Process at the Fifth Global Meeting of Chairs and Secretaries of Regional Consultative Processes on Migration (RCPs) Cairo, Egypt, 21 October 2015. Accessible at: https://www.iom.int/sites/default/files/our_work/ICP/RCP/2015/2015-Global-RCP-Colombo-Process-Statement.pdf.

²⁷ HQ interview notes (28 February 2019).

²⁸ In many cases, IOM's role is defined in the ISCM operating modalities or Memorandums of Understanding (MoU) that IOM signs with the given ISCM.

²⁹ HQ interview notes (14 June 2019).

processes, and how IOM's engagements and contributions are aligned to and may be integrated in its strategic vision. However, this should be undertaken with full respect for the State-led nature of ISCMs.

Despite not having a written strategy,³⁰ over half of the IOM staff interviewed at HQ (58 per cent) mentioned that informal strategies exist for engaging with certain ISCMs,

“There is an implicit strategy that is the same as the overall IOM strategy. One of our important objectives is to support inter-State cooperation. At the regional level, it works particularly well. One of the most effective ways to have an impact and to enable inter-State cooperation is through this mode. Also, the way processes developed, they are State-driven, but IOM supports them and helps Member States take place. This is an informal mode of cooperation. We recognize also that we have to be flexible. There is no single model.”³¹

“There really was a strategy but not sure it was articulated anywhere. The strategy was to foster these informal dialogues as much as possible and to replicate them in different regions of the world... Reach out to governments, encourage them. Think about priority areas for dialogue. Understand cooperation on migration and what configuration of governments would be useful for them and IOM would try to help them generate that. IOM's role is different according to each RCP, depending on needs or priorities. While seeking to support in technical and substantive ways, it is very much a strategy of promoting inter-State dialogue and cooperation on migration.”³²

“Not explicitly, implicitly when these are agreed upon every year, they have to be strategic. Last year it was the Global Compact on Migration, this year it is youth. For our division in terms of strategy, one of our objectives is to ensure topics we work on are on the agenda of the international community, so we make sure these are part of IDM events.”³³

In the field, most of the IOM offices engaged in ISCMs (95 per cent) mentioned that the rationale or strategy behind their involvement is the Organization's mandate. Specifically, IOM engages in ISCMs to support Member States' understanding and engagement with migration and mobility issues through policy dialogue, networking, collaboration and the exchange of best practices, successes and prevailing challenges in migration governance. For example, IOM in Ukraine supports the EaP Panel in the framework of the European Union-funded project on IBM among the Eastern Partnership Countries.³⁴ Serving as the secretariat (together with the European Commission) and providing technical and logistics support to the RCP, IOM contributes to the achievement of two specific objectives:

- Facilitating an increase in knowledge about best practices and European and international standards in migration, mobility and IBM, among government officials of the six EaP countries (Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine);
- Facilitating an increase in the capacities of the EaP countries in migration and mobility management through follow-up capacity-building activities.³⁵

³⁰ The Global IOM Results Frameworks developed in 2015 for MiGOF does, however, have an outcome on ISCMs: “By 2020 RCPs in all regions are vibrant, independent and self-sustaining mechanisms for inter-state cooperation and dialogue on migration with IOM support, as needed.”

³¹ HQ interview notes (9 April 2019).

³² HQ interview notes (6 June 2019).

³³ HQ interview notes (25 April 2019).

³⁴ In 2016 and 2017, the budgeted resources for the project were USD 1,309,300 and USD 507,000, respectively.

³⁵ Global questionnaire.

As part of their regional strategy, certain ROs also reportedly include their engagement with ISCMs, particularly RCPs, which provide an opportunity to have a regional approach to migration management such as by sharing best practices during meetings. For instance, RO Buenos Aires has a regional strategy that it tries to align to the various discussions and results of the RCPs active in the region such as SACM,

“For our strategy, these are very important dialogue processes and it is important for our office to support the development of meetings and other activities in the framework of these processes. Our strategy is changing every four years, but some important pillars or axes of this strategy are not changing. For example, the promotion of human rights of migrants is one of the main pillars and is part of all the regional processes. We try to enhance all the different activities or initiatives related to this pillar.”³⁶

IOM Canberra is also in the process of developing a sub-regional strategy for the Pacific and one for Australia in which the Bali Process is said to play an important role given the prevalence of trafficking and smuggling of people in the sub-region. In fact, IOM recently received funding from the branch of Australia’s Department of Foreign Affairs and Trade (DFAT) responsible for the Bali Process for a small pilot project that looks at fisheries and trafficking on cruises for fishing vessels in the Pacific.

Other less frequently mentioned rationales or strategies of IOM Field Offices for engaging with ISCMs include: strengthening partnerships and bilateral relations, influencing discussions, agenda setting and policy and operational initiatives, programmatic coverage, active agreements and commitments with Member States, secretariat role and the Global Compact. For example, PAFoM was reportedly always used as an informal setting where Member States could discuss certain sensitive issues that could then go through the formal processes of the African Union like the free movement protocol. This protocol was discussed at the first PAFoM in Ghana in 2015 and was later approved by the African Union in 2018. Therefore, RCPs provide a safe, informal setting where discussions around critical and sensitive migration issues can begin before being taken up at more formal levels.

However, some HQ staff questioned whether an institution-wide strategy is appropriate given that IOM’s engagement in and contributions vary from one ISCM to another. Also, “ISCMs are Member State-driven, not IOM processes...I don’t think there is a strategy as such except that we have to support in any way we can. Our engagement varies from case to case, so it may be difficult to have a strategy. We also didn’t need one up until now...”³⁷ Moreover, developing an organization-wide strategy may be perceived by some Member States as interfering with these State-led processes.

Recommendation: IOM should carefully consider the development of an organization-wide strategy to inform its engagement in and contribution to ISCMs to avoid undermining the legitimacy and position that it has carved out for itself in and through these processes.

The positioning of IOM politically, strategically and operationally through ISCMs

On the international stage, IOM can and does act as an expert resource, a coordinating forum and a platform for discussion on various migration issues. Politically, by engaging in migration diplomacy for promoting convergent approaches among States to migration issues in regions or across regions, IOM can demonstrate its expertise and work in these areas through the various ISCMs, thus helping position itself as the reference organization on migration.³⁸ One notable example is the ADD, an IRF comprising migrant worker sending countries in Asia and the receiving countries in the Middle East.

³⁶ SACM interview notes (27 June 2019).

³⁷ HQ interview notes (10 May 2019).

³⁸ 13 of 24 staff interviewed at HQ mentioned that ISCMs are important for IOM’s visibility.

With many of the Member States in the Middle East not being IOM Member States, the ADD provides IOM (an observer organization in this process) with the opportunity to engage with these States and to showcase its expertise and work in areas of concern, such as promoting fair and rights-based employment policies.

Strategically and operationally, given the thematic focus of ISCMs, IOM can engage and contribute to those issue areas that are also a priority for the Organization and in which it has thematic expertise and programming experience to offer Member States. For example, for the Almaty Process, IOM has helped implement several counter-trafficking activities. Within the framework of the IOM programme entitled, “Addressing Mixed Migration flows in Central Asia through Capacity Building (Phase II, 2015-2016),” funded by the Government of the United States, IOM organized the Regional Thematic Training and Workshop on “Combating Trafficking in Persons – Protection of Victims of Human Trafficking” in Bishkek, Kyrgyzstan in April 2016. The event, which brought together Government officials, community and religious leaders, diaspora associations and civil society from the four Almaty Process Member States (Kazakhstan, Kyrgyzstan, Tajikistan and Turkmenistan), provided participants with the knowledge and skills necessary to identify and refer victims of human trafficking in line with national legislation and international instruments. Overall, IOM’s engagement in and contributions to ISCMs demonstrate that the Organization is regarded as a reference on migration at the political, strategic and operational levels.

ISCMs and the Global Compact on Migration

ISCMs have also played an important role in the development of the Global Compact through the holding of internal consultations and participating in the Global Compact thematic and regional consultations.³⁹ In 2017 and 2018, 18 and seven ISCMs, respectively, addressed the Global Compact at their events. For example, the Budapest Process had a special meeting on the Global Compact and how to contribute to it. The outcome of this was the decision to work on three papers and recommendations covering the thematic areas of the Global Compact, which were submitted as input during the thematic consultations. Bahrain and UAE, which, with support of IOM and through ADD discussions on the Global Compact, became engaged with the Global Compact and both joined it from the beginning.

IOM also supported ISCMs during the Global Compact consultative efforts. In 2018, a migration policy initiative was funded by IOM entitled, “IOM Support for the Development of the Global Compact for Safe, Orderly and Regular Migration, the Intergovernmental Conference and Global Consultations on International” (USD 923,500).⁴⁰ Through this project, IOM provided administrative support during the stocktaking and negotiations phases of the Global Compact and brought together the representatives of various ISCMs. This provided Member States and all relevant stakeholders with a space to examine aspects of international migration, exchange best practices and views, and put forward concrete recommendations and inputs for the global compact. Unsurprisingly, given their important role in facilitating dialogue and cooperation on addressing prevailing migration issues, ISCMs are referred to in the Global Compact with respect to implementation, follow-up and review of the Compact,

“Further recognizing the important role of State-led processes and platforms at the global and regional levels in advancing the international dialogue on migration, we invite the Global

³⁹ Many ISCMs have been considering their potential engagement with the Global Compact since 2016 and some also participated in the Global Compact consultations. The Global Compact has already been included in various ISCMs’ meetings agendas, workplans and strategies. At least nine ISCMs formulated formal positions or recommendations to the Global Compact stocktaking exercise.

⁴⁰ IOM. *Programme and Budget for 2018*. Geneva: IOM, 2017: p. 133.

Forum on Migration and Development, regional consultative processes and other global, regional and sub-regional forums to provide platforms to exchange experiences on the implementation of the Global Compact, share good practices on policies and cooperation, promote innovative approaches, and foster multi-stakeholder partnerships around specific policy issues.”⁴¹

In support of this, a similar migration policy initiative is funded for 2019 (USD 371,800) entitled, “IOM Support for the Implementation of the Global Compact for Safe, Orderly and Regular Migration.”⁴² However, the adoption of the Global Compact does not replace ISCMs. “A few States still continue to see RCPs and the GFMD and other ISCMs as really vital spaces for learning, understanding and sharing practices.”⁴³ This is especially valid as not all States are signatories to the Global Compact. As such, ISCMs are exploring ways to address this issue to ensure that all States can continue to dialogue and cooperate with each other in addressing prevailing migration issues without having to go through the Global Compact infrastructure. One option is to create a voluntary add-on meeting for those governments who wish to discuss Global Compact during ISCM meetings. Doing so may also encourage governments who did not sign on to Global Compact to participate in these discussions since they are non-binding.

Recommendation: As not all IOM Member States are signatories to the Global Compact, IPD, in cooperation with ROs and COs, could explore, as appropriate, ways to include experiences with implementing the Global Compact during ISCM meetings in an effort to promote solutions and support multi-stakeholder partnerships around specific migration governance issues.

4.2. Effectiveness and Sustainability

IOM’s prioritization of and resource mobilization for participating in ISCMs

Given that IOM’s engagement in and contributions to ISCMs is dependent upon Member States’ invitation, the Organization is at times proactive and at other times reactive. Specifically, 75 per cent of the IOM staff interviewed at HQ view IOM as being proactive in carrying out its different roles and responsibilities. “In some cases, IOM is the real motor like for the Colombo Process, PAFoM, MIDWA and MIDSAs. Almost all the ISCMs in Africa would not exist had it not been for IOM bringing them together, fundraising, encouraging and serving as secretariat in many cases.”⁴⁴ At the same time, 50 per cent of the IOM staff interviewed at HQ also perceive IOM as being reactive at times. “Very reactive organization, we work bottom-up which allows for many opportunities. There is a beauty of being responsive to the needs of governments.”⁴⁵ IOM is also reactive “because these are Member State-led processes, so we are not supposed to be in the driver’s seat.”⁴⁶ Accordingly, whether IOM is proactive or reactive depends on the ISCM, whether the Organization is a member or an observer, and how it engages with and contributes to these processes.

As regards the mobilization of and the provision of the necessary resources, most of the time participation in these processes is self-paid, including when IOM attends as a speaker. To support its

⁴¹ UN General Assembly. “Resolution adopted by the General Assembly on 19 December 2018. 73/195. Global Compact for Safe, Orderly and Regular Migration.” *A/RES/73/195* (11 January 2019): p. 34.

⁴² IOM. Programme and Budget for 2019. Geneva: IOM, 2018: p. 139

⁴³ HQ interview notes (6 June 2019).

⁴⁴ Ibid.

⁴⁵ HQ interview notes (22 May 2019).

⁴⁶ HQ interview notes (3 May 2019).

participation, IOM has allocated Operational Support Income (OSI) to these processes. For instance, between 2014 and 2019, IOM has allocated USD 25,000 each year towards RCPs,

“Periodic consultation offers participants the opportunity to share and exchange information on migration issues of topical interest. Such consultations facilitate and deepen cross-fertilization among RCPs and explore ways to harness future opportunities for greater collaboration. Building on IOM’s past involvement in organizing and supporting a number of RCPs, the Administration considers it important to strengthen structures in order to enhance engagement in the processes.”⁴⁷

At ROs, Regional Liaison and Policy Officers or RTSs have their respective travel funds for participating in ISCM meetings or events. For example, for the Bali Process, between July 2018 and June 2019, RO Bangkok dedicated USD 7,328 towards supporting staff travel for related meetings. At COs, deploying an IOM staff in the country where the ISCM meeting is taking place is another approach reportedly used, which does not involve for instance international travel, and therefore sparing IOM additional resource mobilization.

When IOM organizes the GRCP meetings it has a limited amount of funding to support participants from low-income countries. In addition to the IPD staff time dedicated to organizing the GRCP meeting, supplementary OSI funding has been allocated towards these meetings. For example, USD 48,653 was allocated for the 2015 GRCP meeting, USD 65,000 for the 2016 meeting, USD 100,000 for the 2017 meeting and USD 65,000 for the 2019 meeting. While the organization of the GRCP meetings appears to be effective, two IOM staff interviewed at HQ questioned their effectiveness,

“RCPs from different regions attend and they are presenting themselves. At the end what is the takeaway? I don’t see the merit to organize a GRCP meeting every year. These meetings are not for decision-making purposes as people are presenting themselves. There is no networking event nor networking activities before or after the meeting. There are a lot of presentations and no proper interactive discussions with limited Q&A due to time constraints.”⁴⁸

Nevertheless, the GRCP has evolved over years to become a forum for formulating ISCMs’ common approaches on various areas of migration management, as well as global developments in migration governance.⁴⁹

Recommendation: IOM should consider revisiting its approach to organizing GRCP meetings and exploring ways to make them more beneficial to the Organization and the participants given its financial and human resource investments. For instance, IOM should ensure greater complementarity between the various participating ISCMs by allowing for more time to share lessons learned and best practices and for participants to network and speak to each other.

IOM collaboration with and support to ISCM Member States

⁴⁷ IOM. *Programme and Budget for 2014*. Geneva: IOM, 2013: p. 72.

⁴⁸ HQ interview notes (21 May 2019).

⁴⁹ The first two GRCP meetings (2005 and 2009) reviewed cooperation needs among ISCMs and since then the scope of discussions in GRCP meetings has expanded to reflect the changing migration dynamics and their increased complexity. Thus, the outcome documents of the 2013 GRCP included specific recommendations for consideration by the United Nations Secretary General and the United Nations General Assembly in the context of the 2013 High Level Dialogue on International Migration and Development. This paved the way for the inclusion of migration in the United Nations 2030 Agenda for Sustainable Development. Similarly, the 2017 GRCP resulted in the formulation of joint actionable commitments by ISCMs and their partner organizations (United Nations Regional Commissions and regional economic organizations) which were considered in the Global Compact stocktaking phase and prompted the inclusion of the clauses on ISCM engagement.

Generally, IOM appears to collaborate well with governments when it comes to implementing and managing its roles in the various ISCMs. However, the degree of collaboration varies by ISCM and IOM's roles and responsibilities.

For those processes in which IOM is not the technical secretariat, collaboration with Member States can be more limited compared to when it has this role. For example, RO San Jose is the administrative host of the RCM Technical Secretariat which is politically independent of IOM. As such, IOM is in regular contact with the Technical Secretariat on administrative and technical matters, given that it is based within IOM and must abide by its rules and regulations. In contrast, IOM has very little interaction with RCM Member States outside of the two annual RCM meetings, namely a technical meeting mid-year (June or July) and a more high-level meeting towards the end of the year (November or December). In contrast, the Technical Secretariat has daily interactions with the RCM Member States and particularly so with the chairing country which is currently Guatemala.

At the CO level, apart from CO San Salvador which covers Guatemala and thus has more frequent interactions with the Government as the current chair, other COs in the region are reportedly more detached from the RCM, having little knowledge of what issues are discussed and the activities that emerge from this process,

“It is not a process that involves really the CoMs. CoMs in IOM mainly focus on implementing projects, fundraising, responding to governments, donors, and partners, agreements, payments and delivery. So, they don't have time to engage with these regional processes, which are more a tool for the RO. COs don't engage with them, but this is not to say that they are not important. It is a structural problem of IOM. I don't think these regional processes are even an item for the CoM training, rather it is one thing that we learn when we arrive here. It is a learning curve that may take some time before IOM staff start acknowledging the importance of these processes. COs don't see the advantages of IOM as a political actor.”⁵⁰

Nevertheless, as some of the projects linked to RCM efforts are implemented by COs in the region, the Technical Secretariat is in contact with them. “Over a period of two years, we developed documents for recommendations on migrant women that was developed by IOM in El Salvador on which we communicated with IOM colleagues. There was a document for mainstreaming SGDs in migration that was developed by IOM Panama and we worked with them on that on a daily basis via Skype and e-mail.”⁵¹

By contrast, for the Bali Process, for which Australia and Indonesia are the permanent co-chairs, IOM Canberra is the *de facto* secretariat for the Process. In addition, IOM Bangkok has signed an agreement with the Australian Department of Home Affairs (DHA) for administration of the RSO, and three full-time staff provide back-office support (operational and logistical) to the RSO in Bangkok. However, the extent and quality of the collaboration in these two cases has varied. In Canberra, IOM plays a strong role in terms of liaison with the Australian Government with which it has regular contact, and which reportedly appreciates the support provided by IOM.

In Bangkok, both RO and CO engage frequently with RSO co-managers, particularly Australia, and act as the connectors between the Process and its Member States when it comes to planning the meetings such as for identifying guest speakers, providing thematic expertise through the RTSs, sending out invitations, and so forth. Sometimes, due to RSO limitations, IOM Thailand supports the RSO in

⁵⁰ RCM interview notes (13 June 2019).

⁵¹ RCM interview notes (12 June 2019).

implementing activities (such as conferences) by collaborating with Member States and the IOM COs in those countries where the projects are being implemented.

While IOM collaboration with the co-managers, Bali Process co-chairs, and Member States of the Process has been good, certain challenges have been encountered at the RSO level. While on paper the RSO is an IOM project, in practice this Office is under the leadership of the co-chairs, particularly Australia. The RSO is increasingly seeking to engage in the same projects as IOM and obtain funding from the same traditional donors as IOM, creating a potential conflict of interest with the back-office support provided and competition for resources. The RSO also decided to remove a key position held by IOM (policy officer), which provided the Organization with a means to contribute to the discussions and agenda-setting for the Bali Process meetings – with current collaboration and contributions to the process being largely administrative and logistical in nature.

Collaboration with Member States may also be more challenging when setting up an RCP such as with the Caribbean Migration Consultations (CMC) recently. Efforts to set up this RCP have been underway for a period of two years, but recurrent changes as to which country would chair the process has delayed its formalization (expected to take place in Jamaica at the end of 2019). Other factors impacting the extent and quality of collaboration with Member States are the region, the nature of the ISCM, and the fact that these processes require trust-building. “Every region is different, and the configuration of Member States is a driver of success or strength of these mechanisms...the level of maturity of RCPs is different across regions.”⁵²

IOM’s contributions to ISCMs and its achievement of the intended results

In the absence of a strategic plan or agenda to establish what IOM intends to achieve through its efforts, it was not possible to determine in a rigorous manner whether the Organization’s contributions have been effective in producing or achieving the desired or intended results. As per an IOM staff, “It is difficult to determine if we don’t know what we want to get out of it.” Despite this shortcoming, IOM staff at HQ and in the field are of the view that IOM has been effective in achieving the desired results for these processes.

Of the 22 IOM offices that reported participating in ISCMs, 16 mentioned that their contributions have been effective, with the remainder stating that they have not been effective (n=3) or that they do not know (n=3). For the selected ISCMs, all IOM staff interviewed were of the view that most of IOM’s contributions have been effective in achieving the desired or intended results. “As long as dialogue and the sharing of experiences is concerned, absolutely.”⁵³ Similarly, at HQ, all staff interviewed (n=24) mentioned that certain contributions such as the provision of support to some ISCMs have been effective. Yet, several staff were also of the view that in certain cases IOM has not been effective (n=3), been only somewhat effective (n=1) or that they do not know how effective it has been (n=4).

Looking at the reported results achieved by IOM through its contributions to the various ISCMs, the most prominent ones include:

- 1) **Promoting dialogue and cooperation among Member States of ISCMs in addressing migration issues, particularly through the development of legislation, policies, agreements and initiatives:** “The outputs from the ISCMs, including regional action plans, form the basis of IOM policy and programmatic interventions at national and regional levels. The MIDSA process, for example is successfully finalizing the development of a regional migration policy

⁵² HQ interview notes (8 April 2019).

⁵³ HQ interview notes (12 April 2019).

framework. This process has inspired regional countries, including Zambia, Zimbabwe and Malawi to consider developing their own migration policy frameworks. Similarly, a regional action plan on irregular migration and mixed migration flows has been developed and is quite instrumental in resource mobilization, as well as having a regional approach to migration management in the Southern African region. There are insufficient staffing costs despite much work in hosting such meetings.”⁵⁴

- 2) **Obtaining funding for projects in the thematic areas addressed by ISCMs:** “IDF projects developed following discussions in these processes.”⁵⁵
- 3) **Supporting the participation of Member States in ISCMs, particularly by helping with the organization and management of meetings and contributing to these through thematic inputs:** “IOM is always praised by Member States for the level of support from the Organization...”⁵⁶
- 4) **Supporting Member States’ contributions and commitment to global initiatives addressing migration including the Global Compact:** “One of the major achievements has been the Colombo Process Member States’ joint contribution to the Global Compact. The recommendations made by the Member States are now part of the final Global Compact document.”⁵⁷
- 5) **Networking and developing or strengthening partnerships and bilateral relations:** “Creating this trust and network is important for addressing issues bilaterally.”⁵⁸
- 6) **Upholding and promoting IOM’s mission and work:** “Our objective is to help Member States achieve what they want to achieve so I think in this sense we have achieved the results. Member States are happy about the outcome document and support. For IOM, because we don’t really have a strategy, it is hard to measure results against objectives. When we are involved in these processes, we keep an eye on to see if the discussions are going in the right direction and that these are in line with international standards and norms, which we have achieved. Keep those processes alive and growing broadly serves the objectives of IOM.”⁵⁹
- 7) **Deepening IOM’s understanding of migration issues that are of concern to Member States:** “There is an increased awareness and understanding of government officials on the thematic areas discussed at the ISCMs.”⁶⁰
- 8) **Promoting Member States’ ownership of ISCMs (e.g. the creation of self-financing mechanisms):** “I think our success in ensuring the ownership of countries of these processes is the most important thing. We are not leading them, we are facilitating, we give them our experience and then we let them build the agenda.”⁶¹

Other results reportedly achieved include increased credibility, visibility, membership and observership, and expertise. “ISCMs have helped IOM gain credibility and to grow in terms of membership. Without RCPs, States would not have known IOM and thus felt like joining. Member States have a better outlook and understanding of IOM and thus willing to invest in it. Cannot quantify, but the exponential growth of IOM has something to do with its heavy participation and engagement in ISCMs.”⁶²

⁵⁴ Global questionnaire.

⁵⁵ HQ interview notes (9 May 2019).

⁵⁶ HQ interview notes (8 April 2019).

⁵⁷ Global questionnaire.

⁵⁸ HQ interview notes (25 April 2019).

⁵⁹ HQ interview notes (3 May 2019).

⁶⁰ Global questionnaire.

⁶¹ HQ interview notes (22 May 2019).

⁶² HQ interview notes (25 April 2019).

However, these results and the effectiveness of IOM's future engagement in and contributions to ISCMs risk being undermined by several challenges. At HQ, 75 per cent of the staff interviewed mentioned one or more challenges faced by IOM when it comes to effectively engaging with ISCMs. The most frequent challenges mentioned are the lack of Member State ownership over processes, particularly in terms of financial resources, and the lack of sufficient resources (human and financial) on the part of IOM to continue engaging with and contributing to ISCMs, as necessary,

"Member States [Colombo Process] rely substantially on IOM to maintain the secretariat and we need to decide whether IOM needs to distance itself from this so that we push Member States to reach the next level of maturity. To be self-sustainable, we have to tell them to cover the costs of the secretariat."⁶³

"If what we want to achieve is sustainability of these processes and to push them to higher levels of maturity, our approach has not been effective. Providing tiny subsidies is not sufficient to achieve maturity and Member States are not taking ownership in most cases, with the exception of RCM and perhaps the secretariat of SACM, but again why are we paying for the secretariat?"⁶⁴

Another prominent challenge linked to the issue of insufficient resources is the lack of monitoring and evaluation (M&E). "One thing is we are lacking is resources (time, financial and human) to show the results and tremendous work that these processes are advancing. We are not showing what we are doing. The work is visible to Member States and partners, but when we have to present world-wide, we are not doing it."⁶⁵ Other challenges to effectively engaging with ISCMs include: a lack of strategic engagement with these processes, personality conflicts, political divisions and political commitments, weak capacity, poor visibility of IOM's work, the existence of too many agreements, engagements and stakeholders, and poor in-house transparency, communication and internal coordination.

In the field, challenges were also reported, albeit fewer compared to HQ. Apart from the issue of Member State ownership and sustainability of the processes due in part to a lack of funding, as well as varying levels of maturity (e.g. RCM versus CMC), measuring and assessing efforts, and internal coordination and communication on certain ISCMs.

Recommendation: IOM should bring together the relevant staff to review prevailing challenges to achieving the intended or desired results of ISCMs and identifying solutions to ensure that its engagement in and contributions are effective to the greatest extent possible.

On a more positive note, IOM HQ staff identified several opportunities for engaging with ISCMs. First, ISCMs provide IOM with the opportunity to influence migration governance at the regional, inter-regional and global levels. "If an organization believes in some principles for migration management, e.g. orderly migration, basic fundamental principles, we can achieve more impact if we focus on engagements in a more strategic way like pushing for standards, having minimum standards...we can do this with MiGOF; see which countries are above and below cut off line."⁶⁶ However, this is at the same time also one of the areas that IOM struggles with.

Recommendation: IOM should explore options for increasing its policy contributions to ISCMs with the endorsement of Member States, i.e. use ISCMs to set policy and give its position on priority issues. One possibility for achieving this is by providing more inputs to these processes through the

⁶³ HQ interview notes (8 April 2019).

⁶⁴ Ibid.

⁶⁵ HQ interview notes (8 May 2019).

⁶⁶ HQ interview notes (8 April 2019).

use of internal guidance notes, internal policy documentation and drafting more policy papers that explain the parameters of engagement, limitations, obligations and rights in various migration contexts.

ISCMs also reportedly facilitate the implementation of projects already underway. Coalitions around issues can also be formed through these processes, helping create economies of scale by having a group or region supporting efforts to address certain migration(-related) issues,

“In Southeast Asia, we are more and more promoting transboundary, cross-country, regional and sub-regional programs like that funded by the European Union in the Mekong region to combat smuggling and human trafficking. Vietnam, Cambodia and Laos when they stick together and boost cooperation on combatting transnational crime can be showcased as a good practice.”⁶⁷

Also, given the informality of ISCMs, it is easier for these processes to adjust and evolve with new situations, continually adding new issues to their agendas. For example, the Bali Process added an entire private sector component through the creation of the Business and Government Forum, which is essential for counter-trafficking and anti-smuggling efforts.⁶⁸ Another opportunity identified is to support and develop partnerships between ISCMs from different regions. For example, in Central America there are at least 2000 migrants arriving per month in the region from Africa and Asia. By facilitating engagements between RCM and RCPs in Africa and Asia, best practices can be shared, and relevant information exchanged.

Internally, ISCMs provide IOM with the opportunity to develop and test out new institutional approaches, after which the Organization can invite partners to engage in programming. For instance, for IGC, IOM staff mentioned they will use a working group to present an integration framework, after which they will request that governments stay one more day to work on it.

IOM’s provision of the requested expertise and support to ISCMs

As mentioned briefly above, IOM is viewed as having been successful in many instances in providing the requested technical expertise and support (administrative, technical, logistical and liaison). When IOM Field Offices were asked whether they have received any feedback or recognition from governments, donors or partners about its contribution to the ISCM(s) that they engage in, 73 per cent said yes. The nature of this feedback has been positive, with Member States appreciating the administrative, technical (including substantive inputs) and logistical support provided. “We do quite well. We are invited a lot to give interventions, we sit on different working groups, and my impression is that we are looked at as a specialized organization that can give advice about the future of migration, the Global Compact, the United Nations Network on Migration, the Sustainable Development Goals (SDGs), migration governance, etc. In big, emerging areas, no one is asked to speak aside from IOM, which is important.”⁶⁹ These results were echoed by IOM staff interviewed for the selected ISCMs.

In terms of providing the requested expertise and support, in the field, 18 of the 20 IOM COs reported that IOM HQ and ROs have been supportive of their roles in ISCMs. “The HQ and RO regularly provide expertise and share the experience and best practices of other RCPs during the expert meetings and Senior Officials Meetings.”⁷⁰ According to another IOM office, technical support has been provided by

⁶⁷ HQ interview notes (25 April 2019).

⁶⁸ HQ interview notes (6 June 2019).

⁶⁹ HQ interview notes (28 February 2019).

⁷⁰ Global questionnaire.

the RO through the review of presentations and concept papers to be presented ahead of the RCPs.⁷¹ This finding indicates that there is a good level of internal communication and collaboration. Regarding the COCF, the support received from HQ and COs in the region has been supportive of its roles in the ISCMs that it is engaged in. In contrast, for the RO that responded to the global questionnaire, HQ and the COs in the region have not been very supportive of its roles in the ISCMs that it participates in and contributes to due to internal collaboration challenges.

For the selected ISCMs, a similarly mixed picture emerges regarding the support provided by HQ to ROs and COs, by ROs to COs, and by COs to ROs. For example, for SACM, COs reportedly provide the required support to RO Buenos Aires. “COs are involved in all conferences, they support us with logistical issues, some administrative issues like the organization of meetings, but also in all cases in our relationship with the governments.”⁷² Very differently, for RCM, COs in the region are not very engaged with the process apart from the CO in El Salvador that is covering Guatemala – the current chair. From the CO perspective, ROs appear to be providing COs with the required support. For example, for the Bali Process, the RO in Bangkok provides COs with the overall guidance as to how to engage with the Process and the RSO. As regards HQ, interviews revealed that not a lot of support is provided to ROs or COs, apart from when the GRCP meetings take place. One of the explanations provided for this is that in certain cases HQ cannot really provide any support (and is therefore not requested to do so) such as when an RCP is integrated in a regional project that is managed and implemented by the RO in partnership with the COs in the region.

Nevertheless, data indicates that collaboration and information-sharing efforts could be improved at HQ and between HQ and Field Offices (ROs and COs) for assessing policy and financial needs and coordinating IOM’s strategic participation in ISCMs. At HQ, some staff recommended that IOM should clarify the criteria for selecting delegates to participate in ISCM meetings and that ample time be allocated for IOM staff to provide the requested technical inputs. In the field, while some ROs and COs reportedly provide updates on ISCM activities they are engaged in, very often this is not done which makes it difficult to improve IOM’s engagement in these processes, from both a strategic and resource mobilization point of view. As regards collaboration and information-sharing between Field Offices and HQ, a similar situation is apparent. There is little effort on the part of HQ to share best practices or to create an exchange of information with other RCPs apart from the GRCP meeting that takes place every one or two years.

When it comes to coordinating IOM’s strategic participation in ISCMs, while HQ tries to coordinate with ROs and COs by sharing annual plans, evaluations conducted, webpage updates and so forth, greater efforts are required on the part of IOM Field Offices for sharing information about the ISCM meetings and activities they have engaged in. This is particularly important given that IOM staff in the field are the first point of contact with ISCM Member States, apart from those processes for which IPD is the focal point like the Rabat Process and IGC. Furthermore, many COs do not engage in ISCMs as they are busy and do not see the value added of engaging with these processes, notably that these processes provide IOM with an opportunity to increase the visibility of its mandate and work.

Recommendation: IOM HQ should strengthen collaboration and information-sharing with ROs and COs for assessing policy and financial needs and for coordinating its strategic participation in ISCMs, as well as engage in greater awareness-raising among staff about ISCMs and their importance for

⁷¹ Ibid.

⁷² SACM interview notes (27 June 2019).

supporting migration governance. For instance, IPD, Essentials of Migration Management, and Online Communications Unit are working on a map showing country participation in ISCMs.⁷³

IOM's engagement with external partners in providing the requested expertise and support to ISCMs

Within the framework of its technical and administrative contributions to ISCMs, IOM does engage in certain cases with external actors in providing the requested expertise and support. Of the 22 IOM Field Offices that reported being engaged in one or more ISCMs, 14 mentioned working with other external partners (in addition to governments), particularly other UN agencies (n=9), civil society and NGOs (n=6), and donors, research and academia (n=3), of which only one reported having private sector partners. The remaining eight staff mentioned that they do not work with other external partners for reasons including IOM not working directly with external stakeholders and not being invited or presented with the opportunity to do so.

From among the ISCMs selected for further discussion in this evaluation, while IOM appears to engage with other international organizations, especially UN agencies, this is less the case for private sector and civil society actors.⁷⁴ One prominent example of IOM's engagement with the private sector is the Bali Process Government and Business Forum. The Forum brings together government ministers and senior business leaders from the 45 Bali Process Member States to determine policies to tackle human trafficking, modern slavery and forced labour. The Forum was launched in 2017 given the critical role of the private sector in combating these crimes in supply chains in the Asia Pacific region and beyond. At the Ministerial meeting in Bali in 2018, IOM gave a presentation in collaboration with Adidas and the Walk Free Foundation. IOM also engages with the Foundation, which manages the Forum, notably through information-sharing to ensure that priority issues make it on the agenda. Where the participation of private sector actors is less institutionalized, IOM has been successful in engaging with them by inviting representatives to attend, on an ad hoc basis, workshops, as has been reportedly done through the RCM.

Recommendation: Given the importance of working with external partners, as also stressed under Principle 3 of the MiGOF and the Global Compact (the criteria of inclusiveness), it is recommended that IOM, in addition to its engagement with Member States of ISCMs, engage more, as mandated by ISCM Member States, with other external actors, especially the private sector and civil society, which play important roles in addressing migration challenges within countries and across borders. Engaging with these actors is also important for the sustainability of these processes and their various initiatives.

In addition to the external partners discussed above, IOM also engages with the United Nations Regional Economic Commissions (United Nations RECs) through the various ISCMs and has been inviting United Nations RECs and other regional entity partners of ISCMs to GRCP meetings on an ad hoc basis.⁷⁵ This is particularly important because unlike ISCMs, United Nations RECs are formal, institutionalized bodies with decision-making powers. As part of the United Nations reform taking place, there is an interest in giving United Nations RECs a stronger role in migration, however, this is unclear how it will take place. Also, what would this mean for RCPs? Furthermore, like RCPs, United Nations RECs are mentioned in the Global Compact.

⁷³ IPD has other maps, tables and databases on ISCMs, e.g. ISCM structures, ISCM participation in GRCPs, country participation in ISCMs, and overlaps among ISCMs and United Nations Regions and regional organizations.

⁷⁴ Only three ISCMs have formal private sector groups: GFMD, Bali Process and MIDCOM. Several other ISCMs cooperate with the private sector: ADD, IGC, MID-IGAD, Budapest Process, PIDS and RCM.

⁷⁵ ISCMs have collaborated with United Nations RECs before the Global Compact was developed, e.g. for data collection and analysis.

Other important partners of ISCMs are regional economic and political unions such as the European Union and the African Union and its regional economic communities. However, as United Nations RECs and regional economic and political unions have a different setup and look at multiple issues, these sometimes include migration and at other times not. For example, MIDWA is associated with ECOWAS which has decision-making powers. “MIDWA acts like an expert committee for ECOWAS which does not have a migration division. Advice is taken up and translated into regional legislation or policies that goes down legally binding to Member States.”⁷⁶

Recommendation: IOM should consider clarifying the relationship between ISCMs and other regional entities such as United Nations RECs or regional economic and political unions through the holding of consultations with key stakeholders, including relevant United Nations, ISCM, and regional entity representatives.

Monitoring and reporting on IOM’s engagement in and contribution to ISCMs

From an HQ perspective, monitoring and reporting on IOM’s engagement in and contributions to ISCMs is viewed as something that needs to be improved. “We are lacking resources (time, financial and human) to show the results and tremendous work that these processes are advancing. We are not showing what we are doing. Work is visible to Member States and partners but when we have to present worldwide, we are not doing it...we need to make sure we bring more visibility to our work and results.”⁷⁷ In the field, when ISCM meetings take place, IOM staff that attend often times do not report back or share sufficient information with HQ on the meetings due to various constraints such as time and human resources, making it difficult to track engagements and contributions to these processes. However, there are certain ISCMs for which reporting at HQ is done regularly. For example, for IDM, analyses are reportedly prepared based on participants feedback right after or up to a couple months after an event, as well as using the data from the institutional questionnaire, which are then shared with donors.

Recommendation: IOM HQ may consider creating a platform or using PRIMA for IOM staff to contribute to and access an overview of what IOM is doing through the various ISCMs in one thematic area, as well as how many resources are invested (human and financial) in these processes.

From the field perspective, 82 per cent of IOM offices that engage in and contribute to ISCMs and also participated in the global questionnaire for this evaluation mentioned that they do monitor and report on their engagements in and contributions to these processes such as through:

- Annual reviews of national implementation plans and strategies that are shared with the hosting governments;
- Periodic project progress reports that are shared with the donor(s), as per the donor reporting guidelines;
- Notes for file or joint reports with government counterparts, as reflected in a news flash or a project update that are disseminated in the format of a one-page online story or social media postings during an ISCM event.

For example, for the ADD, after every Senior Official’s and Ministerial Meeting, an internal briefing is circulated to the relevant ROs and COs, IPD, LHD and MPD at HQ. Similarly, CO Bangkok reports regularly (i.e. after each event) and informs the RO on its engagement in the Bali Process and PIDC.

⁷⁶ HQ interview notes (28 February 2019).

⁷⁷ HQ interview notes (8 May 2019).

However, there is no particular reporting format used, with most of the reports being communicated in an informal manner such as e-mail.

Recommendation: To facilitate reporting by HQ and IOM Field Offices, IPD may consider developing a summary template to be filled out by staff after attending an ISCM event or completing an activity part of/related to such a process.

For those ISCMs supported through specific projects, activities are reported through donor reports. For example, MIDWA activities have been supported through the European Union funded project entitled, “Support to Free Movement and Migration in West Africa (FMM West Africa)”. In this case, IOM is required to report annually to the donor on its activities, which include those of MIDWA. Similarly, for the IGAD-RCP, “throughout the implementation of the joint project with IGAD, IOM [Ethiopia] has been monitoring the overall progress of the project, as per the indicators, including the effectiveness of the RCP...The report is shared with donors, IGAD and IOM offices in the East and Horn of Africa.”⁷⁸ For MIDCOM, in consultation with COMESA, IOM reviews the overall progress towards MIDCOM objectives through the associated regional projects and follows-up on agreed resolutions, including the operationalization of the regional project activities. MIDCOM reports are then shared with the Member States and the COMESA Secretariat, as well as during the statutory COMESA Council of Ministers and Chiefs of Immigration meetings, among others.

Another example demonstrating how ISCM activities are monitored and reported through the projects embedding them is the RCM. RO San Jose, through the Mesoamerica project (PRM), reports on a quarterly basis to the donor and more informally daily,

“We always highlight when it is an RCM event, decision or endorsement because so far this has been very well received...Sometimes represent IOM [at RCM meetings], and if go with the Mesoamerica program, the objective is to present results of the cooperation we have been doing through IOM and the program because so much is interlinked with RCM. It is obvious we have to report on what we are doing. It is also very important when we present what we are proposing for the next year because this ensures that States are aware of what we are doing, and it validates this at a regional level. At the end of each RCM meeting, a declaration is issued, which is important as it also presents events that will be initiated at the regional level. We also try to highlight best practices from the State and regional levels in these declarations.”⁷⁹

RCM also reveals that engaging in monitoring and reporting of activities presents IOM with the opportunity to raise awareness about its work that can lead to new funding opportunities. “A year ago, we presented the results of the Mesoamerica program in an RCM meeting and Canada was there and since then decided to support the program. Not sure was the only factor but I was approached directly and was told they [Canada] wanted to contribute to program.”⁸⁰ Yet, one of the challenges presented by ISCMs that are funded through projects comprising of multiple implementing actors and activities is determining how much of the impact is attributable to IOM and which activities contributed towards these results.

In addition to preparing reports, certain Field Offices also organize ISCM meetings. Some donors, such as Switzerland with respect to the Colombo Process, request to attend ISCM meetings (which they fund) to observe ongoing activities.

⁷⁸ Global questionnaire.

⁷⁹ RCM interview notes (11 June 2019).

⁸⁰ Ibid.

Options for monitoring and evaluating IOM's engagement in and contribution to ISCMs

Looking specifically at how to monitor and evaluate IOM's engagement in and contributions to ISCMs, the following are a set of possible performance criteria that may be considered by IOM:

- The number of IOM partnerships developed for engaging and contributing to ISCMs over the past year;
- The number of legislations, policies or strategies passed in a country or region over the past year reflecting one or more ISCM agenda items;
- The number of amendments made to existing legislations, policies or strategies in a country or region over the past year reflecting one or more ISCM agenda items;
- Participant score on knowledge assessment before and after an ISCM meeting or training to assess, for example, the extent to which there is a change (positive or negative) in a shared understanding and a harmonization of positions across countries in a region on the migration issues addressed;
- Whether IOM's technical expertise is integrated or reflected in the legislations, policies and/or strategies passed or amended in a country or region over the past year;
- The total of IOM resources allocated towards the migration issues addressed by the ISCM over the past year;
- The total requests made for IOM support (administrative, technical, logistical or liaison) by ISCM Member States over the past year;
- The level of satisfaction among ISCM Member States with the support received from IOM over the past year;
- Whether IOM priorities have been integrated in the ISCM meeting agenda(s) over past year.

One possible tool for establishing SMART (Specific, Measurable, Attainable, Relevant and Timely) performance indicators is developing a strategy or a roadmap that can clarify what IOM intends to achieve through its engagement in and contribution to ISCMs. This can also help IOM with establishing a baseline for M&E efforts, as well as for defining success (i.e. determining thresholds).

Recommendation: IOM should explore and develop SMART performance indicators that can be used by relevant staff at both HQ and in the field for monitoring and evaluating IOM's participation in and support to ISCMs.

For monitoring and reporting on IOM's contribution towards the broader outcome of improved migration governance through ISCMs, the indicators derived from the six MiGOF dimensions could be used to track ISCM activities that contribute to each of these and the projects and related policies that develop at the national and regional levels. "An assessment could be made as to how and whether ISCMs are contributing in a positive way to safe, orderly and regular migration and to "well-managed migration policies," and whether they are filling or helping States to fill identified gaps or contribute to areas which need to be strengthened."⁸¹ IOM's institutional questionnaire could serve as a starting point in this regard. Currently, the questionnaire includes ISCMs under Principle 3 of the MiGOF on promoting good migration governance by engaging with various stakeholders (government, intergovernmental organizations, civil society and NGOs, and private sector) at the regional, inter-regional and global levels. However, the questions do not provide information regarding the quality of the results brought about by IOM's engagement in and contribution to ISCMs. For instance, for regional and inter-regional partnerships, for the outcomes listed such as "the adoption of regional

⁸¹ IOM. "Advancing a common understanding of migration governance across regions." *8th GRCP Meeting Background Note* (2019): p. 17.

policies or strategies”, a follow-up question inquiring about what changes, if any, have been visible since their adoption would provide further insight into the effectiveness of IOM’s efforts and the results reported.

Recommendations: To understand IOM’s contribution towards migration governance through its engagement with ISCMs, IOM may consider reviewing the questions currently covered in the institutional questionnaire and including a question exploring the quality of the results attained.

At future GRCP meetings, IOM may also wish to consult with existing ISCMs and their Member States about the possibility of measuring their work such as against MiGOF themes, that could provide additional data about the contribution of ISCMs towards improved migration governance.

Sustaining IOM’s participation in ISCMs

In terms of sustaining IOM’s engagement in ISCMs, 17 of the 22 IOM Field Offices that reported engaging in these processes specified taking several steps. The most frequently mentioned step is the continued and regular engagement with ISCMs and the provision of support, as per the requests of Member States. For example, RCM Member States have advanced their agreement on the core elements to underpin the revamping of this process, including a new charter, a strategic plan and specific working groups on: a) protection, b) irregular and mass migration, c) labour migration and d) border management. Against the background of these changes, IOM will continue to support the process through workshops, technical advice and the administration of a reserve fund for vulnerable migrants, among others.⁸² Recently, RO San Jose hired a technical expert to support the RCM in drafting the strategic plan for the relaunch of this process.

Another prominent step reportedly taken by IOM Field Offices is to engage in resource mobilization, such as meeting with donors and linking ISCM activities to existing or future programmes or projects,

“The IGAD-RCP recommendations are closely followed up with resource mobilization and programming. Exemplary is the linking of the recommendations that transpired from the RCPs with continental programs such as the African Union Commission-ILO-IOM-UNECA-led Joint Labor Migration Programme (JLMP).”⁸³

A third step is to support the development of self-financing mechanisms. For example, using the successful example of RCM, IOM provided support to develop a self-financing mechanism for the Colombo Process, towards which Member States make a yearly contribution of USD 4,545 to hold the Senior Officials’ Meeting and Ministerial Consultations. Specifically, the funds support staff, seminar and meeting logistics, in addition to enabling the purchase of equipment and access to computer networks. Funds are also for studies and research and developing and translating documents. MIDSA as well is working towards establishing a fund made of up of Member States’ contributions. Where entirely self-financed mechanisms for ISCMs are not feasible, IOM has participated in joint financing mechanisms.

Other steps reportedly taken to sustain IOM’s engagement in ISCMs include following up on recommendations from ISCMs, integrating ISCMs into country or regional strategies, and supporting the set-up of institutional structures to support activities emerging from ISCMs.

⁸² Internal communication document.

⁸³ Global questionnaire.

“RCPs are providing a platform for governments to come together and share good practices and information around common migration processes and challenges. The non-normative and respectful nature and Chatham House type of approach to collaboration in RCPs is the uniqueness and that is what we are trying to maintain, and for us is to continue providing support to these processes and to act as a convener and trusted technical partner to share good practices for dialogue.” *HQ interview notes*

Nevertheless, certain IOM staff questioned IOM’s continued engagement in and contributions to certain ISCMs, especially given that the Organization has yet to conduct a reflection around the opportunities, challenges and results of such processes. For instance, when does the current model of ISCMs (non-binding, informal, State-led) expire and when is it time to look at another set-up (formal, State-led)? “This is an important reflection that needs to be done and we have not done so because, as is the case for programmatic and policy issues, we have a dogmatic approach. Because something is good, we assume it is supposed to be good forever.”⁸⁴

Recommendation: IOM should review its engagement in and contribution to the various ISCMs and

determine whether continued support is warranted, especially when some of these processes have achieved their intended purpose and have changed their focus, as these may no longer be in line with the Organization’s priorities.

4.3. Efficiency

For this evaluation, a review of the human and financial resources allocated towards the selected ISCMs was conducted for the period of 2014 to 2019. It is important to note that because many ISCM activities are funded through existing projects or programmes that combine at times ISCM-related costs with other project or programme implementation costs and only a handful receive OSI, it was not possible to provide a precise monetary figure of IOM’s total investment in these processes for the period under review. Furthermore, as a large part of IOM’s contributions to ISCMs is through the dedication of staff time, which is largely ad hoc according to the type of ISCM meeting or event, this too was not possible to quantify in terms of monetary costs. Nevertheless, the interviews conducted both at HQ and the selected ISCMs, along with a documentation review of IOM programme and budget documents helped establish an overview, albeit a conservative one, of IOM’s investments towards these processes during the period in question.

From among the selected ISCMs for this evaluation, IOM provides OSI to RCM, SACM, Bali Process, PAFoM, GFMD and for the GRCP meetings (see Figure 3 and Table 4 below). According to the data, it appears that OSI allocations towards these ISCMs has increased between 2014 and 2019 (namely, an increase of 180 per cent), with an important increase in 2016 owing to larger OSI allocations towards the GFMD, as well as PAFoM.

⁸⁴ HQ interview notes (21 May 2019).

Figure 3: IOM OSI to Selected ISCMs and the GRCP Meetings, 2014-2019 (USD)

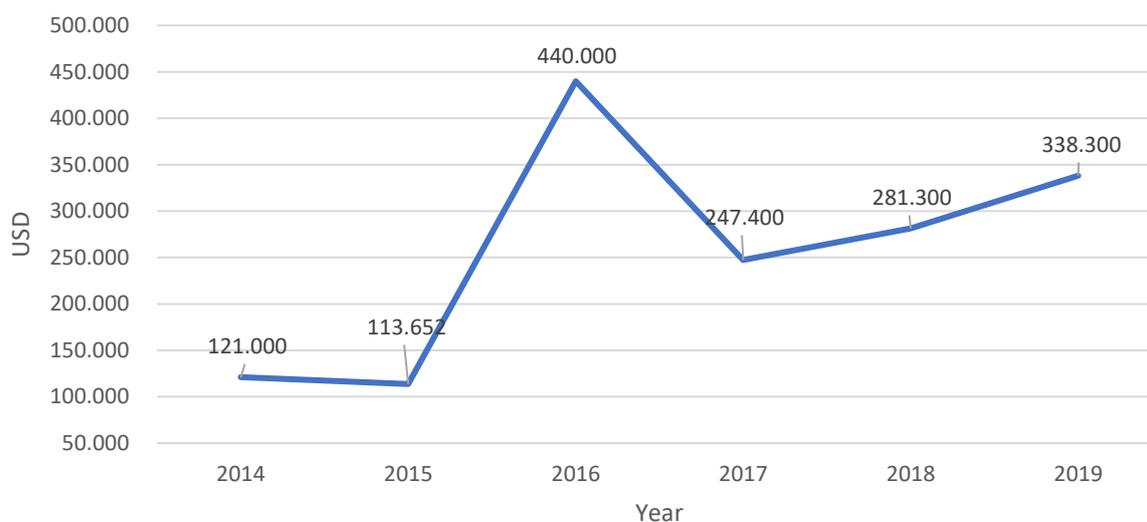


Table 4: IOM OSI to Selected ISCMs and the GRCP Meetings, 2014–2019 (USD)

	<u>2014</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
GRCP	0	48 652	65 000	100 000	0	65 000
GFMD	6 000	0	150 000	2 400	136 300	128 300
RCPs	25 000	25 000	25 000	25 000	25 000	25 000
Bali Process	0	0	0	0	0	0
SACM	20 000	20 000	20 000	20 000	20 000	20 000
MIDWA	0	0	0	0	0	0
RCM	20 000	20 000	20 000	20 000	20 000	20 000
PAFoM	50 000	0	60 000	80 000	80 000	80 000
PAFoM (DG pledge, seed funds)	0	0	100 000	0	0	0
Total	121 000	113 652	440 000	247 400	281 300	338 300

From the selected ISCMs for this evaluation, IOM also provides project support funds to SACM (indirectly through the Technical Cooperation in the Area of Migration for Latin America Programme (PLACMI) activities), Bali Process, RCM and MIDWA (see Figure 4 and Table 5 below).

Figure 4: IOM Project Support to Selected ISCMs and the GRCP Meetings, 2014-2019 (USD)

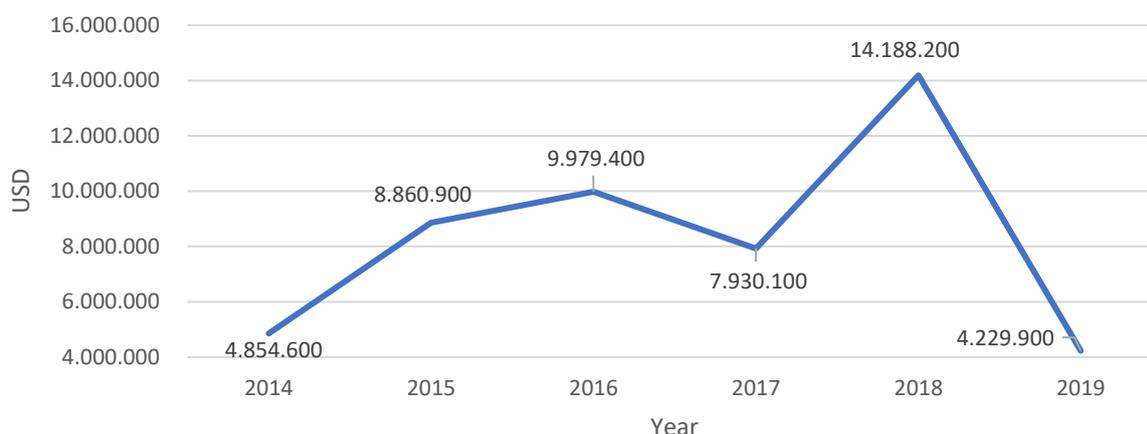


Table 5: IOM Project Support to Selected ISCMs and the GRCP Meetings, 2014–2019 (USD)

	2014	2015	2016	2017	2018	2019
SACM	0	0	0	0	0	0
PLACMI (used to support certain SACM activities)	596 600	780 300	525 800	382 500	66 000	24 000
GRCP meetings*	0	0	0	0	0	0
Bali Process	673 600	507 400	332 200	1 017 500	3 923 700	2 608 800
GFMD	0	0	16 700	82 600	0	0
MIDWA	2 424 900	6 451 400	6 472 700	3 092 700	7 046 700	1 281 400
RCM	1 159 500	1 021 800	2 632 000	3 354 800	3 151 800	315 700
PAFoM	0	100 000	0	0	0	0
Total	4 854 600	8 860 900	9 979 400	7 930 100	14 188 200	4 229 900

**Nevertheless, external donor-funded projects co-funded certain GRCP meetings. In 2015, the United States of America (USA) and Australia each provided USD 60,000, in 2016 another USD 63,512 each, and in 2017, the USA provided 65,000.*

While a small number of IOM staff interviewed at HQ raised concerns about the appropriateness of financially supporting ISCMs given that these are State-led processes, the remaining staff that discussed the issue of financial resources recommended that IOM establish a specific budget for these processes. This is especially important given the projectized nature of the Organization, which results in varying resources available from one year to another. As evidenced in Figure 4 and Table 5, the drastic drop in project support funds during this period is due to the ending of the FMM West Africa project through which MIDWA activities have been funded. This illustrates the risks that projectization poses to these processes and the need to support Member States in setting up their own self-financing mechanisms. For instance, for RCM, the annual administrative and operating budget for the Technical Secretariat is financed through the annual contributions of Member States. The contributions are based on a scale of percentages of the total amount, in accordance with the contribution of each country that was approved by the Vice-Ministers in 2001. MIDSA apparently has followed this success story of RCM in setting up such a system, as has the Colombo Process.

Recommendation: IOM should continue raising awareness about and support Member States in setting up their own self-financing mechanism to ensure the sustainability of these processes independently of OSI or project support.

Increasing self-financing will in turn reduce the financial and human resources that IOM allocates for ISCMs – an important step in upholding the State-led characteristic of these processes and thus State ownership. For example, for the Colombo Process, IOM support to Member States in strengthening their governance of labour migration through better regulation of recruitment, effective pre-departure orientation and enhanced skills recognition, along with the provision of technical expertise to the Secretariat has begun to decrease recently (see Table 6 below). This decrease may in part be a result of the self-financing mechanism. Even though not all Member States are reportedly contributing to this process, the contributions that are being made are helping strengthen ownership and sustainability of the process. According to certain IOM staff, having the secretarial functions carried out from the region(s) covered by an ISCM may also help strengthen ownership and sustainability.

Year	Project Support Amount
2016	549 700
2017*	627 600
2018	555 500
2019	440 800

* In addition to the project support funds for 2017, IOM also allocated a total of USD 100,000 OSI to the Colombo Process that year.

IOM also contributes to ISCMs through migration policy and research activities. For example, in the programme and budget for 2016, for the Middle East, a migration policy and research project for a total amount of USD 81,600 looked at the labour recruitment industry between the United Arab Emirates, India and Nepal (all Member States of ADD).⁸⁵ The purpose of this research was to enhance cooperation among the ADD Member States on the effective development and management of ethical international recruitment systems between countries of origin and destination.⁸⁶

Policy-wise, in 2016 and 2017, IOM allocated USD 16,700 and USD 12,500, respectively, towards enhancing international dialogue on migration issues. In 2017, it also allocated USD 25,100 to IDM for following up on and reviewing migration in relation to the SDGs.

In the field, 16 of the 22 IOM offices engaged in ISCMs reported providing financial and/or human resources contributions to these processes, with the latter type featuring most prominently. While all 16 IOM offices reported contributing to ISCMs through human resources, only five stated making any financial contributions,

“IOM Nepal had assigned a full-time National Officer to support the Chair which was covered through OSI allocations in 2017 and 2018. However, OSI allocations have been discontinued as of the second quarter of 2019 and the mission is currently supporting the Chair without any additional resources, effectively covering the related costs of this activity on its own... Although the mission continues to utilize its staff members to support the Colombo Process, the mission has alerted HQ and the ROAP [Regional Office for Asia and the Pacific] that this arrangement is not sustainable by the mission alone.”⁸⁷

⁸⁵ IOM. Programme and Budget for 2016. Geneva: IOM, 2015: p. 138.

⁸⁶ Ibid.

⁸⁷ Global questionnaire.

At the RO and CO level, without an audit of all the projects relevant to ISCMs, it is difficult to estimate the total financial resources invested in these processes. For example, SACM has received project support from PLACMI, as one of its work lines is to promote dialogue and discussions on migration in the region, but the exact amounts are not readily available. For RCM, RO San Jose has implemented IDF projects in support of the priorities for this RCP,

“We are now implementing a project to ensure that the Agenda 2030, especially the migration issues in the agenda, are included in the agenda of RCM, as well as that this engagement creates bridges between the Ministries of Foreign Affairs and Ministries of Planning in every RCM Member State. Before that, we provided IDF support on migrant women to the Presidency Pro Tempora [the chair] ...we conducted research and developed a protocol. Last two years, we have been providing IDF projects to support priorities of RCM, about USD 150,000 per year.”⁸⁸

Despite the limited financial resources, only six of the 22 IOM Field Offices mentioned having engaged in fundraising for supporting their engagement in and contributions to ISCMs. These efforts have been generally successful and primarily linked to project or programme funding, and in one case to in-kind contributions from certain Member States. For example, for MIDWA, IOM staff engage in fundraising regularly for the RCP when meeting with donors. “If we know that a donor could be interested like the Swiss this is one point of discussion and we try to see interests of donors to fund. The fact that the European Union Emergency Trust Fund (EUTF) top-up funding contributed to MIDWA was part of resource mobilization strategy.”⁸⁹ However, the absence of a strategic approach to engaging with MIDWA has proven challenging for fundraising. “Although the Swiss are interested, we haven’t managed to get them to fund MIDWA and my guess is that this may be in part due to the lack of a strategy; so maybe if donors had something in writing and saw where IOM wanted to go, they would have more confidence to put money in MIDWA.”⁹⁰ Related to this, another prevailing challenge to fundraising for RCPs is the lack of awareness or understanding among Member States, as well as non-traditional donors of the role that ISCMs play in improving migration governance nationally, regionally, inter-regionally and globally through informal inter-State dialogue and cooperation. “There are not very many donors who are interested in RCPs. Traditional donors are Switzerland, US and sometimes Australia. RCPs are seen as collective entities, and unless a country is chairing an RCP, they don’t view it as a priority.”⁹¹

Looking at those IOM Field Offices that have not engaged in fundraising, the selected ISCMs help shed light on this matter. For example, for RCM, there has been no fundraising carried out as the RCP is funded by the Member States. Through the funds provided, the Technical Secretariat is able to cover the expenses for meetings, travel, translation, etc. However, when there is a new initiative, IOM will submit a proposal. “If IOM presents to a donor something already endorsed or presented to RCM, I think there is more of a chance to be supported by the donor...Past two to three years IOM and RO have submitted to IDF a proposal to support a country-shared proposal for IOM, generally a short IDF but at least cover one staff to support RCM thematic focus such as one seminar, a workshop or one study.”⁹² In a similar fashion, the Bali Process receives annual funding from Australia (staff support) and Japan (web management). “The Government of Australia – DFAT and DHA – funds the majority of

⁸⁸ RCM interview notes (13 June 2019).

⁸⁹ MIDWA interview notes (7 June 2019).

⁹⁰ Ibid.

⁹¹ HQ interview notes (28 February 2019).

⁹² RCM interview notes (11 June 2019).

the Bali Process events, whereas Immigration New Zealand (INZ) focuses its financial contribution on a limited number of events.”⁹³

Recommended: IOM’s engagement in ISCMs should not be primarily driven by funding, but rather by promoting policy dialogue and cooperation among States on prevailing migration challenges and possible solutions.

The management of financial resources provided by IOM towards ISCMs appears to be efficient, based on the information reviewed for this exercise. Staff interviewed and surveyed did not raise any issues about mismanagement of funds allocated towards activities supporting ISCMs. Nevertheless, issues were raised regarding the viability of some of the initiatives without financial support from IOM. “Member States rely substantially on IOM to maintain the secretariat and need to decide whether IOM needs to distance itself from this so that we push Member States to reach the next level of maturity, to be self-sustainable. We have to tell them to cover the costs of the secretariat.”⁹⁴ IOM also manages well the financial resources received from ISCM

Box 1: IOM Administration of the RCM Reserve Fund

“The Fund has its own protocols and standards, in line with global IOM standards and how we do protection and assistance efforts. There is a specific protocol and form required to be used that is agreed upon by RCM Member States. We receive a referral which can come from different sources: consulate, one of our offices, an NGO. Usually, governmental partners think they have a case and after having exhausted all other options they get in touch with us for which we use the IOM focal point, who might check in with me or the team that it might be a case that qualifies (long form). After form is submitted for each person and an assessment is done (there are categories they must meet to qualify like vulnerability criteria). In cases where individuals don’t fit in a category, we discuss with the Technical Secretariat about applying the Fund to the case in question. If the Technical Secretariat approves, we go ahead. The funds are limited, with a maximum of USD 1,000 per case (but we can go over if we need to).”

RCM interview notes

Member States for these processes. For instance, for RCM, IOM successfully administers the Reserve Fund for the Assisted Voluntary Return of Migrants in Highly Vulnerable Situations (see Box 1).

When it comes to financial reporting, the data indicates it as generally efficient. Apart from the programme and budget reports published yearly, IOM offices report annually or as requested by the donor(s). At HQ, for example, reports to donors are said to be done regularly, the exception being for those years where no donor funding is provided. Accordingly, reporting on the financial contributions received for ISCM activities funded through projects or programmes is done through the usual IOM reporting procedures. For example, in the case of RCM,

“For the Reserve Fund, we [IOM] are required to keep governments informed which is a normal process, with destination and origin countries being informed of the movements. We also do regular presentations to governments when we have meetings. It is a quick update. Member States want to see numbers and breakdown. Once per year, we report on the Reserve Fund at the Vice-Ministerial Meeting; however, this year, it is done at the mid-term meeting.”⁹⁵

⁹³ Bali Process interview notes (6 June 2019).

⁹⁴ HQ interview notes (8 April 2019).

⁹⁵ RCM interview notes (13 June 2019).

Nevertheless, as identified earlier in this sub-section, the difficulties in determining how many resources are invested in ISCMs by IOM need to be addressed for demonstrating results, improving efficiency and supporting learning.

Recommendation: IOM should strengthen its systematic and institutionalized tracking and assessment of IOM’s engagement in and contributions to ISCMs; this should include identifying lessons learned and good practice such as through improved Knowledge Management.

Staffing Plans and ToRs

While IOM provides important human resources support to several ISCMs, few IOM offices have in fact developed a staffing plan and/or clear ToRs for those staff engaged with these processes. Of the 22 IOM offices that reported engaging with ISCMs, less than half (45 per cent) reported having some kind of staffing plan and/or specific ToRs for staff supporting these processes. Generally, Regional Liaison and Policy Officers are responsible for engaging and supporting governments on ISCM issues, even though this may not be explicitly laid out in their ToRs. Apart from the Regional Liaison and Policy Officers, at the regional level, RTSs provide thematic support, as needed, to ISCMs. At the CO level, CoMs, certain programme managers and/or heads of operations, along with human resources, finance, IT and procurement staff also support ISCMs, as needed. However, for certain ISCMs, there are full-time staff dedicated to supporting these processes (see Table 7 below for an overview of the full-time staff engaged in the selected ISCMs for the period of 2014 to 2019).

<u>ISCM</u>	<u>2014</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
SACM	0	0	0	0	0	1
GRCP meetings	1	1	1	1	0	1
Bali Process	4	4	4	4	4	4
GFMD	0	0	0	0	0	0
MIDWA	0	0	0	0	0	1
RCM	1	1	1	1	1	1
PAFoM	0	0	0	0	0	0
Total	6	6	6	6	5	8

One illustrative example of IOM staff who are engaged on a full-time basis with an ISCM is the Bali Process. For this RCP, three IOM Bangkok staff positions are fully funded by and based in the RSO: a back-office manager, a finance officer and an administrative staff (in addition to funding that supports the IT, procurement, HR, and finance units). These three staff mainly coordinate events and activities of the Bali Process with the co-chairs (Australia and Indonesia) and ensure that all IOM rules and regulations are applied and respected. In addition, 20 per cent of the CoM position for CO Bangkok is RSO funded. For these staff, specific ToRs have been created, as well as an organigram, positioning them within the wider office. “While the three IOM staff sit within the RSO, they follow IOM procedures, policies and regulations.”⁹⁶ When CO Bangkok requires additional support for organizing events for the Bali Process, additional staff and operations from the Office are reportedly used. CO Canberra has two staff working on the Bali Process, one of which is full-time (Coordinator) for providing administrative support to the Process and the co-chairs when arranging meetings. The roles and responsibilities of the Coordinator are clearly defined in the ToR. Apart from these staff, the CoMs

⁹⁶ Bali Process interview notes (4 June 2019).

of the co-chairs, along with the RD in Bangkok also support the Bali Process in their respective capacities, although this is not reflected in their ToRs.

Recommendation: Given the variation in developing staffing plans and clarifying roles and responsibilities in ToRs, IPD may consider developing a staffing plan and clear ToRs for the various ISCMs that IOM provides extensive administrative, technical and logistical support to. Doing so may help ensure that sufficient human resources, and thus financial resources, are made available, especially as this constitutes a significant part of IOM's contribution to these processes.

4.4. Outcome and Impact

Given the identified weaknesses in monitoring and evaluating IOM's engagement in and contributions to ISCMs, determining the outcome and/or strategic impact for this evaluation is based primarily on the perceptions of IOM staff interviewed and surveyed at HQ and Field Offices. The selected ISCMs were also used to provide additional insights in this regard.

From an HQ perspective, as the United Nations related organization in charge of migration, IOM staff interviewed mentioned that engagement with ISCMs has helped IOM in several ways. First and foremost, **IOM's engagement in and contributions to ISCMs have increased its standing and visibility for its mandate, work and expertise.** For instance, MIDSA, MIDWA and PAFoM have in certain cases enabled IOM to demonstrate its capacities with governments or with certain government ministries not that familiar with the Organization. It is "an occasion to promote what we do and also pass on messages regarding good migration and migration management."⁹⁷ Similarly, for the Bali Process, the visibility and engagement of IOM through the IRF gives the Organization "a lot of strategic positioning, particularly in the three areas mentioned of smuggling, countertrafficking and the Government and Business Forum (IOM has a large operational footprint in labor migration)."⁹⁸ According to one IOM staff, "the government counterparts sometimes wouldn't know about IOM if it wasn't for the Bali Process."⁹⁹

As certain RCPs such as MIDWA are linked to projects like the FMM and the EUTF, participating in these processes also provides IOM with an opportunity to update Member States on activities and to garner their support for their continuation. **At times, ISCMs have also supported increasing IOM's membership and observership, as States become more familiar with the Organization's work and expertise.** According to certain IOM staff interviewed at HQ (n=5), several IOM Member States have joined the Organization because of ISCMs,

"A lot of Member States have joined because they have become more aware of IOM. I think the Colombo Process was significant because many States that were not members participated. It is a way to bring States together even if they are not IOM Member States. We don't have a global system, so RCPs are a good mechanism."¹⁰⁰

Similarly, in the Middle East, RCPs such as the ADD have supported IOM's efforts in this regard. Bahrain, for instance, is now an IOM Observer that has been linked to IOM's engagement in this process. "If you look at our engagement with RCPs and how many states have become members of IOM, one can see this process."¹⁰¹ One of the explanations behind this is that IOM's engagement with ISCMs acts as confidence building measures through which States and other external partners like

⁹⁷ MIDWA interview notes (7 June 2019).

⁹⁸ Bali Process interview notes (7 June 2019).

⁹⁹ Bali Process interview notes (12 June 2019).

¹⁰⁰ HQ interview notes (10 May 2019).

¹⁰¹ HQ interview notes (28 February 2019).

United Nations agencies get to know the Organization. As a result, many Member States of ISCMs, even if these are not IOM Member States like a number of countries in the Middle East, revert to IOM with regards to certain migration issues, especially since the Organization joined the United Nations. “Joining the United Nations has made non-IOM Member States less doubtful of a hidden agenda.”¹⁰²

In a similar fashion, ISCMs have helped IOM build and strengthen bilateral and multilateral relations with Member States, as well as partnerships with other external partners, including intergovernmental organizations and private sector actors,

“As a projectized organization, we are used to discuss bilaterally with Member States, but this is a multilateral forum which is great for IOM. You can have three or four governments performing a study and can engage at a regional, rather than only at the country level. Migration is something that has naturally to do with many countries, which is why it is important for us to be part of these discussions.”¹⁰³

For example, in Africa, ISCMs have helped strengthen and manage relations with Member States. “We are seen as an entity that helps policy discussions not just with the operational implementation of programs. We start raising the bar in terms of policy discussions which we don’t really have, and it results in programs.”¹⁰⁴ The Africa-wide labor migration policy, for instance, was one of the issues that began in PAFoM that gave way to a continent-wide program, the JLMP, that was implemented by the AUC, the ILO, the IOM and the UNECA.

Accordingly, ISCMs have also **permitted IOM to strategically position itself and to take on a leadership role on migration matters, thereby solidifying its role as UN migration.** “ISCMs enable IOM to be an obvious main actor and usually the default actor because of our broader role but also because we are the secretariat for many of them, so we have leverage in different areas of work; that is tactical and strategic. We may not have a strategy written but we would be better running off of our constitution.”¹⁰⁵ In South America, SACM, along with the other ISCMs in the region, has permitted IOM to be recognized as the UN-related organization in charge of migration. “We support States in managing migration. We are also involving other actors in the process of migration governance, for example NGOs or CSOs. We are also in touch with academia in different ways. All of these actors see IOM as the main reference in migration.”¹⁰⁶

ISCMs have also provided IOM with the **opportunity to learn about key migration issues, the needs of Member States and possible solutions, which has also improved the Organization’s expertise.** Specifically, by participating in the meetings of ISCMs, IOM has access to governments and information, providing it with a clearer sense of Member States’ needs and how it may engage with them. “We can get a sense of the needs across borders which we say is the level at which migration needs to be dealt with. Better sense of limitations and opportunities, navigation space.”¹⁰⁷ By getting a common understanding of the possible ways forward at a policy level, ISCMs also support IOM programmatically by helping identify where the value-added is or should be, what can really have an impact on the region(s) in question and how IOM can support. As such, by understanding the migration issues faced by Member States participating in the ISCMs, IOM is able to **participate and influence discussions and the agenda items of such meetings by getting a better sense of the needs of Member**

¹⁰² HQ interview notes (22 May 2019).

¹⁰³ HQ interview notes (9 May 2019).

¹⁰⁴ PAFoM interview notes (7 May 2019).

¹⁰⁵ HQ interview notes (29 April 2019).

¹⁰⁶ SACM interview notes (27 June 2019).

¹⁰⁷ HQ interview notes (9 April 2019).

States and possible solutions. “We are constantly asked to present at these and other events so then we can utilize those platforms, whether closed or open, to provide information and advice and ideas to Member States on specific areas of programming, policy or operations – that’s really important.”¹⁰⁸ At the GFMD meeting last year,

“...the technical cooperation and support gained us a position of influence and primacy compared to other UN agencies in Morocco. We were called upon by governments to help write their positions. We were able to influence this way and put across a number of statements we believe are tenants of good migration governance like the importance of looking at diversity, management of diversity and social inclusion in receiving and transit countries and, in turn, able to advocate for better quality data on migration to be acquired by Member States to transpose the MiGOF in national priorities.”¹⁰⁹

However, limited resources, especially financial, for implementing activities that respond to items proposed and included on agendas of ISCMs can undermine this influence.

Recommendation: IOM should ensure that it is strategic in the agenda items it proposes for various ISCMs and to put forward only those issues that are of a priority for the Organization and for which it has the resources and capacity to support.

By promoting inter-State dialogue, IOM has also **helped advance inter-State cooperation on addressing migration issues.** “We advance international cooperation on migration which is one of the most effective.”¹¹⁰ For example, the work of SACM has reportedly had a positive impact on the further integration of migration issues at the regional level, e.g. MERCOSUR. “SACM has been a mechanism that has definitely influenced the way migration issues are being addressed and seeing the value of having mechanisms such as SACM to put issues on the table.”¹¹¹ This **increased inter-state cooperation on migration issues, in turn, has supported the mandate and work of the Organization.** “Good forum to discuss the challenges of migration and make proposals for practical solutions, basically the mandate of IOM.”¹¹² Thus, ISCMs allow IOM to continue providing technical support to governments, reinforcing their capacities while ensuring that the Organization remains a relevant and specialized agency supporting their work. In fact, certain ISCMs have presented IOM with **new funding opportunities to develop or continue certain activities that link up with the agenda items and discussions in these processes.** For example, as aforementioned, RO San Jose received support from Canada towards the Mesoamerica programme following a presentation of the results attained in an RCM meeting. In the case of IGAD-RCP, the recommendations that emerged from this process were transposed to continental level programmes such as the JLMP.

Other outcomes and strategic impacts of IOM’s engagement in and contribution to ISCMs are:

- **Building trust and confidence with and between participating Member States:** “We offer credible assistance to governments and it took us many years to gain trust to be equal partners on migration governance matters. Engagement with RCPs allows us to maintain trust built, helping to position us firmly in the world of migration governance and support our role in the UN as a leader on migration matters.”¹¹³

¹⁰⁸ HQ interview notes (29 April 2019).

¹⁰⁹ HQ interview notes (25 April 2019).

¹¹⁰ HQ interview notes (9 April 2019).

¹¹¹ HQ interview notes (21 May 2019).

¹¹² HQ interview notes (8 April 2019).

¹¹³ HQ interview notes (22 May 2019).

- **Supporting contributions to global initiatives including the Global Compact:** The consultation process towards the Global Compact builds on the experiences, shared practices and lessons learned of ISCMs on migration. “These consultation mechanisms on migration are pioneers of inter-State migration governance and have laid the ground for the development of the Global Compact. They are the main platforms for regional dialogue and cooperation on migration, with deep and beneficial expertise to share...”¹¹⁴
- **Supporting policy development and change in Member States or regions:** “For RCM, there was a request for IOM to do an assessment of counter-trafficking legislation in the region and the results of this study were presented in the US JTIP [United States Office to Monitor and Combat Trafficking in Persons] report. As a result of this IOM assessment, a country that was not really interested in making any changes suddenly showed an interest, so IOM provided technical support to update the country’s regulations on counter-trafficking.”¹¹⁵
- **Supporting the implementation of the SDGs:** “IOM provided support to ISCMs on the SDGs through technical advice, capacity-building, secretariat support, data collection, research, project implementation, partnerships and cooperation, support for policy dialogues, promotion of convergence among various regions and the provision of a global perspective.”¹¹⁶
- **Supporting internal cohesion and holistic engagement:** “Processes that encompass a number of dimensions asks us to come together in-house to work across departments and sectors. In our department we try to do syntheses, to blend up different technical expertise and to have a joined-up IOM position. We work in a much more integrated way. These are positive consequences or results of our closer involvement with and support to ISCMs.”¹¹⁷

ICMPD Experiences with ISCMs

ICMPD was founded in 1993 upon the initiative of Austria and Switzerland, “in response to an increase of regular and even more asylum-oriented South-North flows of people, exacerbated by emerging East-West flows post-1989.”¹¹⁸ Thus, “the organization was created to serve as a support mechanism for informal consultations, and to provide expertise and efficient services in the newly emerging landscape of multilateral cooperation on migration and asylum issues.”¹¹⁹ The Organization has 17 Member States,¹²⁰ largely European, is focused geographically on Africa, Central and South Asia, Europe and the Middle East, and is extensively European Union funded. It provides support to the Budapest Process (Secretariat), the Prague Process (Secretariat), the Rabat Process (Secretariat, funded by the European Union) and the Khartoum Process (Secretariat, in partnership with the European Commission and the African Union Commission). Given its important roles and responsibilities for these RCPs and IRFs, as well as its participation in many others, including global processes on migration, and the fact that IOM too engages in these ISCMs such as a member

¹¹⁴ IOM. *Seventh Global Meeting of Chairs and Secretariats of Regional, Inter-regional and Global Consultative Processes on Migration (GRCP 7): Inter-State Consultation Mechanisms on Migration and the Global Compact for Safe, Orderly and Regular Migration 10–11 October 2017, Geneva*. Geneva: IOM, 2017: p. 10.

¹¹⁵ HQ interview notes (8 April 2019).

¹¹⁶ IOM. *Sixth Global Meeting of Chairs and Secretariats of Regional, Interregional and Global Consultative Processes on Migration (GRCP 6): Migration and the Sustainable Development Goals: The Role of Inter-State Consultation Mechanisms on Migration and of Regional Economic Organizations 13 October 2016, Geneva*. Geneva: IOM, 2016: p. 9.

¹¹⁷ HQ interview notes (25 April 2019).

¹¹⁸ Internal document.

¹¹⁹ ICMPD. “About Us,” accessible at: <https://www.icmpd.org/about-us/>.

¹²⁰ ICMPD currently has 17 Member States: Switzerland (1993), Austria (1993), Hungary (1995), Slovenia (1998), the Czech Republic (2001), Portugal (2004), Sweden (2002), Bulgaria (2003), Poland (2003), Croatia (2004), Slovakia (2006), Romania (2011), Bosnia and Herzegovina (2012), Serbia (2014), Republic of North Macedonia (2015), Malta (2018) and Turkey (2018).

organization of the Budapest Process, what are some of lessons learned and good practices that IOM can obtain from ICMPD?

According to some IOM staff interviewed at HQ that discussed ICMPD, there are several areas for IOM to improve in to make the most of its engagement in and contributions to ISCMs, with the ultimate aim of promoting safe, orderly and dignified migration:

Perception of ISCMs: IOM should change the way it perceives ISCMs by making them a priority rather than an appendage to its other work. “ICMPD is very strategic and systematic. It doesn’t see RCPs as something on the side, rather it focuses on policy and sees support to dialogue and networking as its primary objective, it sees RCPs as the main vehicles through which to operate.”¹²¹

Independence: IOM has good diplomacy and firmness in its engagement with ICMPD, and should maintain its independence, especially given its international membership and coverage.

Outcome statements, plans of action or follow-up measures and fundraising: IOM should support, through its various roles and responsibilities, outcome statements or similar outputs, in line with its mandate and strategy, that it can then use to develop concrete action plans or follow-up measures, including project proposals. Such proposals in turn can be used to seek funding to implement exactly those activities that reflect the needs of Member States of the ISCMs in question. For example, for the Budapest Process, there are always a couple of active governments ensuring there is a strategy and declaration. “When the declaration is adopted, ICMPD develops a work plan and project proposals that fit the priorities of the declaration and they normally succeed in getting funding.”¹²²

Approach to ISCMs: Whereas IOM tends to group States according to the existing regional setups, ICMPD often arranges them along migratory routes. “ICMPD is trying not to have Member States only along a regional focus only but also along migratory routes: where are migrants coming from, who are the transit countries, and so forth. Very interesting concept that we normally don’t follow and could be interesting for Africa such as for the West African migratory movements towards Europe.”¹²³

Presence and participation in ISCMs: IOM needs to continue participating and being present at ISCM events led by ICMPD. This will ensure visibility of IOM work and provide the Organization with the opportunity to learn about the needs and priorities of Member States, as well as acquire more expertise on migration(-related) issues.

Responsiveness: IOM should explore options for being more responsive to Member States and participants of ISCMs, which is important for positioning the Organization and for obtaining funding for implementing activities aimed at addressing the needs identified by Member States. “ICMPD is a leaner, smaller organization. They are very quick in decision-making. At IOM, just to get a project endorsed takes a long time. For ICMPD, it is quick. IOM cannot operate this way. However, being lean and fast is what Member States and Participants like in these processes. ICMPD is very responsive.”¹²⁴

M&E: Similar to ICMPD, IOM should engage in more regular M&E of active ISCMs and particularly those to which it provides important support.

Policy-work: As an operational Organization, IOM may explore ways to engage in more policy-work through ISCMs – a key area of work of ICMPD.

¹²¹ HQ interview notes (9 April 2019).

¹²² Ibid.

¹²³ HQ interview notes (27 May 2019).

¹²⁴ HQ interview notes (3 May 2019).

Cooperation: Given that ISCMs are State-led processes, having more than one organization act as a secretariat is important to show that no one organization is dominating or leading these processes. The initiative to play a dominant role can undermine relations with Member States and those organizations part of ISCMs, particularly given the State-led nature of these processes and their operating modalities which are informal and on-binding.

5. CONCLUSION AND SUMMARY OF RECOMMENDATIONS

ISCMs have proven successful in facilitating a common understanding and joint approaches among States to prevailing migration issues at the regional, inter-regional and global levels. In addition to helping build, maintain and enhance mutual trust between States, ISCMs support technical cooperation and the exchange of good practices that in many cases have resulted in the adoption of national and regional legislation, policies and strategies. This is particularly important as States in the same region, for instance, sometimes have competing priorities and thus encounter difficulties in cooperating to find common solutions. In light of this, this evaluation has explored IOM's overall performance and achievements in its engagement

“Because of the non-binding aspect, states come for a more open discussion and actually exchange and share things that worked and those that didn't and learn from each other; it creates an open environment; I firmly believe they gain a lot from that kind of context and that it has spillover effects into practice in terms of changing laws and cooperation.” *Interview with an IOM staff.*

in and contribution to ISCMs on migration, looking at its technical expertise and support provided to these processes, their relevance to IOM's mandate and other institutional frameworks, and the internal synergies and institutional steps taken for an effective and sustained contribution to ISCMs. The analysis presented in the report followed the OECD-DAC criteria of relevance, effectiveness, efficiency, outcome, impact and sustainability.

For relevance the evaluation explored the extent to which IOM's engagement in and contributions to ISCMs, including its various roles and responsibilities, are suited to the Organization's mandate, institutional frameworks and operational work. The following are the five recommendations provided addressing the results presented for this criterion:

- 1. Given the lack of capacity and knowledge about ISCMs at certain IOM Field Offices, and the novelty of migration governance for certain Member States, it is recommended that HQ carry out a needs assessment with ROs and COs to determine and provide the support required for effectively engaging with ISCMs and their Member States.**
- 2. While ISCMs are State-led processes, with IOM's engagement and contributions being dependent upon its status (e.g. member versus observer organization, secretariat versus the provision of technical support) and Member States' invitation, IOM should continue to the best of its ability to fulfill its varying roles and responsibilities.**
- 3. IOM should reflect on how it can engage more in policy work with ISCMs, what the broad organizational strategy and direction mean for the Organization's work with these processes, and how IOM's engagements and contributions are aligned to and may be integrated in its strategic vision.**
- 4. IOM should carefully consider the development of an organization-wide strategy to inform its engagement in and contribution to ISCMs to avoid undermining the legitimacy and position that it has carved out for itself in and through these processes.**
- 5. As not all IOM Member States are signatories to the Global Compact, IPD, in cooperation with ROs and COs, could explore, as appropriate, ways to include experiences with implementing the Global Compact during ISCM meetings in an effort to promote solutions and support multi-stakeholder partnerships around specific migration governance issues.**

For effectiveness and sustainability, the evaluation discussed IOM's contributions in greater detail, whether the Organization has achieved its intended or desired results, and the steps taken to sustain

its engagement in these processes. The following are the twelve recommendations provided for the various results presented for this criterion:

6. IOM should consider revisiting its approach to organizing GRCP meetings and exploring ways to make them more beneficial to the Organization and the participants given its financial and human resource investments.
7. IOM should bring together the relevant staff to review prevailing challenges to achieving the intended or desired results of ISCMs and identifying solutions to ensure that its engagement in and contributions are effective to the greatest extent possible.
8. IOM should explore options for increasing its policy contributions to ISCMs with the endorsement of Member States, i.e. use ISCMs to set policy and give its position on priority issues.
9. IOM HQ should strengthen collaboration and information-sharing with ROs and COs for assessing policy and financial needs and for coordinating its strategic participation in ISCMs, as well as engage in greater awareness-raising among staff about ISCMs and their importance for supporting migration governance.
10. Given the importance of working with external partners, as also stressed under Principle 3 of the MiGOF and the Global Compact (the criteria of inclusiveness), it is recommended that IOM, in addition to its engagement with Member States of ISCMs, engage more, as mandated by ISCM Member States, with other external actors, especially the private sector and civil society, which play important roles in addressing migration challenges within countries and across borders.
11. IOM should consider clarifying the relationship between ISCMs and other regional entities such as United Nations RECs or regional economic and political unions through the holding of consultations with key stakeholders, including relevant United Nations, ISCM, and regional entity representatives.
12. IOM HQ may consider creating a platform or using PRIMA for IOM staff to contribute to and access an overview of what IOM is doing through the various ISCMs in one thematic area, as well as how many resources are invested (human and financial) in these processes.
13. To facilitate reporting by HQ and IOM Field Offices, IPD may consider developing a summary template to be filled out by staff after attending an ISCM event or completing an activity part of/related to such a process.
14. IOM should explore and develop SMART performance indicators that can be used by relevant staff at both HQ and in the field for monitoring and evaluating IOM's participation in and support to ISCMs.
15. To understand IOM's contribution towards migration governance through its engagement with ISCMs, IOM may consider reviewing the questions currently covered in the institutional questionnaire and including a question exploring the quality of the results attained.
16. At future GRCP meetings, IOM may also wish to consult with existing ISCMs and their Member States about the possibility of measuring their work such as against MiGOF themes, that could provide additional data about the contribution of ISCMs towards improved migration governance.
17. IOM should review its engagement in and contribution to the various ISCMs and determine whether continued support is warranted, especially when some of these processes have achieved their intended purpose and have changed their focus, as these may no longer be in line with the Organization's priorities.

Under the criterion on efficiency, the report assessed IOM's management of and reporting on its human and financial contributions towards ISCMs, as well as the fundraising efforts undertaken and

their success rate. The following are the four recommendations pertaining to the results presented for this criterion:

- 18. IOM should continue raising awareness about and support Member States in setting up their own self-financing mechanism to ensure the sustainability of these processes independently of OSI or project support.**
- 19. IOM's engagement in ISCMs should not be primarily driven by funding, but rather by promoting policy dialogue and cooperation among States on prevailing migration challenges and possible solutions.**
- 20. IOM should strengthen its systematic and institutionalized tracking and assessment of IOM's engagement in and contributions to ISCMs; this should include identifying lessons learned and good practice such as through improved Knowledge Management.**
- 21. Given the variation in developing staffing plans and clarifying roles and responsibilities in ToRs, IPD may consider developing a staffing plan and clear ToRs for the various ISCMs that IOM provides extensive administrative, technical and logistical support to.**

The last criterion looked at outcomes and impact of IOM's participation and support provided to ISCMs, as the UN-related organization in charge of migration, and whether these have reinforced the Organization's roles and expertise internationally such as with regards to the Global Compact. The following are the two recommendations pertaining to the results presented for this criterion:

- 22. IOM should ensure that it is strategic in the agenda items it proposes for various ISCMs and to put forward only those issues that are of a priority for the Organization and for which it has the resources and capacity to support.**
- 23. IOM may explore further the areas and related recommendations drawn based on ICMPD's experiences with ISCMs, for example by setting up a working group to deliberate on these matters to strengthen the quality of IOM's engagement in and contributions to ISCMs.**

Given the growing complexity and diversity of international migration, along with the recognition that States cannot address migration issues alone, ISCMs will remain important fora in the years to come for promoting dialogue and inter-State cooperation at the regional, inter-regional and global levels. While IOM's engagement in and contribution to these processes will remain relevant and necessary, the Organization will need to be strategic and ensure that its efforts support its priorities as the UN-related organization on migration.